3-9-2006

Meeting Notes 2006-03-09

Joint Policy Advisory Committee on Transportation

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MEETING: JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION

DATE: March 9, 2006
TIME: 7:15 A.M.*
PLACE: Council Chambers, Metro Regional Center

7:15 CALL TO ORDER AND DECLARATION OF A QUORUM Rex Burkholder, Chair
7:15 INTRODUCTIONS Rex Burkholder, Chair
7:20 CITIZEN COMMUNICATIONS
7:25 COMMENTS FROM THE CHAIR Rex Burkholder, Chair
7:30 CONSENT AGENDA Rex Burkholder, Chair
   * Consideration of JPACT minutes for February 9, 2006

ACTION ITEMS
   * Resolution 06-3665, For the Purpose of Adopting the Policy Direction, Program Objectives, Procedures and Criteria For the Transportation Priorities 2008-11 Allocation Process and Metropolitan Transportation Improvement Program (MTIP) – JPACT APPROVAL REQUESTED Ted Leybold, Metro

INFORMATION / DISCUSSION ITEMS
2035 RTP Update Terry Moore, ECONorthwest
Brian Scott, MIG

OTHER COMMITTEE BUSINESS Rex Burkholder, Chair

9:00 ADJOURN Rex Burkholder, Chair

* Material available electronically. Please call 503-797-1916 for a paper copy
** Material to be emailed at a later date.
# Material provided at meeting.
All material will be available at the meeting.
## Joint Policy Advisory Committee on Transportation

### MINUTES
February 9, 2006
7:30 a.m. – 9:00 a.m.
Council Chambers

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<tr>
<th>MEMBERS PRESENT</th>
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<td>Rex Burkholder, Chair</td>
<td>Metro Council</td>
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<td>Brian Newman</td>
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<td>Roy Rogers</td>
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<td>Rob Drake</td>
<td>City of Beaverton, representing Cities of Washington County</td>
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<td>Dick Pedersen</td>
<td>Oregon Department of Environmental Quality (DEQ)</td>
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<td>Fred Hansen</td>
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<td>Cathy Nelson</td>
<td>Oregon Department of Transportation (ODOT - Region 1)</td>
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<td>Paul Thalhofer</td>
<td>City of Troutdale, representing Cities of Multnomah County</td>
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<td>Don Wagner</td>
<td>Washington State Department of Transportation (WSDOT)</td>
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<td>Lynn Peterson</td>
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<td>Royce Pollard</td>
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<td>Dean Lookingbill</td>
<td>Southwest Washington Regional Transportation Council</td>
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<td>Jason Tell</td>
<td>Oregon Department of Transportation (ODOT - Region 1)</td>
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GUESTS PRESENT  

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<td>Kathy Busse</td>
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<td>Nancy Kraushaar</td>
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<td>Tom Markgraf</td>
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<td>Sharon Nasset</td>
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<td>John Wiebke</td>
<td>City of Hillsboro</td>
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<td>Janice Wilson</td>
<td>Oregon Transportation Commission</td>
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STAFF

Richard Brandman, Andy Cotugno, Kim Ellis, Tom Kloster, Ted Leybold, Jessica Martin, Robin McArthur, Kathryn Sofich, Bridget Wieghart, Norio Sugasawa (Intern)

I. CALL TO ORDER, INTRODUCTIONS AND WELCOME

Chair Rex Burkholder declared a quorum and called the meeting to order at 7:30 a.m. He welcomed the committee members and guests and introduced Ms. Janice Wilson from the Oregon Transportation Commission, who will be regularly attending meetings.

II. CITIZEN COMMUNICATIONS

There were none.

III. CONSENT AGENDA

Minutes

ACTION:  Mr. Fred Hansen moved, seconded by Mr. Rob Drake to approve the minutes from the December 1st, December 15th, and January 19th meetings. The motion passed.

IV. ACTION AND DISCUSSION ITEMS

Resolution No. 06-3665, For the Purpose of Adopting the Policy Direction, Program Objectives, Procedures and Criteria For the Transportation Priorities 2008-11 Allocation Process and Metropolitan Transportation Improvement Program (MTIP)

Mr. Ted Leybold appeared before the committee to present information on Resolution 06-3665, which would provide the policy direction, program objectives and procedures that will be used during the Transportation Priorities 2008-11 Allocation Process and MTIP update to nominate, evaluate, and select projects to receive
federal transportation funds in the fiscal year 2010-11 biennium. He directed the committee's attention to the memo listing the potential policy issues that could be addressed in the 2008-11 MTIP Policy Report (included as part of this meeting record). Mr. Leybold reviewed each of the issues, which included:

- Consideration of inflation allocation to existing projects
- Improve integration of (Transportation System Management and Operations) TSMO solutions into the MTIP program
- Refinement of economic development objectives and measures
- Potential new policy direction related to state Legislative strategy or regional strategy for new transportation funding initiatives

Mr. Leybold then directed the committee's attention to the MTIP Policy Errata Document (included as part of this meeting record), which included two additional items that were considered at TPAC and recommended to be discussed further by JPACT. The two items included:

- Consideration of MTIP policies related to Urban Growth Boundary expansion areas
- Consideration of traded-sector jobs vs. family wage jobs as a technical measure of economic development.

In response to TPACs recommendation to add the following language to Factors Used to Develop Narrowing Recommendations: *recommend additional funding for existing projects when the project scores well and documents legitimate cost increases relative to unanticipated inflationary factors*, Mr. Fred Hansen requested that the word inflationary be removed. He also requested the following text be added: “It is expected, however, that projects will be managed to budget. Only in the most extraordinary of circumstances will additional monies be granted to cover these costs.

The committee further discussed the issue of refinement of economic development objectives and measures. They requested that the Comprehensive Economic Development Strategy and the Regional Business Plan be consulted for direction related to economic development objectives and relationship to transportation.

The committee discussed the issue of the potential new policy direction related to state Legislative strategy or regional strategy for new transportation funding initiatives. They requested that the pipeline of projects that could compete well on a state-wide basis in terms of project readiness should funding become available through state legislative action be analyzed and if inadequate, inform them of the to options for the Transportation Priorities and MTIP program that addresses project readiness.

