

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF DEFINING A)	
STUDY PROCESS AND SCHEDULE FOR)	Resolution No. 79-40
ESTABLISHING PRIORITIES FOR)	At the Request of
THE MSD REGIONAL RESERVE)	Rick Gustafson

WHEREAS, The CRAG Board of Directors in Resolution BD 781213, established a MSD Regional Reserve Account, a \$20 million reserve of federal Interstate Transfer funds (as of September 30, 1978) to fund regional transit and highway improvement projects outside of the City of Portland; and

WHEREAS, As a condition for projects to be funded from this MSD Regional Reserve, the regional Transportation Systems Planning Program in cooperation with local jurisdictions and implementation agencies is to prepare a "systems analysis" for all projects; and

WHEREAS, Procedures are required to assure that critical regional transportation needs which qualify for those funds are identified, evaluated and approved for use of these funds; and

WHEREAS, MSD staff has worked with local jurisdictions to identify a study process and schedule for establishing priorities for the MSD Regional Reserve; now, therefore,

BE IT RESOLVED, The MSD Council hereby establishes the procedures and schedule outlined in Staff Report #42 Revised April 3, 1979 (see Attachment A):

1. To identify the region's high priority problem areas.


2. To determine the severity of the high priority problems, to determine their underlying causes, and to formulate a set of improvement objectives which if realized will result in the solving of these problems.

3. To assess candidate projects submitted by local jurisdictions and implementing agencies for the MSD Regional Reserve in terms of how well they solve the high priority problems, the degree to which they meet the objectives, and the general impact the project has on the overall transportation system.

4. To develop recommendations for the most cost-effective projects for funding from the MSD Regional Reserve.

5. The MSD Council directs its staff to take all steps necessary to ensure that the purpose of this resolution is carried out.

ADOPTED By the Council of the Metropolitan Service District this 26th day of April, 1979.



Presiding Officer

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Staff Report No. 42

STUDY PROCESS AND SCHEDULE FOR ESTABLISHING
PRIORITIES FOR THE MSD REGIONAL RESERVE

Metropolitan Service District

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BACKGROUND

This staff paper proposes a process for allocating the \$20 million MSD reserve fund. In December, 1978, the CRAG Board of Directors re-allocated the \$77 million Oregon City Transitway Reserve which had been established from the Mt. Hood Freeway withdrawal funds. This re-allocation included the establishment of a \$20 million reserve account to be allocated by the MSD Council for various regional highway and transit projects outside the City of Portland.

The establishment of the MSD reserve is, however, contingent on the official approval of the I-505 withdrawal by the U.S. Department of Transportation anticipated in October, 1979.

The CRAG Board also established that for each project to be funded with Interstate Transfer funds which is not yet in preliminary engineering, the regional Transportation Systems Planning Program in cooperation with local jurisdictions and implementation agencies will:

1. Describe the objectives to be met by the project.
2. Assess the degree to which the projects meet these objectives.
3. Generally evaluate the impacts of the project on the overall regional transportation system.

GOALS AND OBJECTIVES OF THE STUDY

The primary focus of funding decisions should be on solving problems, both existing and future. Transportation problems and deficiencies in the region are critical and will continue to worsen in many areas in the future. Because problems associated with the transportation system cross jurisdictional boundaries, a sound technical process applied on a regional scale is needed to identify and to prioritize problem areas which would be addressed with federal funds. The technical process will help provide a basis for sound decisions identifying the most cost-effective projects.

The goals and objectives of the study process are as follows:

GOAL: TO DEFINE A STUDY PROCESS WHICH IS ANALYTICALLY SOUND AND ABLE TO BUILD BROAD CONSENSUS AMONG LOCAL JURISDICTIONS AND IMPLEMENTING AGENCIES IN DEFINING HIGH PRIORITY PROBLEMS AND IDENTIFYING THEIR MOST EFFECTIVE SOLUTION.

