Materials following this page were distributed at the meeting.

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Metro | Agenda

REVISED

Meeting: Transportation Policy Alternatives Committee (TPAC)

Date: Friday, December 5, 2008

Time: 9:30 a.m. to 12 p.m.

Place: Oregon Convention Center, Rms. D133-134

9:30 AM	1.		Call to Order and Declaration of a Quorum	Tom Kloster
9:30 AM	2.		Comments from the Chair and Committee Members • New TPAC Community Representatives	Tom Kloster
9:35 AM	3.		Citizen Communications to TPAC on Non-Agenda Items	
9:40 AM	4.		Future Agenda Items • Regional Transportation Plan Update – System Development • ODOT Safety, Preservation & Bridge Programs • PSU Bicycle Transportation Study • ODOT's Transportation Enhancement Programs • Review of MTIP Process	Tom Kloster
9:45 AM	5.	*	Approval of TPAC Minutes for October 31, 2008	Tom Kloster
	6.		**INFORMATION / DISCUSSION ITEMS**	
9:50 AM	6.1	*	High Capacity Transit Screened Corridors and Evaluation Criteria – Discussion and Confirmation of Evaluation Criteria	Tony Mendoza
10:20 AM	6.2		Status Report:	
		*	• Resolution No. 09-4016, For the Purpose of Endorsing A Regional Position on Reauthorization of the Safe, Accountable, Flexible, Efficient, Transportation Act: Legacy for Users (SAFETEA-LU) – INFORMATION	Andy Cotugno
		*	• Resolution No. 08-4013, For the Purpose of Endorsing the Transportation for America Platform – INFORMATION	Andy Cotugno
			• Resolution No. 08-4003, For the Purpose of Endorsing the Final Regional Priorities for 2009 State Transportation Funding Legislation – INFORMATION	Randy Tucker
10:45 AM	6.3	*	Metropolitan Transportation Improvement Program (MTIP) Local Project Solicitation Process - DISCUSSION	Ted Leybold
11:10 AM	6.4	*	Regional Transportation Plan (RTP) System Map Update Process – INFORMATION	John Mermin
11:25 AM	6.5	#	Bicycle Transportation Study – INFORMATION	Jennifer Dill
11:55 AM	6.6	*	RTP Joint TPAC/MTAC Work Group – INFORMATION	Kim Ellis
12:00 PM	7.0		ADJOURN	Tom Kloster

* 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 materials will be available at the meeting.

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Metro | *Memo*

Date: Friday, December 5, 2008

To: Transportation Policy Alternatives Committee (TPAC)

From: Robin McArthur, Planning Director

Cc: PORTAL Advisory Committee

Re: Approve appointment of members to PORTAL Advisory Committee

In June 2008, Metro Council adopted the Joint Policy Advisory Committee on Transportation's recommendation to approve the allocation of $203,000 from the ITS program, adopted in the 2008-11 Metropolitan Transportation Improvement Program, for the Portland Oregon Regional Transportation Archive Listing (PORTAL) Archived Data User Service project and amend the 2008-09 Unified Planning Work Program. As a condition of the allocation of funding, TransPort, TPAC's subcommittee on system management and operations, agreed to form a subcommittee to advise the management and enhancement of the PORTAL software.

Housed at Portland State University, PORTAL is the official Archived Data User Service for the Portland metropolitan region. Portland State University staff, led by Dr. Kristin Tufte, manages the data archive.

Below is the list of members that TransPort has put forward to serve on the PORTAL Advisory Committee. The committee will meet quarterly with Portland State University staff and provide status reports to TransPort. The committee is appointed by the TPAC chairperson.

Name	Organization
Steve Callas	Trimet
Tom Clemo/Norvin Collins	Tualatin Valley Fire & Rescue
Bob Hart	SW RTC
Peter Koonce	Kittelson & Associates
Jack Marchant	ODOT
Stan Markuson/Gerry McLaughlin	WSDOT
Amy Mastraccio	ODOT
Dennis Mitchell	ODOT
Deena Platman	Metro
Nathaniel Price	FHWA
Bikram Raghubansh	Clackamas County
Willie Rotich	City of Portland
Carl Springer	DKS Associates
Dr. Kristin Tufte	Portland State University

LGS – TMA Partnership: The Case for Enhanced Customer Service

Mission: provide collaborative policy and program technical support, training, and oversight to local agencies, ODOT regions, consultants, and other transportation stakeholders, with particular emphasis on project development and delivery; help develop and deliver the right project, in the right way, at the right time, and at the right cost.