The committee agreed to bring back Resolution 06-3665 after staff had an opportunity to respond to their questions.

**ODOT STIP – Modernization Candidate List**

Mr. Jason Tell appeared before the committee to provide an update on the 2008-2011 Statewide Transportation Improvement Program (STIP). Region 1 is currently in the process of identifying, selecting and scoping candidate transportation projects to be funded with state and federal transportation dollars between 2008-2011. He directed the committee's attention to a copy of Region 1’s candidate list of modernization projects. The list assumes approximately 150% of the actual amount of funding available for modernization projects in Region 1 between 2008 and 2011. The candidate list of projects was generated from prior STIPs, the Regional Transportation Plan, local transportation system plans and the Oregon Freight Advisory Committee Recommendations for high priority freight mobility projects.
Over the next few months, Region 1 will need to fiscally constrain the candidate modernization list to meet its funding target of $74 million. ODOT is seeking comments to narrow the candidate list to the available funding level. Mr. Tell stated that ODOT would hold four open house meetings around the region to share information on various programs, funding and candidate projects. ODOT will also collect comments via mail and email. The comment period ends April 14th.

He directed the committee's attention to the 150% list (included as part of the meeting record). He noted that of the almost $74 million dollars, $38 million is already allocated in the STIP to ensure projects currently programmed for construction are fully funded and remain on schedule. This leaves about $36 million unencumbered dollars. Mr. Tell noted that had the Oregon Transportation Commission (OTC) not voted to increase federal highway funds to the Modernization Program to cover debt service payments on the Oregon Transportation Investment Act (OTIA) bonds scheduled to begin in 2008, the available funds would have dropped in half.

Referring to the Oregon Transportation Plan update presentation by Gail Achterman on January 19th, Mr. Sam Adams inquired as to why there weren't any projects on the list that addressed the non-repeating type delays that cause up to 50% of the traffic congestion. Mr. Tell responded that the list before the committee contains only the modernization projects, and that there is a safety and operations budget, which addresses the types of projects he is inquiring about.

Chair Burkholder thanked the Oregon Transportation Commission and ODOT staff for having this discussion up front and stated that this was a good opportunity to begin better coordinating activities.

Resolution 06-3658, For the Purpose of Endorsing the Recommendations of the Highway 217 Corridor Transportation Plan

Mr. Richard Brandman appeared before the committee to present Resolution 06-3658, which would adopt the recommendations of the Highway 217 Corridor Transportation Plan.

At the January 19th meeting, the committee had significant discussion regarding the specific Highway 217 PAC recommendation to seek to add Highway 217 to the list of Highways of Statewide Significance. TPAC suggested alternative language to the recommendation, which was provided to the committee at the January 19th meeting. The committee agreed to postpone taking action on the Resolution in order to further discuss the alternative language proposed by TPAC.

Mr. Brandman presented an amended Exhibit to Resolution 06-3658, which contained the Highway 217 PAC recommendation with amended language from TPAC (included as part of this meeting record).

Mr. Drake spoke to the importance of Highway 217, as it serves as the major north-south corridor in eastern Washington County and serves residents and workers in 6 metropolitan area counties with direct access to their workplace. He noted that the highway currently handles 110,000 vehicles per day and that number is expected to increase to 140,000 by 2030. He provided the committee with a handout (included as part of this meeting record), which illustrated where all the vehicles are coming from and traveling to.

He noted that Highway 217 carried traffic volumes that were approaching those on I-5, as illustrated on a handout he provided (included as part of this meeting record). For this reason he felt it was comparable to other projects on the state list and should be added. However, in the interests of regional solidarity he was willing to accept the TPAC language.

Mr. Roy Rogers agreed that Highway 217 is a critical project for the region. He stated his appreciation for the committee's willingness to postpone action at the January meeting in order to have the opportunity to
review in depth the amended language. He noted that the Washington County Coordinating Committee had met and voted to support the TPAC revision.

**ACTION:** Chair Burkholder moved approval of Resolution 06-3658 as amended. The motion **passed**.

**Oregon Transportation Plan Comment Letter**

Mr. Tom Kloster appeared before the committee to present a comment letter on the Oregon Transportation Plan (OTP). The OTP is the state's long-range multimodal transportation plan for Oregon's highways, bicycle and pedestrian facilities, public transportation, airports, pipelines, ports and railroads. The OTP establishes policies, strategies and initiatives for addressing the challenges and opportunities in the next 25 years and guides transportation investment decisions. The plan provides the framework for the state's modal plans as well as MPO, City and County Transportation System Plans. ODOT recently completed a public review draft of the OTP and is seeking comments by March 1st. The current update adds more emphasis in sustainability, economic development and innovative partnerships. Mr. Kloster directed the committee's attention to the draft comment letter, which incorporated suggestions from the TPAC workshop, held on January 10th.

**ACTION:** Mr. Hansen moved, seconded by Mr. Adams to approve the comment letter as presented. The motion **passed**.

**Resolution No. 06-3664, For the Purpose of Amending the 2006-09 Metropolitan Transportation Improvement Program to Include High Priority Project Funding from the Federal Safe, Accountable, Flexible, Efficient Transportation Equity Act (SAFTEA) and The Oregon Immediate Opportunity Fund**

Mr. Leybold appeared before the committee to present Resolution No. 06-3664, which would make available federal transportation project funding to local jurisdictions for specific projects as listed in Exhibit A (included as part of this meeting record). Mr. Leybold noted that each of the projects listed in Exhibit A, were determined to be exempt from conformity determination. A separate resolution for projects requiring an air quality analysis will be presented at a future meeting.

**ACTION:** Mr. Hansen moved, seconded by Mr. Drake to approve Resolution No. 06-3664. The motion **passed**.

**VI. INFORMATION ITEM**

**Bi-State Coordination Committee 2005 Annual Report**

Chair Burkholder noted that the 2005 Bi-State Coordination Committee Annual Report was included in the meeting packet (included as part of this meeting record).

**VIII. ADJOURN**

There being no further business, Chair Rex Burkholder adjourned the meeting at 9:11 a.m.

