PACTS

Portland Area Comprehensive Transportation System

PACTS Policy Committee
AGENDA

July 10, 2018
3:00 pm - 5:00 pm
GPCOG, 970 Baxter Boulevard, Portland

1. Welcome – Bob Burns, Chairman

2. Consent Agenda

1. Appoint Larry Mead as chairman of Policy and Executive Committees for a one-year term.

2. Appoint Alexander Greene to the Transit Committee.
   Alexander Greene oversees the Maine Medical Center's TDM plan as well as the shuttle service between several of their facilities. Al is interested in reasonable alternatives to alleviate the demand of surface parking at the MMC facilities. In Al's role as Director of Planning, he is responsible for facility planning and strategic planning at MMC and MaineHealth.

3. Accept the minutes of April 26, 2018 Policy Committee meeting. (Attachment A)

3. Presentation from the Maine Turnpike Authority on Proposed Turnpike Widening (Attachment B)

Over the past 12 months, the MTA has been working with an advisory group and a consultant team on an analysis of the needs of the mainline of the turnpike through the Portland area. See here and here for recent Portland Press Herald coverage about this proposed project,. The MTA will present and discuss the project with PACTS members. See Attachment B for a recent letter from PACTS requesting time for PACTS to provide comments on the proposed project alternatives.

4. Transportation Improvement Program (TIP) Amendments (Attachment C)

Staff Report
MaineDOT has requested PACTS approve two projects be added to the 2017 – 2020 TIP so the projects can be added to the STIP, and funded by the state.

Proposed Action

Approve Portland 1A/ Franklin Street, and Gorham Route 112 projects as additions to the PACTS 2017-2018-2019-2020 TIP to align with the MaineDOT State Transportation Improvement Program (STIP).

5. Action- Air Quality Conformity Report (Attachment D)

Staff Report

MaineDOT and MaineDEP completed the Air Quality Conformity Analysis for the 2018 – 2022 State Transportation Improvement Program (STIP). The conformity analysis demonstrates that all the required tests were completed to satisfaction in the PACTS area. The analysis also demonstrated that the transportation-related emissions are less than the established budgets for each year of the STIP, therefore the 2018-2021 PACTS TIP has met all the requirements of the Clean Air Act Amendments of 1990. We published the report for a 10-day comment period; we did not receive any comments.

Proposed Action

Accept the Air Quality Conformity Analysis report. Approve to allow staff to notify MaineDOT that the public comment period has ended, allowing MaineDOT to initiate their 30-day comment period.

6. Action: Capital Allocation Projects for 2019, 2020, 2021 (Attachment E)

Staff Report

PACTS needs to allocate capital funding for Municipal Partnership Initiative projects for the 2021 TIP list, collector paving preservation for 2020, and sidewalk improvements for 2021.

Proposed Actions

1. Approve $635,200 in PACTS 2019 state fund allocation for the 2019 PACTS MPI program for two projects in Portland, and one project each in Yarmouth and Biddeford as indicated above.
2. Approve $2,156,824 in FY 2020 federal and local funds for collector pavement preservation projects, as indicated for South Portland, Scarborough, Yarmouth, Biddeford, Saco and Westbrook.
3. Approve $2,695,000 in FY 2021 federal and local funds for sidewalk improvements in South Portland, Cape Elizabeth and Portland.

7. Improving PACTS Operations and Leadership

Staff Report

The Policy Committee and Executive Committee have undergone a short process to identify ways to improve how PACTS operates and how it can better lead the region. Attached are recommendations for your consideration and discussion.

Proposed Action

Consider, modify as necessary, and adopt recommendations to improve PACTS operations and leadership within the region.

EXECUTIVE COMMITTEE MINUTES

April 26, 2018
2 p.m. at GPCOG

In Attendance:

Name	Affiliation
Bob Burns, Larry Mead, Vice Chair	Gorham Old Orchard Beach
Tom Milligan Ned Kitchel	Biddeford Falmouth
Chris Branch Bill Shane	Portland Cumberland
Matt Sturgis Art Handman	Cape Elizabeth South Portland
Greg Jordan Donna Larson	Transit Committee, METRO Freepo
Kevin Sutherland Chris	Saco MaineDO
Carlos Tom Reinauer	FHWA SMRPDC/KACTS
For GPCOG:	Kristina Egan and Sara Zografos

Welcome – Bob Burns, Chairman

Bob opened the meeting 2:00.

Acceptance of January 2018 minutes

All approved

Staff Report

Welcome Sara Zografos, the new Transportation Director.

Staff has been coordinating with MaineDOT on the approval of the STIP, due to some issues with Air Quality Conformity. Staff has also been working in coordination with municipalities and MaineDOT to advance languishing projects.

Nomination of Matt Sturgis as Vice Chair of the Policy and Executive Committees

Chris Branch moved the nomination of Matt Sturgis as Vice Chairman; Bill Shane offed a second to the motion. All were in favor.

Performance Measures MOA

The Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) jointly issued rules on May 27, 2016 requiring state Department of Transportations (DOTs) and Metropolitan Planning Organizations (MPOs) to enter into new Cooperative Agreements with their transit agencies regarding performance-based planning. Much of this document contains public comments received and responses made during the rulemaking.

This new agreement must be signed by MaineDOT, PACTS and the PACTS Transit Agency by May 27, 2018. If a signed agreement has not been reached by the deadline, PACTS will be unable to make any revisions to its TIP until an agreement is signed and submitted.

Art Handman stated that South Portland was comfortable with the MOA in concept but was waiting for Council approval in early May.

Bill Shane made the motion to approve the MOA for signature. Larry Mead offered a second to the motion. All approved with one abstention from Art Handman.

Public Involvement Policies and Practices

The PACTS Public Involvement Policies and Practices describes the public involvement processes of the Portland Area Comprehensive Transportation System (PACTS). In April, PACTS staff drafted the 2018 update in which we have added two elements required by the federal government and updated the current member list. In 2019 PACTS will draft additional changes to this document and seek your comment on those changes. The updates in the document are:

1. The addition of the statement that "PACTS will hold public meetings at convenient and accessible locations and times."
2. Details about employer-based commuting programs.
3. A current list of the members of the PACTS standing committees. The Central Subregion has two seats on the Executive Committee. Jon Jennings has served in one of the seats for the past two years. His term ends next month. Cape Elizabeth's Matt Sturgis is serving in the other seat.

Tom Milligan requested that the membership list be updated. Staff will update the list.
A motion was made for the Executive Committee to approve the updated Public Involvement Plan and Practices document once the comment period has ended. All approved.

Member Discussion of PACTS Priorities

Member workshop on PACTS Reform. Members discussed challenges and issues regarding PACTS operations and prioritization. Staff will develop solutions to the identified issues for the July meeting.

Adjourn. The meeting adjourned at 3:58 pm. The next meeting is scheduled for July 10, 2018.

Attachment B

PACTS

Portland Area Comprehensive Transportation System

Destination 2040

June 27, 2018

Mr. Peter Mills, Executive Director
Maine Turnpike Authority
2360 Congress Street
Portland, Maine 04102

Dear Mr. Mills,

I am writing to you regarding the Maine Turnpike Authority's recent analysis of the Portland area mainline of the turnpike. I compliment you and your staff on assembling a diverse public advisory committee to work on understanding the issues surrounding the MTA's need to reduce congestion on the turnpike.

The Maine Turnpike is a critical piece of Maine's infrastructure, and the economic backbone of this region. PACTS membership would like to fully understand various aspects of the Portland area mainline project, including proposed alternatives. To that purpose I invite you and/or your staff to the PACTS Policy Committee meeting on July 10th at 3 p.m to present an overview and update on the project.

PACTS values working together with the MTA to address mobility concerns in the region, and to develop solutions that are in the best interest of the region for years to come. PACTS is a potential partner in supporting the MTA's efforts to improve regional mobility.

I would also request you provide PACTS time to review the recently completed information and give feedback to MTA over the next few months. I understand that time is a factor for you and I commit to being prompt in this undertaking. The Executive Committee will craft PACTS' input to you over the summer, present that input to the Policy Committee for final approval in October and submit to MTA directly following the October meeting.

I look forward to your response, and hope to see you on July 10.

Sincerely yours,

Larry S. Mead
Town Manager, Old Orchard Beach
Incoming Chair, PACTS

Attachment C

PACTS TIP Amendments to Correspond with MaineDOT STIP

MaineDOT in conjunction with PACTS is responsible for listing all transportation projects and related projects where federal transportation funding will be expended. PACTS approval and public notice are required before MaineDOT can proceed with a corresponding STIP Amendment.

MaineDOT has requested PACTS approval to allow for two PACTS TIP amendments to our 2017 to 2020 TIP to align with the MaineDOT STIP as required by FHWA (noted above). The following amendments are currently posted for public comment. Comment is due for the Gorham project on July 12 and the Portland project on July 14. Staff is requesting Policy Committee approval today predicated on receiving no public comment. If comments are received after approval which effect the approval status, the item will be brought before this committee again later.

Please note the projects are not PACTS projects and PACTS funding is not affected but the projects must be listed in our TIP.

PACTS will be requesting an amendment to the PACTS 2017-2018-2019-2020 TIP by adding the project(s) and associated funding below. The scope of work for the 0.01 lineage WIN is funded solely by the City of Portland. The Portland projects are associated but are shown separately for scope and financial tracking purposes.