STUDY OBJECTIVES:

1. To identify the region's high priority problem areas.
2. To determine the severity of the high priority problems, to determine their underlying causes, and to formulate a set of improvement objectives which if realized will result in the solving of these problems.

3. To assess candidate projects submitted by local jurisdictions and implementing agencies for the MSD Regional Reserve in terms of how well they solve the high priority problems, the degree to which they meet the objectives, and the general impact the project has on the overall transportation system.
4. To recommend the most cost-effective projects for funding from the MSD Regional Reserve.

Basically the process emphasizes the identification of priority problems, the setting of improvement objectives, submittal of projects by local jurisdictions and implementing agencies, and an evaluation of the projects in solving the problems and meeting the objectives. The process will be the basis for staff recommendations to the MSD Council regarding the allocation of the Regional Reserve to jurisdictions competing for the limited funds.

The proposed study process is a variation on similar previously successful studies which have been carried out by MSD staff. The process is analytically sound, able to build broad consensus among a number of local jurisdictions, and can combine a number of evaluation procedures (including sophisticated transportation demand forecasting tools) in an understandable and meaningful way.

In this era of scarce shrinking financial resources there is often heated competition among local jurisdictions for transportation funds. It can be expected that intense competition for the MSD regional reserve will develop among local jurisdictions. The process provides a framework for determining the severity of existing transportation problems and assessing the effectiveness various proposed projects would have in correcting the problems. The framework is analytically sound, thus responding to both FHWA and ODOT concerns that new transportation projects which are incorporated into the TIP adequately address the implications of the proposed improvement on the Federal Aid Highway System. ODOT will not process new projects without an analysis by MSD on how the overall regional transportation system is impacted.

Finally, the framework is not too cumbersome to preclude local jurisdictional interest and is comprehensive enough to incorporate trade-offs between a number of different problem situations.

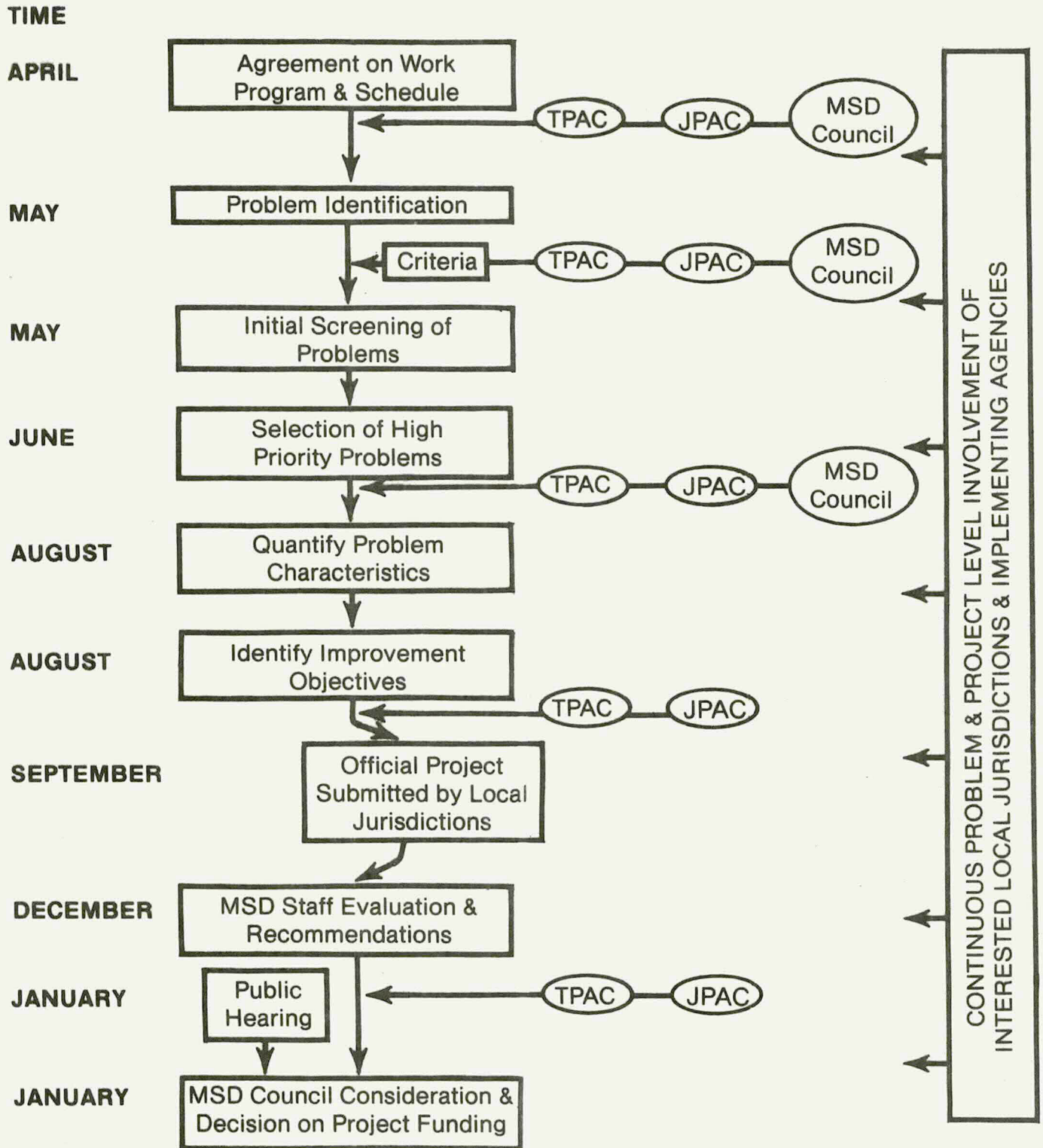
The emphasis throughout the study will be on agency coordination and the identification and solution of transportation problems which cross jurisdictional boundaries.