Respectfully submitted,

Jessica Martin
Recording Secretary
DATE: March 2, 2006

TO: JPACT and Interested Parties

FROM: Ted Leybold: MTIP Program Manager

SUBJECT: 2008-11 Transportation Priorities Policy Update process

At its February 9th meeting, JPACT requested further information and recommendation prior to adoption of the Policy Report for the 2008-11 Metropolitan Transportation Improvement Program. Requested information and recommendation concerned the following issues.

The attached policy document (Exhibit A to Resolution 06-3665) reflects the recommendations already discussed at TPAC and JPACT. Changes from the previous 2006-09 policies are in underline format. No further changes to the document have been recommended as a result of the further investigation on policy issues requested.

1. Refinement of economic development objectives and measures


Recommendation: No changes to current MTIP policies or technical measures at this time. Develop transportation investment strategies to address economic development objectives through outreach to Regional Business Plan, Comprehensive Economic Development Plan participants, other business and freight related interests, and other interested parties as part of the New Look, RTP Update and Regional Freight master plan processes.

Analysis: The Regional Business Plan emphasizes the importance of traded sector businesses, especially within the Portland/Vancouver areas regional industry clusters or high tech, metal/machinery/transportation equipment, apparel and sporting goods,
creative services, food processing, forest products, nursery, distribution and logistics and potentially some emerging clusters. It also promotes the development of the distinctiveness of our region, including our community, the built environment and opportunities to reinforce lifestyle choices popular here.

Freight mobility is one of four initiatives a committee of the plan effort will address in 2006. The committee is charged to take actions steps to address freight mobility, including:

- development of transportation policies and projects that support business needs and the region’s economic development objectives.
- ensuring the transportation funding process includes business-supported and needed investments, including the following criteria:
  - economic return on public investment
  - jobs produced and saved in key traded-sector industries
  - ensuring transportation investments support the region’s multi-modal network, connections to domestic and international markets, and leveraging of private sector investment
  - relationship to the region’s economic development objectives
  - provide more direct connections between industrial land uses and the freight transportation system.

The Comprehensive Economic Development Strategy identifies quality of place/livability and transportation infrastructure as regional strengths and transportation is not identified as a top area for improvement. Action items related to transportation include working with industry clusters to identify needed transportation improvements and to link all modes of transportation when considering improvement projects.

These objectives are addressed by the current program economic development policy objectives and technical evaluation criteria. The current technical evaluation process and criteria that address the economic development policy objective include:

- Quantitative evaluation of the of project location relative to or trips serving industrial areas and mixed-use centers (15 – 20 points),
- A local match incentive (less local match required) for projects located in or near industrial areas or mixed-use centers,
- The inclusion of a freight category for freight mobility projects
- For projects serving industrial areas and inter-modal facilities, a quantitative evaluation of:
  - protection of the industrial area in the vicinity of the project for industrial uses (5 points),
  - whether the projects addresses a congestion barrier to an industrial area (5 points),
  - how the project complements local and regional economic policy objectives and whether the applicant can demonstrate public financial tools and leadership in development of the industrial area, particularly for traded-sector businesses (10 points).
- For projects serving mixed-use areas, a quantitative evaluation of:
  - a jurisdictions progress in creating a mixed-use center (10 points),
- how the project complements local and regional economic policy objectives and whether the applicant can demonstrate public financial tools and leadership in development of the mixed-use area, particularly for traded-sector businesses (10 points).

Further policy work in development of the New Look and Regional Transportation Plan update should progress the work of the regional Comprehensive Economic Development Strategy work, the Regional Business Plan or the recent Cost of Congestion study to develop transportation investment strategies to address the economic development objectives identified in those efforts. Those investment strategies may serve as a basis for further MTIP program policy objectives and technical measures in the next allocation cycle.

2. Potential new policy direction related to state Legislative strategy or regional strategy for new transportation funding initiatives

Charge: Analyze the pipeline of projects that could compete well on a state-wide basis in terms of project readiness should funding become available through state legislative action. If inadequate, inform JPACT as to options for the Transportation Priorities and MTIP program to address project readiness.

Recommendation: No policy changes to address adequate number of projects ready to enter preliminary engineering/final design.

Analysis: The state defines project readiness through progress in completing the Plans, Specifications and Engineering (PS&E) phase. This phase occurs after the environmental analysis (either EIS or EA) and is defined as completion of the documents used to solicit bids from consultant/contractor services. No major highway project in the state has completed this phase at this time. Several projects are progressing through environmental analysis and will be ready to progress into the PSE development phase in the near future. Three projects in the Metro area are funded for the environmental work required to progress to the PS&E work and are scheduled for completion in the next few years: I-5 Columbia River Crossing, Sunrise Corridor and the I-5/99W Connector. Only the Newberg-Dundee Bypass project is clearly ahead of these three Metro area projects in terms of progressing toward the PS&E phase.

Recent MTIP allocations and High Priority Project earmarking has created another pool of funding available for project development work in the near future. These include interchange improvements on I-205 at Highway 213 and Airport Way, intersection improvements at OR 10 (Beaverton-Hillsdale)/Scholls Ferry Road/Oleson Roads and at Farmington/Murray, Cully Boulevard, and others.

The Metro region appears to have a pool of projects that could compete well for any new state funding that may come available. A local jurisdiction or agency may desire further emphasis on additional project development work at this time to position a local project priority for new funding that may come available. The Transportation Priorities process
allows consideration of Planning activities to fund project development work. This facilitates the ability of a local jurisdiction to choose this strategy if it views this approach as their priority.
BEFORE THE METRO COUNCIL

RESOLUTION NO. 06-3665
Introduced by Councilor Rex Burkholder

WHEREAS, the Joint Policy Advisory Committee on Transportation (JPACT) and Metro Council will be awarding regional flexible funds to transportation projects in the region through the Transportation Priorities process; and

WHEREAS these funding awards, as well as all other federal transportation spending in the region, will be programmed in the (MTIP); and

WHEREAS, JPACT and the Metro Council wish to provide policy direction on the objectives of the Transportation Priorities funding process and programming of funds in the MTIP; now therefore

BE IT RESOLVED that the Metro Council hereby adopts the recommendation of JPACT for the policy direction, program objectives, procedures and criteria for the Transportation Priorities 2008-11 allocation process and Metropolitan Transportation Improvement Program as described in Exhibit A attached hereto as to form.