WIN	**Title, Description and Scope**	**PE Phase**	**RW Phase**	**Const. Phase**	**CE Phase**	**Total Funding**
23713.00	**Portland**, Rte. 1A: beginning at Marginal Way and extending north 0.33 of a mile to I-295 northbound. Also includes a portion of Franklin Street from I-295 southbound overpass to Marginal Way, Reconstruction	$98,381.25	$5,000	$978,812.00	$98,381.25	$1,180,574.25
23713.01	**Portland**, Franklin Street: Beginning 0.1 of a mile south of Fox street and extending north 0.18 of a mile. Includes the southbound lane. Reconstruction.	$355,281.25	$5,000	$3,547,281.25	$355,281.25	$4,263,375.00

WIN	Title, Description and Scope	PE Phase	RW Phase	Construction Phase	CE Phase	Total Funding
23931.00	**Gorham**, Rte. 112: beginning at Route 114 and extending north 3.81 miles. Ultra-Thin Bonded Wearing Surface	$21,130.00	$0	$704,332.00	$42,260.00	$767,722.00

Action: Approve projects to be added to the PACTS 2017-2018-2019-2020 TIP to align with the MaineDOT STIP.

Air Quality Conformity Analysis

2018-2021 Statewide Transportation Improvement Program

June 2018

Prepared by:

Maine Department of Transportation
Bureau of Planning
16 State House Station
Augusta, ME 04333-0016

With Assistance from:

Maine Department of Environmental Protection
Bureau of Air Quality
17 State House Station
Augusta, Maine 04333

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Air Quality Conformity Analysis

INTRODUCTION

This report documents the air quality conformity determination for the 2018-2021 Statewide Transportation Improvement Program (STIP). The report was prepared by the Maine Department of Transportation (MaineDOT) and the Maine Department of Environmental Protection (DEP) in coordination with Portland Area Comprehensive Transportation Committee (PACTS) Metropolitan Planning Organization (MPO) and Kittery Area Comprehensive Transportation System (KACTS) Metropolitan Planning Organization.

Transportation conformity is required under the Clean Air Act (CAA) and the Clean Air Act Amendments of 1990 (CAAA). The purpose of the transportation conformity process is to ensure that federally funded or approved transportation projects, programs and plans are reviewed and evaluated for their impacts on air quality. Specifically, the projects and other federally funded activities contained in the Long-Range Transportation Plan (LRTP) or STIP may not cause or contribute to new violations, exacerbate existing violations, or interfere with the timely attainment of air quality standards. The transportation conformity process requires the active participation of all agencies (federal, state, and local) that implement federally funded transportation projects and programs within the Portland and Midcoast areas.

This report demonstrates transportation conformity for Maine's former maintenance areas for the ozone National Ambient Air Quality Standards (NAAQS). This analysis has been prepared in accordance with U.S. Environmental Protection Agency's (EPA) final conformity rule. The following sections of this report briefly discuss Maine's air quality designations, identify the applicable transportation plans/program in the conformity analysis, describe the interagency consultation process, highlight the methodology used to perform the current analysis, and present the final conformity determination.

MAINE'S AIR QUALITY DESIGNATIONS

The CAA requires EPA to set National Ambient Air Quality Standards (NAAQS) for pollutants considered harmful to public health and the environment. The CAA established two types of national air quality standards. Primary air quality standards set limits to protect public health, including the health of "sensitive" populations such as asthmatics, children, and the elderly. Secondary air quality standards set limits to protect public welfare, including protection against decreased visibility, damage to animals, crops, vegetation, and buildings.

The EPA Office of Air Quality Planning and Standards (OAQPS) has set NAAQS for six principal pollutants, which are called "criteria" pollutants. The six criteria pollutants are carbon monoxide, lead, nitrogen oxides, particulate matter, ozone, and sulfur dioxides.

Areas that do not meet the NAAQS are designated as nonattainment areas and, as a result, are subject to transportation conformity. Maintenance areas are geographic regions that were previously designated as nonattainment, but are now consistently meeting the NAAQS. Transportation conformity requires nonattainment and maintenance areas to demonstrate that all future transportation projects will not hinder the area from reaching and maintaining its attainment goals.

Maine previously had two regions (Portland and Midcoast) designated as maintenance areas for the 8-hour ozone standard and one small area (downtown Presque Isle) designated as a maintenance area for PM_{10}. No carbon monoxide, lead, nitrogen oxides, or sulfur dioxide nonattainment areas have been identified in Maine.

Ozone

In 1997, the EPA issued the 8-hour Ozone NAAQS. Based on the available evidence, EPA determined that the previous 1-hour ozone standard was inadequate for protecting public health. Scientific information shows that ozone can affect human health at lower levels, and over longer exposure times than one hour. The 8-hour NAAQS for Ozone was revised on March 27, 2008[1] from 0.08 parts per million (ppm) over an 8-hour period to 0.075 ppm. The fourth highest value in a year, rounded to the nearest 0.001 and averaged over three years, may not exceed this level at any monitor in the area. The revised standard was effective May 27, 2008.

On July 20, 2012, the entire State of Maine was designated as attainment for the 2008 8-hour ozone NAAQS, thus transportation conformity is not required for the 2008 NAAQS. Under the previous (1997) ozone NAAQS, Maine had two regions (Portland and Midcoast) designated as maintenance areas and subject to transportation conformity requirements under the Clean Air Act. On February 13, 2015 EPA published a final rule that revoked the 1997 ozone NAAQS for all purposes, including transportation conformity.

On February 16, 2018, the U.S. Court of Appeals for the District of Columbia vacated major portions of the 2015 rule that established procedures for transitioning from the 1997 NAAQS to the 2008 NAAQS. As a result of this decision, the State of Maine is once again subject to transportation conformity requirements for the Portland and Midcoast 8-hour ozone maintenance areas established under the 1997 ozone NAAQS.

Figure 1 shows the boundaries of Maine's two former 8-hour ozone maintenance areas and their relationship to the two metropolitan planning areas. The Portland 8-hour ozone maintenance area encompasses portions of four counties, and includes 55 municipalities. The Portland ozone area also encompasses the transportation planning jurisdictions of the KACTS and PACTS MPOs. The Midcoast 8-hour ozone maintenance encompasses portions of four counties and includes 54 municipalities. Table 1 describes each ozone maintenance area by county and municipality.

[1] Office of the Federal Register, *Federal Register: March 27, 2008 (Volume 73, Number 60)*, (Government Printing Office), 16436-16514.

Figure 1: Maine's Ozone Maintenance Areas

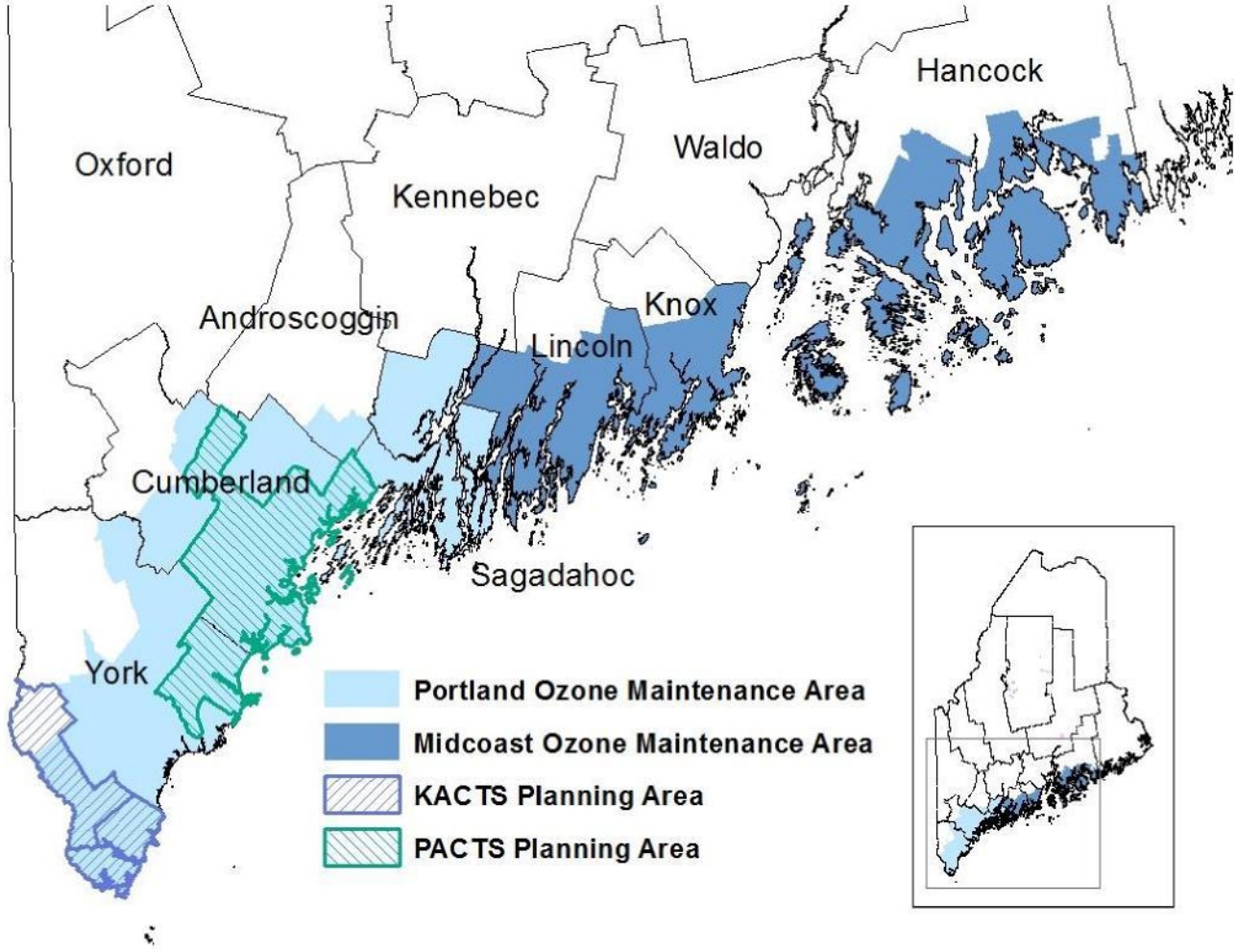


Table 1: Maine's Ozone Maintenance Areas by County and Municipality

Area	County	Towns
Portland	York	Alfred, Arundel, Berwick, Biddeford, Buxton, Dayton, Eliot, Hollis, Kennebunk, Kennebunkport, Kittery, Limington, Lyman, North Berwick, Ogunquit, Old Orchard Beach, Saco, Sanford, South Berwick, Wells, and York
Portland	Cumberland	Brunswick, Cape Elizabeth, Casco, Cumberland, Falmouth, Freeport, Frye Island, Gorham, Gray, Harpswell, Long Island, New Gloucester, North Yarmouth, Portland, Pownal, Raymond, Scarborough, South Portland, Standish, Westbrook, Windham, and Yarmouth
Portland	Androscoggin	Durham
Portland	Sagadahoc	Arrowsic, Bath, Bowdoin, Bowdoinham, Georgetown, Perkins Twp, Phippsburg, Richmond, Topsham, West Bath, and Woolwich.
Midcoast	Lincoln	Alna, Boothbay, Boothbay Harbor, Bremen, Bristol, Damariscotta, Dresden, Edgecomb, Monhegan Island Plt, Newcastle, Nobleboro, South Bristol, Southport, Waldoboro, Westport, and Wiscasset