PROPOSED SCHEDULE

The proposed schedule for the study process is identified in Figure 1. A ten-month study process is proposed. Previous MSD staff experience indicates that this amount of time is necessary to achieve an adequate analysis and to build jurisdictional consensus on regional projects.

Figure 1

PROPOSED PLANNING PROCESS FOR ALLOCATING THE MSD REGIONAL RESERVE



TPAC—Transportation Policy Alternatives Committee
JPAC—Joint Policy Advisory Committee

The schedule also takes advantage of the fact that the MSD Reserve is contingent on official US DOT approval of the I-505 withdrawal. This approval will not take place until October of this year.

It is anticipated that local jurisdictions and implementing agencies will be officially requested to submit projects in September, 1979, with MSD staff recommendations going to the MSD Council in December.

DETAILS OF THE PROPOSED STUDY PROCESS

Figure 1 indicates the primary work activities of the proposed process, interaction with the MSD Council, the Transportation Policy Alternatives Committee (TPAC, formerly TTAC), the Joint Policy Advisory Committee (JPAC - This is a joint committee between the MSD Council Transportation Committee and a subcommittee of the Local Officials Advisory Committee composed of representatives from ODOT, Tri-Met and local governments (elected officials)). The basic staff work would be undertaken by MSD staff with strong support from ODOT, Tri-Met and local jurisdictional staff.

In brief, the process entails the following work activities:

1. Problem Identification

Working closely with local jurisdictions, ODOT and Tri-Met, the MSD staff will assemble an extensive list of problem areas. Both existing and future year problems will be identified in this phase. These problems will be analyzed to determine their relationships with adjoining problems so that broader arterial and regional corridor problem areas can be specified. Much of these data have already been undertaken by the transportation systems planning program and local jurisdictions. Therefore, this phase primarily involves efforts to summarize data and to insure adequate coordination.

During this phase, MSD staff will identify and propose a set of evaluation criteria and performance measures. The criteria will be used to analyze problem areas and later to evaluate the effectiveness of project submittals. The criteria will be subject to review and approval by TPAC, JPAC and the MSD Council.