ADOPTED by the Metro Council this _____ day of March, 2006.

David Bragdon, Council President

Approved as to Form:

Daniel B. Cooper, Metro Attorney

Resolution No. 06-3665
Exhibit A of Resolution 06-3665

Transportation Priorities 2008-11 Allocation Process and Metropolitan Transportation Improvement Program Update

Policy Report

March 23, 2006
Regional Transportation Funding and the Transportation Priorities Program

There are several different sources of transportation funding in the region, many of which are dedicated to specific purposes or modes.

Recent data demonstrates that approximately $425 million is spent annually in this region on operation and maintenance of the existing transportation system. While there are unmet needs within operations and maintenance, the relatively small potential impact that regional flexible funds would have on these needs and because there are other potential means to address these needs, JPACT and the Metro Council have adopted policy against using regional flexible funds for these purposes. Exceptions include the Transportation Demand Management (TDM) programs as they have demonstrated a high cost-effectiveness at reducing the need for capital projects, because they lack other sources of public funding to leverage private funding and because they directly benefit priority 2040 land-use areas. A second exception is expenditures on the expansion of transit service. This exception has been limited to situations where the transit provider can demonstrate the ability to fund the increased transit service in the subsequent MTIP funding cycle.

Capital spending in the region for new capital transportation projects outside of regional flexible funding is approximately $180 million per year. This includes funding for state highways, new transit capital projects, port landside facilities and local spending.

Approximately $26 million of regional flexible funds are spent each year in the Metro Area. This funding is summarized in the following Figure 1.

**Figure 1**

**Annual Regional Transportation Spending**

$630 million

Recent acts by the state legislature have provided one-time revenue sources for transportation improvements in the region. This includes $22 million in road capacity projects in OTIA I & II, a portion of the expected $31 million for capacity projects in OTIA III and a portion of OTIA III funds targeted for freight mobility, industrial access and job creation ($100 million statewide). These funds directly supplement the construction of road capacity projects in the region.
Additionally, $34 million in highway capacity and $158 million in highway, bridge and road reconstruction funding programmed to this region for expenditure by 2010. These highway funds will be supplemented by highway projects of statewide significance ($100 million statewide), and match to the Oregon Transportation Commission (OTC)-requested federal earmarks ($200 million statewide) that will be programmed to this region by OTC.

This increase in state revenue dedicated to highway and road capacity, preservation, and bridge repair and reconstruction represents the first major increase in state resources in more than a decade. Prior to this increase, regional flexible funds were used to fund a number of highway capacity projects, such as the I-5/Highway 217 interchange, capacity improvements on Highway 26, the Tacoma Street over crossing of Highway 99E and the Nyberg Road interchange.

**2006-09 Transportation Priorities Allocation Process and Policy Direction**

The 2006-09 Transportation Priorities process began with the adoption of the following program policy direction.

The primary policy objective for MTIP and the allocation of region flexible transportation funds is to:

- Leverage economic development in priority 2040 land-use areas through investment to support:
  - 2040 Tier I and II mixed-use areas (central city, regional centers, town centers, main streets and station communities);
  - 2040 Tier I and II industrial areas (regionally significant industrial areas and industrial areas); and
  - 2040 Tier I and II mixed-use and industrial areas within UGB expansion areas with completed concept plans.

Other policy objectives include:

- Emphasize modes that do not have other sources of dedicated revenues;
- Complete gaps in modal systems;
- Develop a multi-modal transportation system with a strong emphasis on funding: bicycle, boulevard, freight, green street demonstration, pedestrian, regional transportation options, transit oriented development and transit projects and programs; and
- Meet the average annual requirements of the State Implementation Plan for air quality for the provision of pedestrian and bicycle facilities.

These policy objectives are implemented through limits on the number and type of applications allowed from the sub-regional transportation coordinating committees, project eligibility and screening criteria, the Region 2040 match advantage incentive, technical evaluation measures, qualitative issues (including public comments), the factors used to develop the narrowing recommendation, and any additional policy direction received from JPACT and the Metro Council during the narrowing process.

**Sub-Regional Application Limits**

The region has three transportation coordinating committees: Clackamas County, East Multnomah County and Washington County, to coordinate various transportation issues, including the number and type of applications to the Transportation Priorities process. The City of Portland has an internal coordinating process among its transportation, planning, development and parks agencies. Each sub-area may only apply for an amount of regional flexible funds equal
to twice the amount they would receive under a sub-allocation by percentage of regional population. Due to the time and cost involved in preparation, evaluation and selection of projects, this is a means of containing the costs association with this process to those projects of highest priority to the applicants.

Furthermore, each sub-area may only submit road capacity, reconstruction and bridge projects in total project costs of no more than 60% of their target maximum. This ensures a range of CMAQ eligible projects will be eligible from across the region.

Region 2040 Match Advantage

The Region 2040 Match Advantage is summarized as follows:

A. Bridge, Road Capacity, Road Reconstruction, and Transit Projects located within:
   i. Tier I or II 2040 land use areas other than corridors;
   ii. One mile of a Tier I 2040 land use areas if the facility directly serves that area is eligible for up to 89.73% match of regional funds.

B. Freight projects located within:
   i. Tier I or II 2040 industrial areas or inter-modal facility,
   ii. Within 1 mile of a Tier I industrial area or inter-modal facility if the facility directly serves that area or facility is eligible for up to 89.73% match of regional funds.

C. Boulevard, Pedestrian and TOD projects located within:
   i. Tier I or II 2040 land use areas other than corridors is eligible for up to an 89.73% match of regional funds.

D. Planning and Green Street Demonstration projects are eligible for 89.73% match of regional funds.

E. The RTO program is not subject to the Region 2040 match advantage program as it is programmatic in nature and some RTO programs or projects may be eligible for 100% funding from regional flexible fund sources. The RTO Subcommittee may utilize other incentive criteria for emphasizing projects and programs in Region 2040 priority land use areas.

F. All other projects would be eligible for up to a 70% match of regional funds.

Project Eligibility and Screening Criteria

Following are the project eligibility and screening criteria.