Area	County	Towns
Midcoast	Knox	Camden, Cushing, Criehaven Twp, Friendship, Isle Au Haut, Matinicus Isle Plt, Muscle Ridge Shoals Twp, North Haven, Owls Head, Rockland, Rockport, South Thomaston, St. George, Thomaston, Vinalhaven, and Warren
Midcoast	Waldo	Islesboro
Midcoast	Hancock	Bar Harbor, Blue Hill, Brooklin, Brooksville, Cranberry Isles, Deer Isle, Frenchboro, Gouldsboro, Hancock, Lamoine, Mt. Desert, Sedgwick, Sorrento, Southwest Harbor, Stonington, Sullivan, Surry, Swans Island, Tremont, Trenton, and Winter Harbor

CONFORMITY REQUIREMENTS

Ground level ozone is produced by the reaction of several pollutants in the presence of sunlight. Volatile organic compounds (VOC) and nitrogen oxides (NOx) are the primary reactants. Thus, under the EPA conformity regulations, both VOC and NOx must be analyzed for regional transportation conformity in ozone nonattainment and maintenance areas.

Regional Emissions Analysis

The federal transportation conformity rule[2] specifies criteria and procedures for conformity determinations for transportation plans, programs, and projects and their respective amendments. The federal transportation conformity rule was first promulgated on November 24, 1993, by EPA, following the passage of amendments to the federal Clean Air Act in 1990. The federal transportation conformity rule has been amended several times since its initial release to reflect both EPA rule changes and court opinions.

The primary criteria for transportation conformity determinations include:

1. **Conformity Tests.** The plan or program must pass all the applicable conformity tests using motor vehicle emissions budgets (MVEB) or interim emissions approved by EPA for transportation conformity purposes (Sections 93.118 and 93.119).

2. **Latest Planning Assumptions and Emission Models.** The conformity determinations must be based upon the most recent planning assumptions and latest emission estimation models available (Sections 93.110 and 93.111).

3. **Timely Implementation of TCMs.** The plan or program must provide for the timely implementation of any transportation control measures (TCM) specifically identified in the State Implementation Plan (SIP) (Section 93.113). At this time no TCMs are specifically identified in Maine's SIP. Therefore, this condition is met and will not be addressed further.

4. **Interagency Consultation.** The conformity determinations must be made in accordance with the consultation procedures outlined in sections 93.105 and 93.112 of the federal conformity regulation and section 4 of Maine's transportation conformity regulation[3] .

[2] United States Environmental Protection Agency. 40 CFR Part 93. *Determining Conformity of Federal Actions to State or Federal Implementation Plans.* As amended on August 24, 2016.
[3] Maine Department of Environmental Protection. 06-096 CMR Chapter 139. *Transportation Conformity.* Effective September 19, 2007.

APPLICABLE TRANSPORTATION PLANS AND PROGRAMS

As noted earlier, conformity determinations are required in nonattainment areas and maintenance areas for the adoption, acceptance, approval, or support of transportation plans and Transportation Improvement Programs (TIPs). The following section briefly describes the statewide and metropolitan transportation planning and programming process that is required for the allocation of federal funding sources. It should be noted that transportation planning is a continuing, comprehensive and collaborative process designed to encourage and promote the development of a multimodal transportation system to ensure safe and efficient movement of people and goods while balancing environmental and community needs. The extent of the transportation planning process is too large to be adequately addressed in this document. Therefore, the scope of this particular section is limited to the specific transportation activities requiring a conformity analysis. For more information on the transportation planning process and links to Maine's four MPOs, the agencies primarily responsible for transportation planning in the metropolitan planning areas, can be found on MaineDOT's website at http://www.maine.gov/mdot/planning/.

Transportation Plans

A transportation plan is a document resulting from regional or statewide collaboration and consensus on a region or state's transportation system, and serving as the defining vision for the region's or state's transportation systems and services. Transportation plans, often called long-range transportation plans, establish a framework of goals, objectives, policies, and investment strategies for addressing anticipated challenges and future trends. Each MPO is responsible for preparing a long-range transportation plan that encompasses their metropolitan planning area. MaineDOT is responsible for preparing a statewide long-range transportation plan. The statewide transportation plan must be consistent with the MPO transportation plans.

Connecting Maine is Maine's integrated, long-range, multimodal transportation plan for the next 20 years. It establishes a framework of goals, objectives, and performance-based strategies for addressing anticipated challenges and future trends. *Connecting Maine* also focuses on the link between Maine's transportation system and achieving a statewide vision of economic vitality, environmental stewardship, and quality of life.

Transportation Improvement Programs

A TIP is a staged, multiyear, intermodal program of transportation projects which is consistent with the metropolitan transportation plan or statewide transportation plan. The TIP includes a prioritized listing of transportation projects to be carried out during the specified federal fiscal year time frame. Each MPO is responsible for preparing a TIP for the applicable metropolitan planning area. MaineDOT is responsible for preparing a STIP that includes all projects with federal financial commitments for the specified federal fiscal year time frame. The STIP includes all projects listed in the MPO's TIPs.

The 2018-2021 STIP constitutes MaineDOT's plan for obligating federal funds provided by FHWA and FTA for federal fiscal years 2018-2021. The STIP also incorporates the TIPs, and associated projects, from Maine's four MPOs. Therefore, the conformity determination for 2018-2021 STIP is applicable to the entire ozone maintenance area, including the KACTS and PACTS MPO areas.

This report documents the air quality conformity determination for the following STIP and TIPs:

- 2018-2021 Statewide Transportation Improvement Program
- 2018-2021 PACTS Transportation Improvement Program
- 2018-2021 KACTS Transportation Improvement Program

INTERAGENCY CONSULTATION

Transportation conformity is a collaborative process among federal, state, and local agencies. Every three months, MaineDOT convenes an interagency consultation committee meeting with representatives from the following agencies:

- MaineDOT
- DEP
- Maine Turnpike Authority (MTA)
- PACTS
- KACTS
- Androscoggin Transportation Resource Center (ATRC)
- Greater Portland Council of Governments (GPCOG)
- Southern Maine Planning and Development Commission (SMPDC)
- FHWA
- FTA
- EPA

The consultation meetings have been held regularly since 1992.
The general purposes of the interagency consultation meetings are to:

- Provide a forum for discussion and decision making regarding all areas of transportation conformity including, but not limited to, the development of the SIP, MVEBs, transportation plans, STIPS/TIPs and associated conformity documents
- Evaluate events that will trigger new conformity determinations
- Determine latest planning assumptions and emission models
- Identify projects requiring a regional emissions or hot-spot analysis
- Develop a format for presenting the transportation conformity determination
- Establish a public participation process for the conformity determination

The conformity analysis is prepared by MaineDOT with assistance from DEP under the guidance of the interagency consultation committee. The decisions made by the consultation committee serve as the basis for the conformity analysis and the ultimate conformity determination. The conformity analysis and the applicable transportation plans and programs are made available for public review and comment.

The specific purposes of the interagency consultation meetings and the roles and responsibilities for the agencies (DEP, MaineDOT, PACTS, and KACTS) responsible for performing the conformity analysis are established in Section 4 of Maine's transportation conformity regulation[4]. As part of the SIP, the interagency consultation procedures contained in Maine's transportation conformity regulation are federally enforceable.

METHODOLOGY

The conformity process is complex, not in concept, but in detail. Simply stated, emission estimates from highway-related mobile sources in the Portland and Midcoast areas are developed using the Statewide Travel Demand Model to generate vehicle miles traveled (VMT) and the EPA's MOVES model to estimate VOC and NOx emissions by County. The conformity process involves a number of key assumptions and socioeconomic inputs developed by MaineDOT, DEP and the MPOs and reviewed by the interagency consultation committee. Figure 3, on page 9, summarizes the conformity process and highlights the key activities including, interagency consultation, travel demand modeling, emissions modeling, public review, and the final conformity determination. The analysis presented in this document was prepared by MaineDOT with technical assistance from DEP.