2. Initial Screening of Problems

The total list of problem areas will be screened in order to establish a list of high priority regional candidate problems for detailed study.

The purpose of the initial screening will be to establish a representative cross section of priority transportation problems for analysis; to balance the number of transportation problems analyzed with the available resources; and to eliminate from consideration marginal or purely local transportation problems.

Major constraints associated with problem areas will also be considered during this phase.

Criteria for screening the problems should deal with concerns relating to problem scale, jurisdictional distribution, problem severity, regional significance and local jurisdictional interest.

3. Select High Priority Problems

MSD staff recommendations of high priority problems will be reviewed by both local jurisdictions, TPAC, the JPAC and the MSD Council.

4. Quantify Problem Characteristics

In this phase, baseline data will be assembled and summarized about problem characteristics in terms of criteria as a basis for formulating improvement objectives and for evaluating the anticipated effectiveness of alternative projects. Again much of those data are already collected. Therefore, the primary task will be to organize and summarize the information.

Each problem will be analyzed in depth and two questions will be answered: (1) What is the severity of the problem? and (2) What is its cause?

Criteria previously developed will be used to assess the severity of the problem measured across a broad range of issues, and the origin-destination patterns of travelers making up the problem will be analyzed in order to understand the reason for the problem.

5. Identify Improvement Objectives

Next, improvement objectives will be formulated for each problem area. Objectives in the process are extremely important as they serve as a reference point for identifying a complete range of project alternatives and provide a basis for later judging the merits of competing projects. The problem area objectives will be formulated to solve the problems identified in the previous phase.

Improvement objectives are necessary in order to understand what function facilities should serve. Definition of the major movements a facility is expected to serve and the improving of a facility so that it can serve those movements is necessary in order to define the most effective transportation solution.

6. Official Project Submittal

In September, it is expected that local jurisdictions and implementing agencies will be requested to officially submit candidate projects for consideration by the MSD Council. Included with these submittals will be assurances of local match monies.

It is anticipated that for some problem areas both long-range and short-range transportation alternatives can be identified.

7. MSD Staff Evaluation and Recommendations

The purpose of this phase of the process is to evaluate and determine whether each project submitted addresses the problems identified and meets the improvement objectives. Additionally, an analysis of the cost-effectiveness of the scope of each project and an assessment of the consistency of a proposed project with the rest of the transportation system will also be undertaken.

In the event that project requests exceed available funding, an evaluation will then be undertaken between different problem areas. MSD staff recommendations will be made in December and will be reviewed by TPAC and the JPAC before they are submitted to the MSD Council.

8. MSD Council Consideration of Project Funding

The MSD Council will then consider the candidate projects submitted by local jurisdictions and implementing agencies.

REVIEW BY LOCAL JURISDICTIONS

On March 16, 1979, both elected officials and planning/public works department staff were invited to a meeting at MSD offices to discuss the proposed study process.

Appendix A contains a summary of the March 16 meeting and a summary of MSD staff responses to concerns and issues raised by local jurisdictions.

All concerns raised by local jurisdictions at the meeting have either been responded to or incorporated into the study process.

APPENDIX A

SUMMARY OF MSD STAFF RESPONSES TO ISSUES RAISED
AT THE MARCH 16 MEETING WITH LOCAL JURISDICTIONS

Rick Gustafson began the meeting by making some introductory remarks. He indicated that in April the allocation process would go before the MSD Council. The purpose of today's meeting was to receive remarks of local jurisdictions prior to the submittal of the process before the Council.

Bill Ockert presented some background information for the participants at the meeting. He indicated that in December a CRAG Board action allocated \$20 million of the Mt. Hood Reserve funds to regional highway and transit projects. These funds would become available with the official approval of withdrawal of I-505 by the Urban Mass Transportation Administration (UMTA) in October, 1979. He also indicated the \$20 million funds would escalate accordingly. He also indicated that the primary concern of the effort would be on regional highway and transit projects located outside the City of Portland. He further indicated that there were several underlying requirements for the level of analysis required for funding. These included (1) a description of the objectives of the project, (2) an assessment of the effectiveness of projects in meeting these objectives, and (3) an evaluation of the systems impacts. He also reviewed both study goals and study objectives of the MSD staff study proposal.