Eligibility Criteria for All Projects

To be eligible for funding, a project must be a part of the 2004 Regional Transportation Plan’s financially constrained system project list. A jurisdiction may apply for a project not currently in the financially constrained project list under the following conditions:
   - Jurisdiction assumes risk in requesting approval of amendment to the RTP financially constrained system;
- Jurisdiction identifies a project of similar costs (within 10%) currently in the 2004 RTP financially constrained system that it may request be removed to maintain financial constraint; and
- The project is likely to be determined exempt from air quality impacts based on federal guidance.

**Screening Criteria for All Projects**

- Highway, road and boulevard projects must be consistent with regional street design guidelines.
- Project designs must be consistent with the Functional Classification System of the 2004 RTP.
- No funding for on-going operations or maintenance, except for the RTO program and start-up transit operations that demonstrate capacity for future operation funds to replace regional flexible funds by the next MTIP funding cycle.
- Applicant jurisdiction must be in compliance with the Metro Urban Growth Management Functional Plan or has received an extension to complete compliance planning activities. If the applicant jurisdiction is not in compliance work has not received an extension, it must provide documentation of good faith effort in making progress toward accomplishment of its compliance work program. The work program documentation must be approved by the governing body of the applicant jurisdiction at a meeting open to the public and submitted to Metro prior to the released of the draft technical evaluation of project applications by Metro staff.
- Project must meet Metro’s requirements for public involvement and have received support of the governing body at a public meeting as a local priority for regional flexible funding. Adoption of a resolution at a public meeting would qualify as receiving support of the governing body. Documentation of such support would need to be provided prior to release of a technical evaluation of any project.
- Statement that project is deliverable within funding time frame and brief summary of anticipated project development schedule.
- Intelligent Transportation System (ITS) elements of a project be included in a relevant plan and is consistent, or can be incorporated into, the regional ITS architecture.

**Technical Evaluation Measures**

Projects are quantitatively evaluated within one of 12 modal categories (planning applications are not quantitatively evaluated). Measures are developed to address the program policy objectives and are generally categorized into project effectiveness (25 points), 2040 land use objectives (40 points), safety (20 points) and cost-effectiveness (15 points). Bonus points are sometimes available to address additional goals such as inclusion of Green Street project elements. The Green Street category, as a demonstration category, does not follow the point allocation distribution described above but rather the point system emphasizes inclusion of Green Street design elements.

Evaluation measures are refined each funding cycle to better address program policy objectives.
Qualitative Criteria

The use of qualitative criteria was limited as a means for technical staff to recommend elevating a project to receive funding over other higher technically ranked projects within their same project categories.

Qualitative Criteria

• Minimum logical project phase
• Linked to another high priority project
• Over-match
• Past regional commitment*
• Includes significant multi-modal benefits
• Affordable housing connection
• Assists the recovery of endangered fish species
• Other factors not reflected by technical criteria

Any project could receive a recommendation from Metro staff or TPAC for funding based on these qualitative criteria only if it is technically ranked no more than 10 technical points lower than the highest technically ranked project not to receive funding in the same project category (e.g., a project with a technical score of 75 could receive funding based on qualitative criteria if the highest technically ranked project in the same project category that did not receive funding had a technical score of 85 or lower).

* Previous funding of Preliminary Engineering (PE) does constitute a past regional commitment to a project and should be listed as a consideration for funding. Projects are typically allocated funding for PE because they are promising projects for future funding. However, funding of PE or other project development work does not guarantee a future financial commitment for construction of these projects.

Factors Used to Develop Narrowing Recommendations

In developing both the first cut and final cut narrowing recommendations, Metro technical staff will consider the following information and policies:

• Honoring previous funding commitments made by JPACT and the Metro Council.
• Program policy direction relating to:
  - Economic development in priority land use areas;
  - Modal emphasis on bicycle, boulevard, green streets demonstration, freight, pedestrian, RTO, TOD and transit;
  - Addressing system gaps;
  - Emphasis on modes without other dedicated sources of revenue; and
  - Meeting SIP air quality requirements for miles of bike and pedestrian projects.
• Funding projects throughout the region.
• Technical rankings and qualitative factors:
  - The top-ranked projects at clear break points in technical scoring in the bicycle, boulevard, freight, green streets, pedestrian, regional travel options, transit and TOD categories (with limited consideration of qualitative issues and public comments).
  - Projects in the road capacity, reconstruction or bridge categories when the project competes well within its modal category for 2040 land use technical score and overall technical score, and the project best addresses (relative to competing candidate projects) one or more of the following criteria:
• Project leverages traded-sector development in Tier I or II mixed-use and industrial areas;
• Funds are needed for project development and/or match to leverage large sources of discretionary funding from other sources;
• The project provides new bike, pedestrian, transit or green street elements that would not otherwise be constructed without regional flexible funding (new elements that do not currently exist or elements beyond minimum design standards).
- **Recommend additional funding for existing projects when the project scores well and documents legitimate cost increases relative to unanticipated factors.** It is expected, however, that projects will be managed to budget. Only in the most extraordinary of circumstances will additional monies to cover these costs be granted.

• When considering nomination of applications to fund project development or match costs, address the following:
  - Strong potential to leverage discretionary (competitive) revenues.
  - Partnering agencies illustrate a financial strategy (not a commitment) to complete construction that does not rely on large, future allocations from Transportation Priorities funding.
  - Partnering agencies demonstrate how dedicated road or bridge revenues are used within their agencies on competing road or bridge priorities.
• As a means of further emphasis on implementation of Green Street principles, staff may propose conditional approval of project funding to further review of the feasibility of including green street elements.
STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 06-3665, FOR THE PURPOSE OF ADOPTING THE POLICY DIRECTION, PROGRAM OBJECTIVES, PROCEDURES AND CRITERIA FOR THE TRANSPORTATION PRIORITIES 2008-11 ALLOCATION PROCESS AND METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM (MTIP)

Date: March 23, 2006
Prepared by: Ted Leybold

BACKGROUND

This resolution would approve a report outlining the policy direction, program objectives, and procedures that will be used during the Transportation Priorities 2008-11 Allocation Process and MTIP update to nominate, evaluate, and select projects to receive federal transportation funds in the fiscal year 2010-11 biennium.