Interagency Consultation

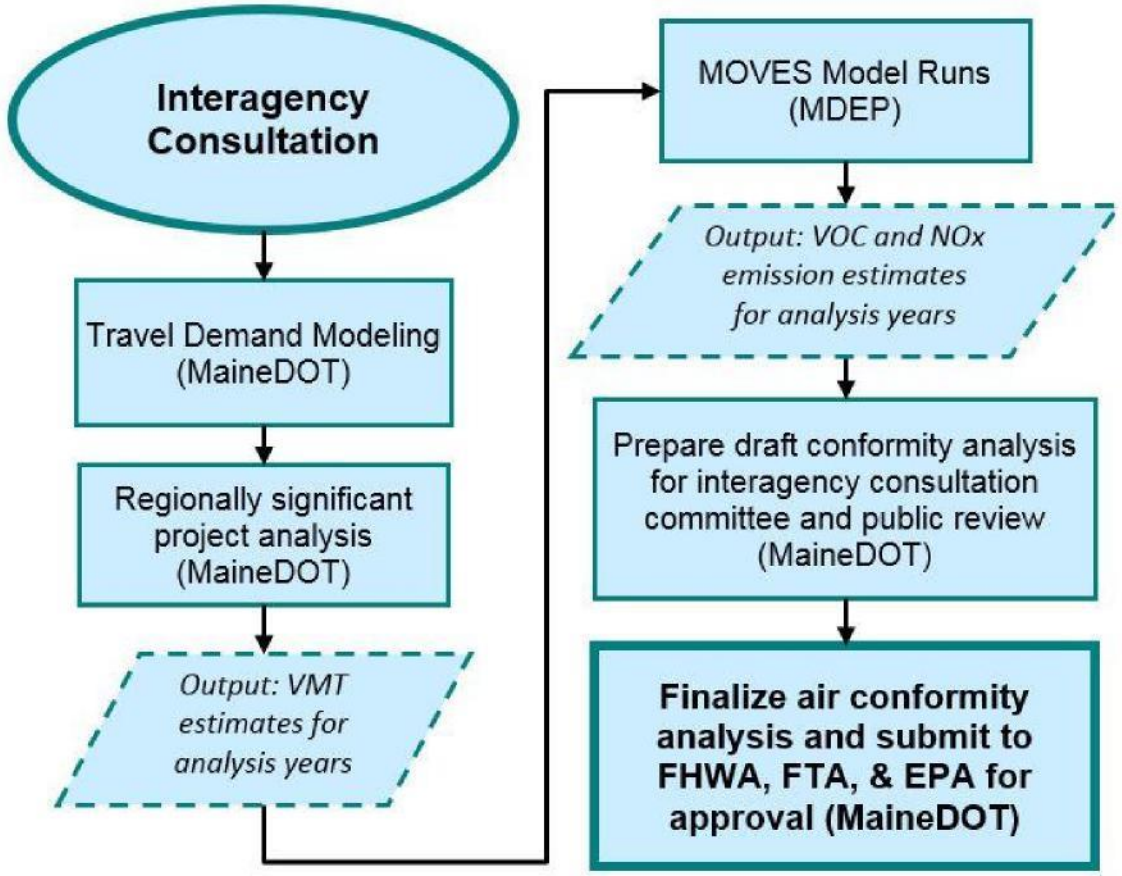
As illustrated in Figure 3, interagency consultation is the initial step in the transportation conformity process. The interagency consultation committee serves both a technical and regulatory reference and a decision-making body regarding key planning assumptions and other factors. Specifically, the committee identifies regionally-significant projects, determines the appropriate conformity tests and analysis years, evaluates projects for their VMT reduction (or creation) potential, and makes other key decisions when necessary. The interagency consultation committee is described in further detail in the previous section.

Travel Demand Modeling

The transportation conformity rule stipulates that the conformity determination must be based on the most current planning assumptions and models. Thus, a critical element of the conformity analysis is the traffic demand estimate. The statewide travel demand model relies on population demographics, employment, and economic activity to forecast VMT. A REMI model is used to establish base year and forecast year population and employment for nine regions in Maine. The travel demand model, based on the TRIPS modeling software, provides a standard forecast of statewide traffic growth that can be used to evaluate capital improvement projects, test transportation alternatives, and forecast VMT. The statewide model is specifically programmed to address recreational travel patterns that lead to peak traffic and congestion during the summer tourist season. During the development of the model, MaineDOT reviewed population increases in states that provide the largest number of visitors to Maine (Massachusetts, Connecticut, Rhode Island, New York, and New Jersey) and projected growth in service employment in order generate an estimate of recreational and seasonal trips.

[4] Ibid.

Figure 2: Conformity Process Flow



VMT Estimates

Once the results of the travel demand modeling are finalized, the annual growth rates are then applied to a base year[5] of vehicle-miles traveled (VMT) to estimate traffic levels for the analysis years. Any changes to VMT resulting from the construction of non-exempt or regionally significant projects is then added to the total for each applicable county. The final output of the travel demand modeling process is an estimation of average summer day VMT for each county within Maine's two ozone maintenance areas.

MOVES Modeling

The Motor Vehicle Emissions Simulator (MOVES) is a model developed by EPA that calculates emissions of Hydrocarbons (HC), Carbon Monoxide (CO), Nitrogen Oxides (NOx), Carbon Dioxide (CO2), Particulate Matter (PM), and toxics from cars, trucks, and motorcycles for specified vehicle fleet, fuel, temperature, and speed conditions.

[5] The base year VMT for this conformity determination is 2016. VMT estimates for all highways in the State were generated using actual traffic counts taken during the 2015 calendar year.

As part of a cooperative agreement with MaineDOT, DEP performed the MOVES model analysis and conformity calculations. EPA Region 1 provided guidance on the setup and use of the MOVES emissions model and reviewed the MOVES input files that were used for developing the emission inventories for the regional emissions analysis. The input files can be made available upon request. Background information on the modelling approach utilized to perform the MOVES model analysis can be found as Appendix A .

As noted above, MOVES generates emission inventories for certain pollutants based on a number of input factors including environmental conditions, vehicle fleet mix, emission controls, and fuel parameters. The following list provides a brief summary of several assumptions used in the regional emissions analysis for ozone precursors (VOC and NOx):

Inspection and Maintenance (I/M)

The I/M program modeled in the conformity analysis includes statewide annual inspections of On-Board Diagnostic (OBD) systems for all light-duty gas vehicles and trucks (1996 models and newer). The model runs also include annual gas cap pressure testing for all light-duty gas vehicles and trucks (1995 models and older) in Cumberland County only. In addition, Maine inspects various vehicle components for safety and proper operation[6], although such inspections are not captured by the MOVES model in the conformity analysis.

Fuel Parameters

The fuel parameters specified in the emissions modeling include conventional gasoline (no RFG, national default value) with a summertime (May 1st through September 15) Reid vapor pressure (RVP) of 9.0 psi in Hancock and Waldo counties and reformulated gasoline with a summertime RVP of 7.0 psi in York, Cumberland, Androscoggin, Sagadahoc, Lincoln and Knox counties[7].

Maine LEV (Low Emission Vehicles)

All new vehicles sold in the U.S. are subject to emission standards set by either the federal government or the State of California. California is the only state with the authority to set its own vehicle standards; other states may adopt either the California or the federal standards. Maine has adopted California's LEV I, LEV II, and LEV III standards[8].

Build Scenario Emissions

MaineDOT and DEP work together to bring together estimates of VMT at various speed ranges by the emission factors for those speeds as generated by EPA's MOVES model. Output from the travel demand modeling process (build scenario VMT) is multiplied by the outputs from MOVES emissions modeling process (area specific emission factors) to generate build scenario emissions for each maintenance area. The build scenario emissions are forecasts of highway-related motor vehicle emissions based several socioeconomic inputs and a comprehensive transportation network that includes all regionally significant transportation projects identified in the STIP and LRTP.

[6] MRSA 29-A §1751. *Motor vehicle inspection.* As amended 2001.
[7] Maine Department of Environmental Protection. 06-096 CMR Chapter 119. *Motor Vehicle Fuel Volatility Limit.* As amended July 15, 2015.
[8] Maine Department of Environmental Protection. 06-096 CMR Chapter 127. *New Motor Vehicle Emission Standards.* As amended May 19, 2015.

Conformity Determination

The conformity determination for ozone is completed by comparing VOC and NOx build scenario emission estimates for analysis years against the applicable conformity tests. The build scenario emissions must be less than or equal to the required tests given in Table 2 for the plan or TIP/STIP to pass conformity for ozone. The next section describes the required tests (MVEBs and baseline emissions) in further detail. The final conformity determination and associated air quality analysis is reviewed by the interagency consultation committee prior to public release and federal approval.

Public Comment

Air quality conformity analysis for LRTPs require a 45-day comment period and conformity analysis for TIPs and STIPs require a 30-day comment period. Hard copies of all documents are made available at all MPOs, MaineDOT Regional Offices and federal depository libraries across the state. Comments are accepted for at least 30 days after notification for the TIP/STIP conformity analysis and up to 45 days after notification for the LRP conformity analysis. The conformity analysis is also available on the web at ...

CONFORMITY TESTS

The DEP is responsible for the development of the entire SIP. The DEP identifies how pollution from all sources will be reduced sufficiently to meet the federal air quality standards in the Portland and Midcoast areas. As part of this process, MVEBs are developed by DEP and approved by EPA. The MVEBs are the total allowable emissions from all highway-mobile sources within an area for a certain date. Maine currently has MVEBs for VOC and NOx in each ozone maintenance area. The DEP consults with MaineDOT and the interagency consultation committee during the development of the SIP and MVEBs.

EPA's conformity rule requires that emissions in the "Build" scenario must be less than or equal to the MVEBs for the last year of the maintenance plan. The last year of Maine's maintenance plan for the Portland and Midcoast areas was 2016. The 2016 MVEBs are listed below. For all analysis years, emissions must be less than or equal to the MVEBs established for the most recent prior year. For example: Portland area build emissions in 2025 must be equal to or less than the 2016 MEVBs. Midcoast area build emissions in 2025 must be equal to or less than the 2016 MEVBs. The applicable conformity tests are shown in Table 2.

Table 2: 8-Hour Ozone Conformity Tests

Area	Required Tests	Emissions Budget			
		VOC		NOx	
		kg/day	tons/day	kg/day	tons/day
Portland	Build Emissions < or = 2016 MVEBs	15,112.79	16.659	29,789.22	32.837
Midcoast	Build Emissions < or = 2016 Baseline Emissions	3,413.74	3.763	5,665.37	6.245

In order for the plan or program to conform to the SIP, the analysis must pass the applicable tests for each analysis year. For the Midcoast area, the analysis years for this conformity analysis are, 2025, 2035 and 2040. The analysis years for the Portland area are 2025, 2035 and 2040.