Gary Spanovich presented a review of the study process. This review included both the specification of the activities, timing and interaction with local jurisdictions during each phase of the process. The study process is documented in MSD Transportation Staff Report #42 and this was passed out to the participants.

ISSUES RAISED

Issues and concerns raised during the March 16 meeting are as follows:

1. Bebe Rucker: Bebe raised the concern over the lack of a plan from which to formally assess the systems impacts a project could have.

MSD Staff Response: Bill Ockert indicated that by December a draft of the regional plan would have been prepared and that presently the Interim Transportation Plan was in effect.

2. Doug Wentworth: Doug raised the concern over which agency would be considered the originator of a transit related project in which Tri-Met and a local jurisdiction were both involved.

MSD Staff Response: Bill Ockert indicated that both of these agencies could cooperatively work together and could both be considered to have raised the project and be involved.

3. Bebe Rucker: Bebe indicated that there was a need to consider constraints--state, UMTA, EPA--to be known prior to the identification of specific projects. She suggested that the identification of these constraints occur during the problem identification phase.

MSD Staff Response: Gary Spanovich suggested that major constraints could be considered during the initial screening and the study process would be so amended.

4. Ted Spence: Ted raised a concern whether the TIP Subcommittee would be involved in the process. This concern was specifically related to the interaction of FHWA in the process.

MSD Staff Response: Gary Spanovich suggested that FHWA be invited to attend all working meetings with the local jurisdictions.

5. Wink Brooks: Wink asked whether the process would also deal with existing projects that have not been funded.

MSD Staff Response: Bill Ockert indicated that any commitment of FAU to projects would exclude them from consideration in this process. Projects with funding commitments were assumed as given.

6. A concern was raised over what process was involved in determining the criteria.

MSD Staff Response: Bill Ockert indicated that the staff would propose initial criteria for review by TPAC, the JPAC and the MSD Council.

7. Bebe Rucker: Bebe raised the question concerning the funding of projects which maintain the existing highway system. These projects may be termed reconstruction of existing facilities.

Bill Ockert indicated that there would be a need to include such considerations within the criteria. Emphasis on reconstruction would be possible. Doug Wentworth indicated that a question that needed to be asked is what happens if you don't improve the facilities.

8. A question was raised concerning the definition of regional projects.

MSD Staff Response: Gary Spanovich indicated that regional problems were ones that do not relate to spot intersections or specific areas. Regional projects would be related to arterials, that affect and which are in turn effected by other arterials and travel movements. Bill Ockert also indicated that a facilities functional classification would also aid in determining whether it was or not a regional project.

9. Charlie Williamson suggested that the criteria and the high priority problem list approved by JPAC also be presented to the full MSD Council.

MSD Staff Response: Staff responded that this would be done.

10. John McGregor: John raised the question on the spatial eligibility of projects, specifically relating to the issue of annexation.

MSD Staff Response: Bill Ockert indicated that the Regional Reserve was specifically earmarked for projects outside the geographic limits of the City of Portland. After discussion Bill Ockert indicated that a determination would most likely be made in January whether these projects would be within the City of Portland or the region.

11. Frank Angelo: Frank asked the question concerning whether a process had also been established for analysis and review of City of Portland projects.

MSD Staff Response: Bill Ockert indicated that meetings had been held with the City of Portland and that Interstate requirements would require a similar review of city projects. However, less coordination would be required as there was less competition for the projects. The main focus would be on an analysis of the "systems impacts" of the projects.

12. Ted Spence: Ted raised the question concerning the need for review of the air quality impact of projects.

Bill Ockert indicated that part of the project evaluation would be an inclusion of the air quality impact.

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