The Metro Council and the Chief Operating Officer are preparing a request to local jurisdictions to submit projects to Metro for evaluation and award of regional flexible transportation funding. Regional flexible transportation funds are those portion of federal funds accounted for in the MTIP that are allocated through the JPACT/Metro Council decision-making process. This process is referred to as the Transportation Priorities 2006-09 allocation.

Metro and ODOT update the MTIP/STIP every two years to schedule funding for the following four-year period. The Transportation Priorities 2008-11 allocation encompasses the four-year period of federal fiscal years 2008 through 2011. This update will therefore adjust, as necessary, funds already allocated to projects in fiscal years 2008 and 2009 in the current approved MTIP. It will also allocate funds to new projects in the last two years (2010 and 2011) of the new MTIP.

The regional flexible funds available in the Transportation Priorities 2008-11 allocation is composed of two types of federal transportation assistance, which come with differing restrictions. The most flexible funds are surface transportation program (STP) funds that may be used for virtually any transportation purpose, identified in the Financially Constrained RTP, short of building local residential streets.

The second category of money is Congestion Mitigation/Air Quality (CMAQ) funds. CMAQ funds cannot be used to build new lanes for automobile travel. Also, projects that use CMAQ funds must demonstrate that some improvement of air quality will result from building or operating the project.

ANALYSIS/INFORMATION

1. **Known Opposition** None known at this time.

2. **Legal Antecedents** Updates the 2006-09 Transportation Priorities and MTIP policy report, adopted by Metro Council Resolution 04-3431 on March 18, 2004 (FOR THE PURPOSE OF ADOPTING THE POLICY DIRECTION, PROGRAM OBJECTIVES, PROCEDURES AND CRITERIA FOR THE TRANSPORTATION PRIORITIES 2006-09 ALLOCATION PROCESS AND METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM (MTIP)).
3. **Anticipated Effects** Adoption of this resolution will provide the policy direction, program objectives, and procedures that will be used during the Transportation Priorities 2008-11 Allocation Process and MTIP update to nominate, evaluate, and select projects to receive federal transportation funds in the fiscal year 2010-11 biennium as described in Exhibit A of Resolution 06-3665.

4. **Budget Impacts** None.

**RECOMMENDED ACTION**

Metro staff recommends the approval of Resolution No. 06-3665.
DATE: March 1, 2006

TO: JPACT and Interested Parties

FROM: Kim Ellis, Senior Transportation Planner

SUBJECT: 2035 RTP Update

Background
Metro is the regional government responsible for regional land use and transportation planning under state law and the federally designated metropolitan planning organization (MPO) for the Portland metropolitan area. Metro coordinates with the Southwest Washington Regional Transportation Council, the federally designated MPO for the Clark County portion of the metropolitan region.

The Metro Council initiated an update to the regional transportation plan last September with approval of Resolution #05-3610A. The update is anticipated to be complete by November 2007 to allow adequate time to complete air quality conformity analysis and federal consultation before the current plan expires on March 8, 2008.

2035 RTP Update Work Program and Public Participation Plan Development
The 2035 RTP update represents the first significant update to the plan in six years. The process will build on new information learned from the Cost of Congestion Study and New Look work program and public opinion research. The process will also address new federal, state and regional planning requirements, including SAFETEA-LU legislation, recent Transportation Planning Rule amendments and new policy direction from the New Look planning process.

A goal of this planning effort is a more streamlined plan that better advances regional policies, public priorities and local efforts to implement the 2040 Growth Concept. To this end, the Council has directed the planning process to incorporate a new “outcomes-based” approach that more effectively responds to the issues with which the region is currently faced and prioritizes transportation investments to best deliver desired outcomes.

The resolution also authorized the use of consultant services to develop a work plan and public participation plan to guide the 2035 RTP update. Last month, Metro selected a
consultant team to assist with this effort. The team is led by Terry Moore of ECONorthwest, and includes staff from Moore Iacofano Goltsman (MIG) and Kittelson and Associates as well as Steve Siegel and Bob Moore.

**Purpose of March 9 JPACT Discussion**

The first phase of the update will be a formal scoping period to develop a detailed work plan and public participation plan to guide the update process. The consultant team will facilitate a series of focused policy-level discussions with the Metro Council and JPACT to kick-off the scoping phase to begin building agreement on the overall approach for the RTP update prior to engaging other key stakeholders in the process.

The March 9 meeting provides an opportunity for JPACT to collaboratively engage in a facilitated discussion of:

- the issues the region currently faces and the need to approach this update differently than previous updates;
- principles and parameters for updating the RTP process; and
- the respective roles of Metro Council and JPACT in the process.

A primary goal of the March 9 meeting is to begin developing a common understanding of the issues facing this RTP update and collectively identifying principles and parameters for moving forward. This discussion will inform next steps in development of the work program and engagement process as we move forward with the scoping phase as well as implementation of the work program.

Please contact me if you have questions by e-mail at ellisk@metro.dst.or.us or by phone at (503) 797-1617.
Materials following this page were distributed at the meeting.
ConnectOregon Project Review Process