ANALYSIS RESULTS

The following table list all regionally significant transportation projects in the Portland and Midcoast areas. The VMT changes associated with these projects are captured in the overall VMT estimates for the maintenance areas in Appendix A. The resulting increase or decrease in emissions from all regionally significant projects in the 2018-2021 STIP and the 2018-2021 PACTS and KACTS TIPs is, therefore, reflected in the conformity tests in Tables 4 and 5.

Table 3: Non-Exempt Regionally Significant Projects

WIN	County	Towns	Scope Description	Work Plan Description
022176.00	Lincoln	Boothbay	NEW CONSTRUCTION	Pave, stripe, and sign a new Park and Ride facility located at the Boothbay Fire Station.
020210.00	Cumberland	Standish	ROUNDABOUT CONSTRUCTION	Located at the intersection of Route 25, Manchester Road and Saco Road.
018637.00	Cumberland	Westbrook	INTERSECTION IMPROVEMENTS	"Rotary" area intersections of Harnois Street/Main Street/Cumberland Street; Main Street/Warren Avenue; and Main Street/Forest Street. PACTS Sponsored.
018624.00	Cumberland	Portland	ROUNDABOUT CONSTRUCTION	Beginning at Bedford Street and extending west 0.09 of a mile. PACTS Sponsored.
020899.00	York	York	TRAFFIC SIGNALS	Located at the intersection of Route 1 and New Connector Road. KACTS Sponsored.
019429.00	York	Eliot	INTERSECTION IMPROVEMENTS	Located at the intersection of Route 236 and Depot Road.
018419.00	Cumberland	Portland	BRIDGE REMOVAL	Danforth Street Crossing Bridge (#3525) over Danforth Street. Located 0.02 of a mile south of Route 1A.
019270.00	York	Kittery	BRIDGE DECK REHABILATION	Repare bridge deck and improve for Hard Shoulder Running during peak congestion conditions.
n/a	Cumberland	South Portland	NEW CONSTRUCTION	Widen the turnpike to 6 lanes from Exit 44 to Exit 52

CONFORMITY DETERMINATION

A regional emissions analysis for VOC and NOx was conducted for both the Portland and Midcoast 8-hour Ozone Maintenance Areas. The analysis was conducted using the latest planning assumptions and emission models under the guidance of the interagency consultation committee. The results of the analysis in Tables 5 and 6 demonstrate that VOC and NOx emissions for the Portland and Midcoast areas for each of the "build" scenarios are less than the applicable MVEBs.

Table 4: Portland Area Conformity Tests

Portland Area Conformity Tests (tons per summer day)						
	2025		2035		2040	
Test	VOC	NOx	VOC	NOx	VOC	NOx
Build	6.566	11.325	4.152	7.021	3.779	6.549
Budget	16.659	32.837	16.659	32.837	16.659	32.837
Result	PASS	PASS	PASS	PASS	PASS	PASS

Table 5: Midcoast Area Conformity Tests

Midcoast Area Conformity Tests (tons per summer day)						
	2025		2035		2040	
Test	VOC	NOx	VOC	NOx	VOC	NOx
Build	1.982	2.603	1.260	1.407	1.154	1.256
Budget	3.763	6.245	3.763	6.245	3.763	6.245
Result	PASS	PASS	PASS	PASS	PASS	PASS

Conclusion

The conformity analysis demonstrates that all the required conformity tests were satisfied in the Portland and Midcoast maintenance areas for each analysis year. The regional emissions analysis demonstrates that the transportation-related emissions of VOC and NOx are less than the established budgets for each analysis year under the build scenarios for both 8-hour Ozone Maintenance Areas. Therefore, the 2018-2021 STIP and the 2018-2021 PACTS and KACTS TIPs conform to the current SIP and satisfy the conformity requirements of the Clean Air Act Amendments of 1990.

APPENDIX A

MOVES2014 RUN SPEC INFORMATION

County Inventory – LEV Emissions Portion

FILE NAME:
YYYY_STCTY_TPSD_?psi_LEVZEVmmddyy.mrs

SCALE- Onroad/County/Inventory

TIME SPAN– Hour/YYYY/ Weekdays/July/00:00-23:59

GEOGRAPHIC BOUNDS- County
YYYY_STCTY_TPSD_?psi_LEVZEVmmddyy_in

VEHICLES/EQUIPMENT-All vehicles for these fuels
Compressed Natural Gas
Diesel Fuel
Electricity
Gasoline

ROAD TYPE- ALL Road Types

POLLUTANTS AND PROCESSES- No Evap Permeation
VOC- and all prerequisites
NOX- and all prerequisites

MANAGE INPUT DATA SETS
Apply /MOVES2014_early_NLEV/
/moves2014_mylevs/
Clear the default AVFT fuel data in the CDM fuel tab section when applying these databases.

OUTPUT
GENERAL OUTPUT
YYYY_STCTY_TPSD_?psi_LEVZEVmmddyy_ou
Units- Grams/Joules/Miles
Activity- Distance Traveled/Population

***OUTPUT EMISSIONS DETAIL- Defaults**
Always- Time 24-Hour Day
Location County
Pollutant
On Road/Off Road On Road/Off Road
On and Off Road Road Type/Source Use Type
Vehicle/Equipment Categories Emissions Process

County Inventory- ZEV Emissions Portion

FILE NAME:
YYYY_STCTY_TPSD_?psi_LEVZEVmmddyy.mrs

SCALE – Onroad/County/Inventory

TIME SPAN– Hour/YYYY/ Weekdays/July/00:00-23:59

GEOGRAPHIC BOUNDS- County
YYYY_STCTY_TPSD_?psi_LEVZEVmmddyy_in

VEHICLES/EQUIPMENT-All vehicles for these fuels
Compressed Natural Gas
Diesel Fuel
Electricity
Gasoline

ROAD TYPE- ALL Road Types

POLLUTANTS AND PROCESSES-EvapPermeation only
VOC- and all prerequisites

MANAGE INPUT DATA SETS
Remove /MOVES2014_early_NLEV/
/moves2014_mylevs/
Input the M14_MEDEP_AVFT.xlsx table into the AVFT fuel data CDM section when applying evap permeation processes.

OUTPUT
GENERAL OUTPUT
YYYY_STCTY_TPSD_?psi_LEVZEVmmddyy_ou
Units- Grams/Joules/Miles
Activity- Distance Traveled/Population

***OUTPUT EMISSIONS DETAIL**
Always- Time 24-Hour Day
Location County
Pollutant
On Road/Off Road On Road/Off Road
On and Off Road Road Type/Source Use Type
Vehicle/Equipment Categories Emissions Process

***These are the only boxes checked off in the OUTPUT profiles for either of these two inventory runs.**

NOTE: The same run spec, input and output database are used for both runs. The LEV portion is conducted first. The ZEV portion opens the same file, adjusts the run spec information, deletes Manage Input Data Sets, and input the AVFT table allowing the outputs to append to the same output database.

APPENDIX B

Gasoline Fuel Formulation RVP by County

County	CountyID	RegionID	2016 Formulation Sulfur 30 ppm	2025 Formulation Sulfur 10 ppm	2035 Formulation Sulfur 10 ppm	2040 Formulation Sulfur 10 ppm	RVP
Androscoggin	23001	178010000	3201 (E-10)	3459 (E-10)	3459 (E-10)	3462 (E-10)	<--7.0psi
Cumberland	23005	178010000	3201 (E-10)	3459 (E-10)	3459 (E-10)	3462 (E-10)	<--7.0psi
Hancock	*23009*	*100010000*	*3204 (E-10)*	*3462 (E-10)*	*3462 (E-10)*	*3462 (E-10)*	*<--8.8psi*
Knox	23013	178010000	3201 (E-10)	3459 (E-10)	3459 (E-10)	3462 (E-10)	<--7.0psi
Lincoln	23015	178010000	3201 (E-10)	3459 (E-10)	3459 (E-10)	3462 (E-10)	<--7.0psi
Sagadahoc	23023	178010000	3201 (E-10)	3459 (E-10)	3459 (E-10)	3462 (E-10)	<--7.0psi
Waldo	*23027*	*100010000*	*3204 (E-10)*	*3462 (E-10)*	*3462 (E-10)*	*3462 (E-10)*	*<--8.8psi*
York	23031	178010000	3201 (E-10)	3459 (E-10)	3459 (E-10)	3462 (E-10)	<--7.0psi

NOTE: The market share for (E-10) is set to 100% for all counties for all modeling years.

The fuel usage fraction for (E-85) is set to zero for all counties for all modeling years.