March 20 – mid May

Nine review committees do their work

Facilitator interviews take place with Consensus Committee members

First Consensus Committee mid May

Second Consensus Committee early June

March 20 April May June July

OTC Public Hearing June 29 Boardman

OTC Project Selection July 19
<table>
<thead>
<tr>
<th>APPLICATION #</th>
<th>APPLICANT</th>
<th>PROJECT NAME</th>
<th>REGION</th>
<th>MODE (Air Freight &amp; Business Av / Air Passenger / Marine / Rail Freight / Rail Passenger / Transit)</th>
<th>Total Connect Oregon Funds Requested</th>
<th>CO GRANT Funds Requested</th>
<th>CO LOAN Funds Requested</th>
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<td>059-06</td>
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<td>Portland and Western RR</td>
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<td>Ramsey Rail Yard Improvements, Rivergate Industrial Dist.</td>
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<td>Hood River County Transportation District Multimodal Transportation Facility</td>
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<td>City of Sandy</td>
<td>City of Sandy Transit Operation Facility</td>
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<td>065-06</td>
<td>City of Oregon City</td>
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<td>071-06</td>
<td>Gresham Redevel. Comn. / Tri-Met</td>
<td>188th St. Light Rail Station Reconstruction (188th St./Burnside Rd, Gresham)</td>
<td>1</td>
<td>Transit $ 2,181,500</td>
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**REGION 1 TOTALS**: 20 Applications $ 48,822,751 $ 46,181,751 $ 2,641,000
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<tr>
<th>APPLICATION NO.</th>
<th>Applicant</th>
<th>Project Name</th>
<th>Region</th>
<th>Mode (Air Freight &amp; Business Av / Air Passenger / Marine / Rail Freight / Rail Passenger / Transit)</th>
<th>Total Con nic Oreg on Funds Requested</th>
<th>CO GRANT Funds Requested</th>
<th>CO LOAN Funds Requested</th>
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<tr>
<td>034-06</td>
<td>City of Creswell</td>
<td>Creswell Airport Fire Suppression Project</td>
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<td>Air Freight &amp; Business Av</td>
<td>$612,800</td>
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<td>041-06</td>
<td>City of Newport</td>
<td>Newport Municipal Airport Hangar Development</td>
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<td>Air Freight &amp; Business Av</td>
<td>$520,000</td>
<td>$520,000</td>
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<td>044-06</td>
<td>City of Eugene-Eugene Airport</td>
<td>Air Cargo Facilities Improvements</td>
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<td>$4,103,461</td>
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<td>062-06</td>
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<td>047-06</td>
<td>City of Astoria/ City of Newport</td>
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<td>048-06</td>
<td>Port of Stilwell</td>
<td>Transient Dock Project (Maple St. Landing) Florence</td>
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<td>Marine</td>
<td>$344,000</td>
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<td>094-06</td>
<td>Port of Toledo</td>
<td>Toledo Intermodal and Industrial Center</td>
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<td>Marine / Rail Freight</td>
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<td>017-08</td>
<td>City of Lebanon / Albany &amp; Eastern RR</td>
<td>Lebanon Railroad Facility</td>
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<td>053-09</td>
<td>Willamette Valley Railroad Company</td>
<td>Upgrade Track between Staley and Woodburn to Class 1</td>
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<td>Rail Freight</td>
<td>$2,342,880</td>
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<td>060-09</td>
<td>Albany &amp; Eastern Railroad</td>
<td>Mill City Railroad Bridge Project</td>
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<td>061-08</td>
<td>Albany &amp; Eastern Railroad</td>
<td>RR Tote Project - Mill City</td>
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<td>Rail Freight</td>
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<td>070-06</td>
<td>Confederated Tribes of Siletz Indians (CTSI)</td>
<td>CTSI Toledo Mill Site Rail Siding Restoration</td>
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<td>$231,840</td>
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<td>077-09</td>
<td>Willamette &amp; Pacific Railroad</td>
<td>Willamina Branch 268K pound Rail Upgrade Project</td>
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<td>Rail Freight</td>
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<td>056-06</td>
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<td>065-09</td>
<td>Union Pacific Railroad</td>
<td>Eugene New thru Running Track/Pasenger Layover Track</td>
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<td>069-09</td>
<td>Union Pacific Railroad</td>
<td>Install Centralized Traffic Control (Albany-Salem)</td>
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<td>Rail Freight / Rail Passenger</td>
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<td>031-06</td>
<td>City of Eugene</td>
<td>Eugene Depot Passenger/Transit Access Improvements</td>
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<td>009-08</td>
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<td>Tillamook Transit &amp; Visitors Center</td>
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<td>045-08</td>
<td>Lane Transit District / City of Springfield</td>
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<td>City of Albany</td>
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<td>072-08</td>
<td>Salem-Kelso Transit - App 1</td>
<td>Kelzer Transit Station</td>
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<td>073-08</td>
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<td>Construct South Salem Transit Station (Madrona/Commercial)</td>
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**REGION 2 TOTALS:** 24 Applications

Total: $52,226,829

CO GRANT Funds Requested: $52,140,829

CO LOAN Funds Requested: $86,000
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<th>APPLICANT</th>
<th>PROJECT NAME</th>
<th>REGION</th>
<th>MODE (Air Freight &amp; Business Av/ Air Passenger / Marine / Rail Freight / Rail Passenger / Transit)</th>
<th>Total Connect Oregon Funds Requested</th>
<th>CO GRANT Funds Requested</th>
<th>CO LOAN Funds Requested</th>
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<td>022-06</td>
<td>Coos County Airport District</td>
<td>Runway, Apron and Air Freight Facility</td>
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<td>Air Freight &amp; Business Av</td>
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<td>Gold Beach Municipal Airport AWOS/ADOS</td>
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<td>091-06</td>
<td>David Patterson</td>
<td>Two buildings for small air freight providers</td>
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<td>Rogue Valley International - Medford Airport</td>
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<td>Port of Bandon</td>
<td>Marine-Air Transportation Upgrades, Commercial Boat Basin</td>
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<td>Port of Gold Beach</td>
<td>Gold Beach Marine Transportation Improvement</td>
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<td>Oregon International Port of Coos Bay</td>
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<td>Port of Port Orford</td>
<td>Port Orford Marine Transportation Improvement Project</td>
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<td>Oregon International Port of Coos Bay</td>
<td>Phase II Coos Bay Railroad Bridge Long-Term Rehab</td>
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<td>Murphy Company</td>
<td>Install New Switch and Railroad Spur, Sutherlin</td>
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<td>Medford Urban Renewal-Rogue Valley Transit District (RVT)</td>
<td>Medford Intermodal Transit Center (MITH)</td>
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<td><strong>REGION 3 TOTALS</strong></td>
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<td>Total Connect Oregon Funds Requested</td>
<td>CO GRANT Funds Requested</td>
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<td>026-06</td>
<td>City of Klamath Falls</td>
<td>Airport Business Park-Located at intersection of Airport Way and Arnold Avenue</td>
<td>4</td>
<td>Air Freight &amp; Business Av $4,500,000 $4,500,000</td>
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<td>City of Klamath Falls</td>
<td>East Side Industrial Planning</td>
<td>4</td>
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<td>City of Klamath Falls</td>
<td>General Aviation Development - Phase 1</td>
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<td>City of Klamath Falls</td>
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<td>City of Klamath Falls</td>
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<td>058-06</td>
<td>Professional Air Partners</td>
<td>Bend Airport Expansion and Industrial Development Project</td>
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<td>104-06</td>
<td>Prineville City-County Airport Commission</td>
<td>Airport Terminal Building</td>
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<td>Air Freight &amp; Business Av $561,300</td>
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<td>037-06</td>
<td>City of Bend</td>
<td>Relocate/Construct Runway 16/34</td>
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<td>City of Redmond</td>
<td>Roberts Field - Redmond Municipal Airport Terminal Expansion</td>
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<td>Port of Arlington</td>
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<td>Interfor Pacific Inc</td>
<td>KNOR Heavy Rail Infrastructure Upgrade, Gilchrist, OR</td>
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<td>Tidewater Transloading LLC</td>
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<td>Walco Companies, Inc. - App 1</td>
<td>Condon Line Maintenance</td>
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<td>Rail Freight $256,320</td>
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<td>Columbia Plateau Growers, Inc.</td>
<td>Shutter Industrial Park Rail Freight Siding Project</td>
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<td>097-06</td>
<td>Klamath County</td>
<td>Chetum Train Station Welcome Center</td>
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<td>036-06</td>
<td>City of Bend</td>
<td>City of Bend Public Transit Operations and Maintenance Center</td>
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**REGION 4 TOTALS**