All Fuel Formulations Used for this Transportation Conformity Demonstration

fuelFormulationID	fuelSubtypeID	RVP	sulfurLevel	ETOHVolume	MTBEVolume	ETBEVolume	TAMEVolume	aromaticContent	olefinContent	benzeneContent	e200	e300	BioDieselEsterVolume	CetaneIndex	PAHContent	T50	T90
3201	12	7	30	10	0	0	0	23.23	12.52	0.61	44.63	79.56	0	0	0	212.59	342.86
3204	12	8.8	30	10	0	0	0	23.23	12.52	0.61	46.9	80.45	0	0	0	207.97	338.77
3459	12	7	10	10	0	0	0	20.89	11.93	0.61	45.49	79.82	0	0	0	208.94	343.85
3462	12	8.8	10	10	0	0	0	20.89	11.93	0.61	47.76	80.72	0	0	0	204.31	339.77
25005	21	0	15	0	0	0	0	0	0	0	0	0	5	0	0	0	0
27002	51	7.7	8	74	0	0	0	0	0	0	49.9	89.5	0	0	0	200	300
28001	30	0	7.6	0	0	0	0	0	0	0	0	0	0	0	0	0	0
90	90	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0

Fuel Usage Fractions

fuelFormulationID		fuelTypeDesc	countyID	fuelYearID	modelYearGroupID	sourceBinFuelTypeID	fuelSupplyFuelTypeID	usageFraction
3201, 3204, 3459, 3462	12	Gasohol (E-10)	All Counties	All years	0	1	1	1

25005	21	Biodiesel (BD20)	All Counties	All years	0	2	2	1
28001	30	Compressed Natural Gas (CNG)	All Counties	All years	0	3	3	1
3201, 3204, 3459, 3462	12	Gasohol (E-10)	All Counties	All years	0	5	1	1
27002	51	Ethanol (E-85)	All Counties	All years	0	5	5	0
90	90	Electricity	All Counties	All years	0	9	9	1

PORTLAND REGION VEHICLE POPULATIONS

SOURCE TYPE	2016	2025	2035	2040
11	27,064	28,329	29,807	30,576
21	244,281	256,063	269,840	277,011
31	272,434	285,451	300,665	308,582
32	33,499	35,149	37,081	38,087
41	182	192	202	208
42	314	329	347	356
43	1,397	1,463	1,540	1,580
51	529	554	584	599
52	16,296	17,078	17,993	18,469
53	1,695	1,779	1,876	1,927
54	1,647	1,723	1,812	1,859
61	1,105	1,158	1,221	1,254
62	1,268	1,330	1,404	1,442
Total	**601,712**	**630,600**	**664,373**	**681,950**

MIDCOAST REGION VEHICLE POPULATIONS

SOURCE TYPE	2016	2025	2035	2040
11	7,072	7,448	7,891	8,122
21	60,387	63,596	67,369	69,341
31	89,280	94,029	99,611	102,530
32	9,144	9,633	10,208	10,509
41	34	36	38	39
42	109	115	122	126
43	499	526	558	574
51	173	182	193	199
52	6,120	6,448	6,833	7,035
53	88	93	98	101
54	593	624	660	679
61	793	837	888	915
62	276	291	308	317
Total	**174,567**	**183,857**	**194,778**	**200,486**

PORTLAND REGION VMT

HPMS TYPE	2016	2025	2035	2040
10	67,655,706	70,871,936	74,633,763	76,591,076
25	6,284,542,909	6,585,375,796	6,937,335,928	7,120,508,202
40	49,066,125	51,407,971	54,147,431	55,572,980
50	266,264,936	278,881,723	293,637,478	301,314,284
60	349,114,982	365,470,655	384,593,446	394,538,914
Total	**7,016,644,657**	**7,352,008,081**	**7,744,348,047**	**7,948,525,455**

MIDCOAST REGION VMT

HPMS TYPE	2016	2025	2035	2040
10	24,673,464	26,005,951	27,573,609	28,393,560
25	1,723,858,201	1,816,987,201	1,926,553,176	1,983,860,980
40	18,152,226	19,132,790	20,286,428	20,889,835
50	92,848,502	97,865,416	103,767,942	106,855,280
60	70,436,383	74,239,265	78,713,288	81,053,378
Total	**1,929,968,776**	**2,034,230,622**	**2,156,894,443**	**2,221,053,032**

APPENDIX E

MOVES MODELING INPUTS FOR TRANSPORTATION CONFORMITY ANALYSIS										
							Requires adjustments for each inventory year			
County Data Manager Tabs	**MOVES2014 INPUT TABLES**	**MDOT**	**2011 MET**	**Grow out 2014 NEI**	**Build for each year**	**MOVES Defaults**	**2016**	**2025**	**2035**	**2040**
Age Distribution	sourcetypeagedistribution			x			Y	Y	Y	Y
Average Speed Distribution	avgspeeddistribution	x					N	N	N	N
Fuel	fuelsupply				x		Y	Y	Y	Y
	fuelformulation				x		Y	Y	Y	Y
	fuelusagefraction				x		Y	Y	Y	Y
	AVFT SEE LEV and ZEV footnotes below	-	-	-	-	-	-	-	-	-
Meteorology Data	zonemonthhour		x				N	N	N	N
Ramp Fraction	roadType					x	N	N	N	N
Road Type Distribution	roadtypedistribution	x					N	N	N	N
Source Type Population	sourcetypeyear			x			Y	Y	Y	Y
Starts	startsperday					x	-	-	-	-
	startshourfraction					x	-	-	-	-
	startssourcetypefraction					x	-	-	-	-
	startsmonthadjust					x	-	-	-	-
	importstartsopmodedistribution					x	-	-	-	-
	starts					x	-	-	-	-
Vehicle Type VMT	Hpmsvtypeyear	x					Y	Y	Y	Y
	monthvmtfraction	x					N	N	N	N
	dayvmtfraction	x					N	N	N	N
	hourvmtfraction	x					N	N	N	N
Hotelling	hotellingactivitydistribution					x	-	-	-	-
	hotellinghours					x	-	-	-	-
I/M Programs	imcoverage					x	N	N	N	N
Retrofit Data Run #1 Apply LEV in MIDS	onroadretrofit MOVES2014earlyNLEV/moves2014_mylevs			x		x	N	N	N	N
Run #2 Apply ZEV AVFT in CDM	M14_MEDEP_AVFT.xlsx			x			N	N	N	N

Two runs are required to capture LEV and ZEV emissions reductions benefits.

1. LEV -select VOC, NOX pollutants for all processes except evaporative permeation emissions.
Clear out the default AVFT table in the County Data Manager
fuel tab,

Import the MOVES2014_early_NLEV and moves2014_mylevs databases using Manage Input Data sets in the GUI.

2. ZEV- select VOC pollutants for evaporative permeation
emissions only.
Input M14_MEDEP_AVFT.xlsx for the AVFT inputs in the County Data Manager fuel
tab.

Delete the MOVES2014_early_NLEV and moves2014_mylevs databases from the Manage Input Data sets in the GUI.

Attachment E

Capital Allocation Projects for 2019, 2020, and 2021.

a. PACTS 2019 MPI Allocation Projects

Applications for the PACTS 2019 MPI program were submitted by June 7th. As in years past we have $640,201 in state funding to program. The following table indicates the projects, the funding requested, the municipal match and the total funding. The total funding, state and local, is very similar to the 2018 projects. After allocating the approved requests, the un-programmed 2019 funds of $5,001 will be in the Holding WIN for future programming.

2019 PACTS MPI Projects					
Municipality	**Project**	**Request**	**Funded**	**Local Match**	**Total Project**
Yarmouth	West Main; Bowdoin St to Rainbow Farm	$200,000	$200,000	$496,000	$696,000
Portland	Brighton Ave.; Holm Ave. to Westbrook TL	$108,450	$108,450	$132,550	$241,000
Portland	Congress St.; Fore River Pkwy to Stevens Ave.	$200,000	$200,000	$320,000	$520,000
Biddeford	Main Street; Jefferson St. to Elm St.	$126,750	$126,750	$380,250	$507,000
	Total Request/Funded	$635,200	$635,200		$1,964,000
	2019 Allocation	$640,201	$640,201		
	2019 Balance	$5,001	$5,001		

Brief project descriptions follow:

Yarmouth, West Main: Bowdoin Street to Rainbow Farm, to include drainage, road reclamation, sidewalk and ADA improvements and paving.

Portland, Brighton Avenue, Holm Ave to Westbrook town line, pavement preservation, ADA barrier removal, pedestrian improvements and bicycle accommodations.

Portland, Congress Street, Fore River PKWY to Stevens Avenue, pavement preservation, ADA barrier removal, pedestrian improvements and bicycle accommodations. Note, this also includes a prior signal improvement project.

Biddeford, Main Street, Jefferson to Elm Street, traffic calming and pedestrian safety improvements. This is continuing work funded in the adjoining section of Main Street.

At their meeting on June 28th, the Technical Committee voted to endorse the projects and recommends the Policy Committee approve the projects to be funded for 2019 with our 2019 fund allocation.

Action: Approve $635,200 in PACTS 2019 state fund allocation for the 2019 PACTS MPI program for two projects in Portland, and one project each in Yarmouth and Biddeford as indicated above.

b. 2020 Collector Pavement Preservation Projects

On June 28th the Technical Committee held a special meeting to review, endorse and recommend to the Policy Committee Collector Preservation Paving projects for the 2020 PACTs TIP and DOT workplan.

This has been a considerable effort by PACTS staff, MaineDOT, VHB and multiple communities given the schedule and outcomes from the June 12th Technical Committee meeting. Those efforts included historical research of past projects, confirming dates of last work, field reviews and photos of questionable sections and reviewing and confirming treatments and cost estimates. Based on this effort, the original project list reviewed on the 12th was revised and the revised list was submitted to the Technical Committee for their meeting on the 28th.

The following projects have been reviewed and endorsed by the Technical Committee for funding for the 2020 Collector Paving Preservation program.