<p>| 17 Applications | $44,174,810 | $32,274,810 | $11,900,000 |</p>
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<th>APPLICATION #</th>
<th>APPLICANT</th>
<th>PROJECT NAME</th>
<th>REGION</th>
<th>MODE (Air Freight &amp; Business Av / Air Passenger / Marine / Rail / Freight / Rail Passenger / Transit)</th>
<th>Total Connect Oregon Funds Requested</th>
<th>CO GRANT Funds Requested</th>
<th>CO LOAN Funds Requested</th>
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<tr>
<td>06-04</td>
<td>City of Ontario</td>
<td>Ontario Municipal Airport Runway Extension</td>
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<td>Air Freight &amp; Business Av $1,040,000</td>
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<td>06-05</td>
<td>City of Enterprise</td>
<td>Enterprise Municipal Airport AWOS</td>
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<td>Grant County-Grant Co, Regional Airport</td>
<td>Runway Extensions to 9/27 and 17/35</td>
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<td>Air Freight &amp; Business Av $1,675,368</td>
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<td>City of Vale-Miller Memorial Airport</td>
<td>Paveway Runways 18-36 and 10-28</td>
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<td>Air Freight &amp; Business Av $1,000,000</td>
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<tr>
<td>051-06</td>
<td>City of Baker City</td>
<td>Airport Improvements (New Hangars, Transport Access, and Lighting)</td>
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<td>Air Freight &amp; Business Av $860,000</td>
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<td>099-09</td>
<td>Port of Morrow</td>
<td>Port of Morrow Industrial Park - Boardman Airport Improvements</td>
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<td>001-08</td>
<td>Morrow County Public Works</td>
<td>Lexington Airport Fuel &amp; Terminal</td>
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<td>012-05</td>
<td>Grant County-Grant Co. Regional Airport</td>
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<td>Sky Highway Inc.</td>
<td>Air Charter Service in La Grande, Union County</td>
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<td>Port of Morrow</td>
<td>Terminal 3 Intermodal Marine Transportation Improvements</td>
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<td>057-07</td>
<td>Port of Umatilla</td>
<td>Port of Umatilla Uplift Distribution Center</td>
<td>5</td>
<td>Marine / Rail Freight $5,010,200</td>
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<td>084-06</td>
<td>Port of Morrow</td>
<td>East Beach Multi-Modal Freight Transload Facility</td>
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<td>Marine / Rail Freight $4,060,000</td>
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<td>Northwest Container Services</td>
<td>NWCS Intermodal Truck-Rail Facility, Boardman, Oregon</td>
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<td>033-06</td>
<td>Treasure Valley Renewable Resources, LLC</td>
<td>Construct Bushel Grain Storage and Loading/Unloading Rail and Truck Facility</td>
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<td>050-06</td>
<td>Union County Economic Development</td>
<td>Alice Le-Intermodal Transportation Project (Acquire Land, Rail Spur &amp; Grain Storage Facility)</td>
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<td>067-08</td>
<td>Union Pacific Railroad</td>
<td>Improvements to Hinkley Yard</td>
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<td>Wasco Companies, Inc. - App 2</td>
<td>Rehab Million-Freewater Railway Line</td>
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<td>Oregon Eastern RR</td>
<td>T.V.R.R. Mainline Siding - Treasure Valley Renewable Resource Plant</td>
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<td>083-06</td>
<td>Port of Morrow</td>
<td>Rail Improvements to Strategic Industrial Site</td>
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<td>City of Baker City</td>
<td>Elkhorn View Industrial Park Rail Spur</td>
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<td>010-06</td>
<td>Wallowa Union Railroad Authority</td>
<td>Eagle Cap Excursion Passenger Equipment Replacement</td>
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<td>Sumpter Valley Railroad Restoration, Inc.</td>
<td>Hudspeth Lane - Road Crossing Project</td>
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<td>City of Pendleton</td>
<td>Multi-State Mass Transit Training Facility</td>
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<td>EOU Multimodal Transit Portal</td>
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<td>Community Connection of Northwest Oregon</td>
<td>Multimodal Transit Consolidation &amp; Improvement Project</td>
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**REGION 5 TOTALS**

25 Applications

$48,947,168 $48,947,168
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<td>Regional Maritime Security Coalition</td>
<td>Integrated Intermodal Safety, Security &amp; Efficiency</td>
<td>1, 2, 4, 5</td>
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<td>Cogent Corporation International</td>
<td>Enhancement Project, Columbia River</td>
<td>1, 2, 3, 4, 5</td>
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<td>Central Oregon &amp; Pacific Railroad, Inc.</td>
<td>Enhance G.A. Aviation</td>
<td>2, 3</td>
<td>Rail Freight</td>
<td>$ 7,533,683</td>
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<td>049-06</td>
<td>Sensis Corporation</td>
<td>ADS-B Ground-Based Transceivers (Automatic Dependent Surveillance-Broadcast for traffic and weather info)</td>
<td>3, 4, 5</td>
<td>Air Freight &amp; Business Av</td>
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