City/Town	Branch Name	From	To	Length (ft)	Transit Rout	PACTS Funding	Overal Ranking (Condition
SOUTH PORTLAND	HIGHLAND AV SOUTH PORTLAN	SCARBOROUGH TL	CRESTVIEW DR (NORTH)	5665	Yes	$746,319	82.28
SCARBOROUGH	PAYNE RD	MUSSEY RD	990' S OF GORHAM RD	957	No	$123,002	77.55
SCARBOROUGH	PAYNE RD (NB)	990' S OF GORHAM RD (NB)	GORHAM RD (NB)	717	No	$138,233	56.98
YARMOUTH	ROUTE 115 YARMOUTH	EAST ELM ST	CLEAVES ST	1780	Yes	$251,660	73.81
SACO	MAPLE ST	LINCOLN ST	BRADLEY ST	1916	Yes	$147,757	72.13
SOUTH PORTLAND	WATERMAN DR	OCEAN ST	C ST	548	Yes	$44,021	69.91
SOUTH PORTLAND	WATERMAN DR	C ST	BROADWAY	1696	No	$294,280	59.13
BIDDEFORD	PRECOURT ST	ELM ST (ROUTE 1)	LANDRY ST	1670	No	$214,643	69.30
WESTBROOK	CUMBERLAND ST	BRIDGE ST	PIERCE ST	1857	No	$196,909	63.00
			2020 Federal and Local Programed Amount			**$2,156,824**	
			2020 Federal and Local Allocation			$2,198,192	
			Balance to be Transferred into the Holding WIN			$41,368	

Action: Approve $2,156,824 in FY 2020 federal and local funds for collector pavement preservation projects, as indicated for South Portland, Scarborough, Yarmouth, Biddeford, Saco and Westbrook.

c. 2021 Capital Project Endorsement

In July of 2017 the Executive Committee recommended and the Policy Committee Approved Collector Paving projects for 2019 and 2020 "Complex Projects" and Preliminary Design Reports for "Complex Projects". When endorsing these projects, the Committee's also endorsed a capital project for 2021.

The project was submitted jointly by South Portland, Cape Elizabeth and Portland and is for Pedestrian and Sidewalk improvements primarily along the Route 77 corridor with some improvements outside the corridor.

The funding amount is $2,695,000 total, with federal and local funds apportioned at 75% federal and 25% local.

The project does not appear in the 2021 year in the PACTS TIP nor MaineDOT's STIP. Staff is working with DOT to determine the reasons why.

In anticipation of MaineDOT requesting formal action be taken, staff would like acknowledgment of the Policy Committee's past action related to this project.

Action: Approve $2,695,000 in FY 2021 federal and local funds for sidewalk improvements in South Portland, Cape Elizabeth and Portland.

ATTACHMENT F

PACTS

Portland Area Comprehensive Transportation System

Operating with Excellence
&
Leading the Region:
Recommendations for PACTS

Prepared for:

PACTS Policy Committee
PACTS Executive Committee

Prepared by: Sara Zografos and Kristina Egan

June 26, 2018

DRAFT

EXECUTIVE SUMMARY

The PACTS Policy Committee and Executive Committee recently finished a short process to identify ways to improve how PACTS operates and how it can better lead the region. Below are the resulting recommendations.

PACTS should operate with excellence in all it does. To do that, PACTS should:

1. **Strengthen Relationships.** Developing and maintaining strong relationships with state and federal partners is critical to PACTS' success. A strong relationship requires PACTS to understand state and federal requirements, meet deadlines, and to communicate with consistency and clarity.

2. **Allocate Funds with Consistency.** PACTS is responsible for allocating funds to its members for capital and planning projects. Fair allocation of funds across all modes in the entire region can be accomplished by reconvening the Transportation Improvement Program Process and Procedures Committee and with the development of a TIP application guide.

3. **Manage Projects Actively.** PACTS has the opportunity to ensure important projects in our region are being delivered on time and on budget. A project development guide will track the development and schedule of projects.

4. **Reform Committees.** PACTS committees need clearly defined roles and responsibilities. Changing the time and location of the Policy Committee meetings will make it more convenient for elected officials to participate in transportation decision-making.

PACTS needs to lead the region on transportation. To do that, PACTS should:

1. **Lead The Region.** PACTS needs to set clear priorities and communicate those priorities to members and to the public. PACTS will disseminate information through multiple communications channels.

2. **Plan for the Future.** PACTS' planning needs to be both visionary and pragmatic, and needs to anticipate changing demographic, economic, and technological trends. PACTS' long-range plans should be regularly assessed and adjusted based on the needs and priorities of the region.

3. **Set Regional Priorities.** Setting regional priorities ensures that we are all rowing in the same direction, gives PACTS members a common goal to achieve, and creates a strong transportation network. To effectively set regional goals, PACTS needs to link funding to priorities, educate members on regional projects, and generate a project list to demonstrate the needs of the region.

4. **Engage the Public.** Broad public engagement results in effective projects and plans. PACTS needs to communicate with the public, engage underrepresented populations, and update its public participation plan.

INTRODUCTION

In March 2018, the PACTS Executive Committee decided to undertake a short process to identify ways to improve the performance of PACTS. The recent integration of PACTS and GPCOG in January, and the February hire of a new Transportation Director provided an opportunity to set new priorities and identify issues and challenges with the way PACTS operates and establishes priorities.

Through a series of workshops with both the Executive Committee and the Policy Committee, members identified, prioritized and proposed solutions to challenges, as well as identified new opportunities for PACTS to lead the region. This document summarizes the process undertaken and the challenges and solutions identified. From this work, staff has developed draft recommendations for the consideration of PACTS' members.

Over the course of the past four months, both PACTS Executive and Policy Committees met to identify the issues and challenges with the way PACTS operates and sets priorities. The initial meeting was with the PACTS Executive Committee, which focused on two major questions:

(1) What do members want to see PACTS accomplish in the next year? And,

(2) What changes would members like to see in how PACTS functions?

Several themes emerged from the initial workshop with the Executive Committee. Staff organized the themes and shared them with the Policy Committee for feedback. The Policy Committee provided thoughtful feedback, helping to expand the originally identified issues. Over the course of two subsequent meetings, the Executive Committee prioritized the issues and provided possible solutions. While facilitating these workshops, staff also drew from two previous organizational reviews done by The Resource Systems Group and Federal Highway Administration.

STRENGTHEN RELATIONSHIPS

PACTS serves as the regional transportation planning and federal funding organization for the Greater Portland region. In order to succeed in that role, PACTS must maintain a strong working relationship with partners at both state and federal agencies. To cultivate strong relationships with the Maine Department of Transportation, the Federal Highway Administration, and the Federal Transit Administration, PACTS needs to be well-versed in the federal requirements of the MPO and state policies that influence MPO operations. The relationships, while improving, are not as strong as they need to be. PACTS has frequently requested extensions on Unified Planning Work Program (UPWP) deadlines and, at times, has not met other MaineDOT deadlines.

Understanding the rules of the game, having clear and consistent communication, and being the convener of MaineDOT meetings in the region, are all ways in which PACTS can strengthen its relationships with state and federal agencies. These outcomes will be achieved in the following ways:

- **Understand Requirements.** Staff will participate in quarterly conference calls with MaineDOT, FHWA and FTA on policy updates or proposed and pending changes. Staff will also participate in relevant webinars and trainings hosted by our federal and state partners.
- **Meet Deadlines**. Develop an annual calendar which identifies deadlines for federal and state-required activities, along with a checklist for each activity. This will ease the committee approval process and reduce the risk of missing deadlines.
- **Communicate Clearly.** Along with clear, consistent communication reflecting PACTS goals, staff will host regular information-sharing meetings with MaineDOT Region One's staff with the purpose of coordinating projects and planning efforts.
- **Learn from Others.** Regularly meet with other MPO directors in the region to stay informed on best management practices for MPO's of a similar size to PACTS.

ALLOCATE FUNDS WITH CONSISTENCY

An important function of PACTS is to program the state and federally allocated funds. While the process for distributing funds can be complicated, PACTS has a responsibility to provide a fair and balanced approach to programming federal and state dollars. The process for allocating the limited funds needs to be consistent across all modes and all communities throughout the entire region and support the regional goals of the MPO.

Some members view the application process for both the Unified Planning Work Program and the Transportation Improvement Program as overly technical and time consuming. The process can be burdensome to municipalities without technical expertise on staff. As noted in the 2016 FHWA

Transportation Planning Certification Review, PACTS should explore opportunities to provide technical assistance and expand outreach to those communities that are not fully engaged. Unlike the TIP, the holding Work Identification Number (WIN) does not currently have a process for evaluating the distribution of excess funds held in that account.

Allocating funds based on the goals of the region will require PACTS to be a technical resource, develop fair and balanced scoring criteria, and coordinate projects in the region for efficiencies. To meet all of these goals PACTS should:

- **Convene the TIP Process and Procedures Committee.** Reconvene the TIP Process and Procedures Committee with balanced representation, to revisit the TIP scoring criteria based on regional goals and PACTS' Long-Range Plan *(Destination 2040).* The updated scoring criteria needs to balance the goals of equity, efficiency, performance and regional benefit. The committee will also develop recommendations on a procedure for allocating funds from the holding WIN.

- **Develop Application Guide.** Develop a TIP application guide which clearly outlines the criteria for a project. This should be developed by the TIP Process and Procedures Committee. It can include the scoring criteria by which applications will be evaluated. This guide can also include the top priorities for the region and examples of projects that align with those priorities.

- **Provide Technical Support.** Recently PACTS added a technical staff person who can assist municipalities that are developing applications.

- **Monitor.** Create and update a database of unfunded municipal projects. This will allow staff to track potential efficiencies when projects are coordinated. This will also provide an inventory of unfunded projects to utilize when funding opportunities present themselves, such as holding WIN funds and federal grants.

MANAGE PROJECTS ACTIVELY

Currently, PACTS does not design or construct capital projects. In most cases, once the project is funded, PACTS participation in the project fades. However, this approach needs to be rethought because PACTS projects are not being designed or constructed in reasonable timeframes. PACTS doesn't have a process for tracking how quickly we are designing and constructing projects. There is not a clear understanding of project development process or project "benchmarks". There isn't a system to ensure accountability for project delivery. The same is true of planning studies in the UPWP.

To take an active project management role in both capital and planning projects, PACTS needs to convene project partners, understand project milestones, monitor project progress and be an advocate for the project. To more actively manage projects, PACTS should:

- **Develop.** To successfully manage projects, staff needs to identify key partners for the project as well as the scope, schedule and budget for every project. Staff will develop a project development guide to be used for monitoring progress for each project.

- **Monitor.** Staff will create a project monitoring tool using the existing MaineDOT project report. Staff will monitor the milestones developed as part of the project development process.

- **Communicate.** Staff will provide monthly updates to the PACTS Executive Committee. Updates will elevate for discussion, projects that are experiencing significant delays, and provide recommendations to address any outstanding issues.

REFORM COMMITTEES

As a result of PACTS becoming a Transportation Management Area (TMA), the PACTS Policy Committee was required to include elected officials in its membership. It is beneficial to have electeds involved in the PACTS process. As electeds become more educated on the transportation needs in the region, identifying funding sources to address those needs often becomes a priority. The 2012 RSG report recommended developing an "MPO 101" seminar for newly elected officials to educate them on the PACTS process, highlighting the role of cities and towns in the MPO and the benefits to their municipalities. Additionally, the RSG report recommended scheduling subcommittee meetings based on need rather than the calendar.

Throughout the workshops with membership this spring, there was discussion regarding PACTS having too many committees. Agendas could be more concise, and information shared in a timely manner. PACTS committees don't have clear missions and, in particular, the boundaries between the Executive Committee and Policy Committee are unclear. The Policy Committee spends too much time in the weeds, which likely drives away participation by elected officials. Meeting times are not convenient for elected officials that work. The governing bodies do not provide meaningful input on public transportation issues in the region, and there is inadequate engagement between the governing committees and the Transit Committee.

To establish high-functioning committees, PACTS should:

- **Create Committee Missions.** PACTS should develop draft mission statements for each of the five PACTS standing committees (Policy, Executive, Technical, Planning and Transit). These mission statements will be based on PACTS priorities, the goals of *Destination 2040*, and the Regional Transit Plan.

- **Revise Meeting Times and Locations.** PACTS Policy will meet four times annually and the PACTS Executive Committee will meet eight times annually. Establish a new time for the

Policy Committee to meet which will be convenient for electeds to participate. The Policy Committee meetings will also rotate to different locations throughout the region. Staff will review the current bylaws and make recommendations to better allow for flexibility in approvals to ensure that deadlines are met.

- **Re-structure.** Over the next year, staff will explore the potential of combining the Planning Committee and the Technical Committee into one unified Planning and Programing Committee.

- **Engage.** Focus outreach to the elected officials appointed to PACTS Policy to better engage them.

LEAD THE REGION

As the federal Metropolitan Planning Organization, PACTS is responsible for building and maintaining a strong transportation network. To do this, PACTS needs to know its priorities, communicate them to member communities, stakeholders and the public, and position itself to seize opportunities and address any and all challenges that stand in the way to achieving those priorities. In other words, PACTS needs to lead the region in achieving a strong transportation system for today and for tomorrow.

Currently, PACTS is not visible in the region as a leader in transportation. PACTS has not focused on providing tools and education to the public or decisionmakers in the region about transportation challenges and funding.

To address this challenge, PACTS needs to more clearly define its priorities, strengthen its capacity to educate its members and the public, and commit to regularly communicating information, both internally and externally. These actions will begin to brand PACTS as the region's leader in transportation.

To achieve these outcomes, PACTS will:

- **Set Priorities.** Clarify a short list of 2019 priorities, adopted by the Executive Committee. Review progress on priorities once per quarter at Policy Committee meetings. This will contribute to ensuring higher level discussions at PACTS committee meetings. As part of these priorities, PACTS will consider embracing and advancing a significant project that can be a "win" for the region, and for PACTS.

- **Communicate Priorities to Members.** PACTS will annually hold subregional meetings for local electeds and staff with the purpose of educating on PACTS' role and their community's role in PACTS, presenting the region's challenges and opportunities, soliciting feedback on priorities, and giving members the tools to be ambassadors for PACTS. To prepare, staff will work with managers to understand the best approach to presenting the material.

- **Communicate Priorities to the Public.** PACTS will use multiple communications vehicles and channels to communicate its priorities:
    - High-level messaging: Staff will develop and present overarching messaging about transportation in our region to the Executive Committee.
    - Collateral development: PACTS needs easy-to-understand electronic and hard copy collateral. During the UPWP period, we will produce two things: a brochure and a transportation data dashboard. PACTS and GPCOG will jointly develop a brochure that describes who we are, what we've accomplished, and where we are going, based on the high-level messaging. As part of GPCOG's community profiles, we will develop an online transportation dashboard.
    - Website: Upgrade the look and feel, fix the search function, and improve the content of the current website.
    - Media relations: Keep the media informed about the MPO process and transportation issues in the region.
    - Social media: Launch a social presence on Facebook, Twitter, and Snapchat or Instagram.

PLAN FOR THE FUTURE

As part of its federal designation, PACTS is required to develop and periodically update a Metropolitan Transportation Plan, also known as a long range-plan. In 2016, PACTS conducted a complete update of its long-range plan, *Destination 2040*. The RSG report also recommended that PACTS prepare a "self-assessment" of progress made towards implementing the recommendations of *Destination 2040*. RSG identified two different approaches to conducting the assessment of the long-range plan. First, PACTS could conduct the assessment with staff and committees, as an internal review. The other option would be for PACTS to conduct the assessment with broader stakeholder input.

PACTS needs to plan with a purpose and ensure plans are programmatic. Long-range planning does not adequately anticipate changing trends in transportation at both the state and federal levels. In particular, as we craft our UPWP, program transportation funding, and update the long range plan, PACTS should consider how to address the rapidly graying population in Southern Maine, attract a younger workforce, take into account the possible growth in shared mobility, and think ahead for how infrastructure and services can be prepared for autonomous vehicles and climate resiliency.

For PACTS to have a more meaningful long-range plan, PACTS needs to:

- **Self-assess.** PACTS will develop a process to conduct a self-assessment of *Destination 2040*. This process could result in annual adjustments to the plan.

- **Stay Current.** Staff will stay informed on rapidly changing trends and technologies and regularly bring research and speakers into PACTS meetings and dialogues. Those technologies include: signals, Intelligent Transportation Systems (ITS), autonomous vehicles, and shared mobility.

- **Focus More on Public Transportation.** The Policy and Executive Committees need to plan a multi-modal transportation network. Governing committees need to deepen their understanding of public transportation in the region, and actively integrate transit with these committees traditional work to ensure a strong road network. To ensure this integration in the immediate term, the Executive Committee will be engaged in the development of the Regional Transit Plan Phase 2 and will appoint a steering group to lead the development of that plan.

- **Integrate land use, economic development, and the environment into planning.** PACTS' planning will integrate multiple sectors into its project and long-range planning work, incorporating land use, economic development, natural resources, and transportation, while addressing the needs of an aging population and attracting a younger workforce.

SET CLEAR REGIONAL PRIORITIES

Because PACTS is responsible for building and maintaining a strong transportation network, it needs to set regional priorities. To maximize limited funding and position the region to be eligible for discretionary funding, PACTS should develop a clear set of regional priorities. These priorities should directly reflect the short and long term goals of the region. With a clear set of priorities, PACTS can identify projects that will support those priorities.

Currently, PACTS does not have a back bench of shovel-ready projects, with the exception of collector paving projects. PACTS is not prepared to collectively support investment, nor is it organized to effectively pursue investments in infrastructure that will advance our regional goals, particularly for public transit projects and complex projects.

To establish clear regional priorities, PACTS will:

- **Generate a Project List**. PACTS will create a prioritized list with a limited number of mid to large regional long-range projects.

- **Link Priorities to Funding.** The TIP Process and Procedures should include the regional priorities. Projects should be scored to consider economic development, multi-modal uses, regional goals and sustainability.

- **Education.** PACTS staff needs to stay informed about regional projects being implemented or planned by other agencies, such as the planned widening of the Maine Turnpike and the

I-195 study led by the City of Saco. PACTS should serve as a catalyst, coordinator and a cheerleader for transformative projects this region needs. Equally important is for PACTS to communicate the status of projects back to PACTS committees.

ENGAGE THE PUBLIC

Transportation decisions are best made when informed by broad public engagement. The greater public involvement PACTS has when making important transportation investments, the better PACTS can address the transportation needs of the people using the system.

As the MPO, PACTS is required to engage in a regional planning process that creates opportunity for public participation for the UPWP, long-range plans, and TIP projects. During the 2016 FHWA Transportation Planning Certification Review, FHWA recommended that PACTS conduct a thorough review of its Public Participation Plan, including measures of effectiveness. The review should include recommendations for updates as necessary. The review also recommended an update to PACTS' Title VI, Environmental Justice and Limited English Proficiency plans.

PACTS should make a more concerted effort to better engage the public in the decision-making process. PACTS needs to develop strategies to enhance public involvement. There are two main components to public engagement. The first is to communicate well, and the second is to solicit input and involvement. In the previous section "Lead the Region," we outlined a variety of ways PACTS will work to communicate with stakeholders and the public. Here are the ways PACTS will solicit input and better involve the public in decision-making:

- **Communicate Publicly.** PACTS will use multiple communication outlets to provide information to the public and to allow for public input on PACTS projects. All of these outlets for communication were outlined in the "Lead the Region" selection earlier in the report.

- **Identify Audiences and Maintain Contact List.** PACTS will enhance its existing "interested parties list" with a scan of leaders and organizations that should be notified of PACTS work and maintain an accurate contact list for communications.

- **Focus on Underrepresented Populations.** As a first step, PACTS will also update its public engagement plan, with a focus on strengthening PACTS' efforts to inform and engage Title VI, Environmental Justice and Limited English Proficiency populations.

- **Go to Them**. PACTS will identify events with other agencies and organizations, develop a biannual list of groups to visit to solicit input and involvement, and a calendar of outreach visits.

CONCLUSION

This process resulted in a comprehensive list of recommendations to strengthen the way in which PACTS operates and how PACTS can better serve as a leader of the region. Some recommendations can be implemented in a relatively short-term period of time. Others will take longer or will need to wait until funding is available in the next UPWP.

To successfully implement these recommendations, PACTS staff will need the active support of PACTS members.