The above mission statement is consistent with three strategies addressed in the ODOT Statewide Local Program 5-Year Strategic Plan (2008-2013):

1. Manage and participate in a comprehensive project delivery training program for local agencies and ODOT staff (page 18)
2. Improve accountability for ODOT staff, MPO's, and local agencies (page 19)
3. Develop partnership agreements with key stakeholders (page 21)

Keystone principles:

1. fulfill FHWA federal stewardship requirements
2. provide a more collaborative ODOT presence for local program stakeholders
3. optimize statewide efforts to improve project delivery in partnership with local agencies for all federal and state-funded transportation projects

Values:

1. consistency/flexibility (consistency = what to do; flexibility = how to do it)
2. transparency
3. accessibility
4. efficiency

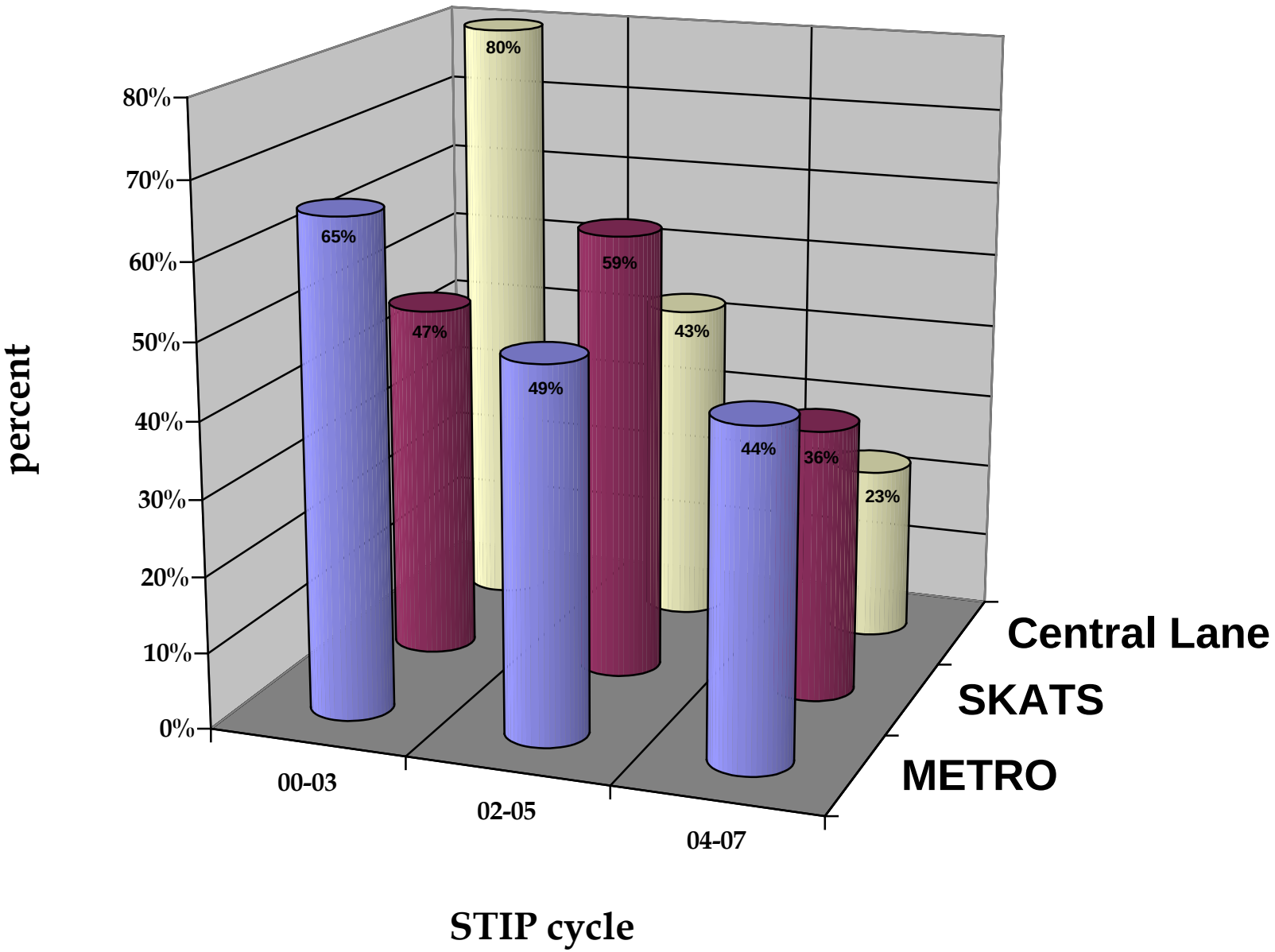
Objectives:

1. maximize obligation of programmed funding each federal fiscal year
2. minimize project slippage
3. expedite and streamline project delivery
4. clarify roles and expectations of all parties
5. eliminate practice of "project bucket" funding

Benefits – added value:

1. enhance communication - mutual trust and understanding
2. enhance cost-effectiveness in project delivery; more and better projects
3. refine processes and procedures
4. retain competitive edge for future federal transportation investments

TMA Construction Project Slippage Rates - 8 Year Trend



12/11/2008

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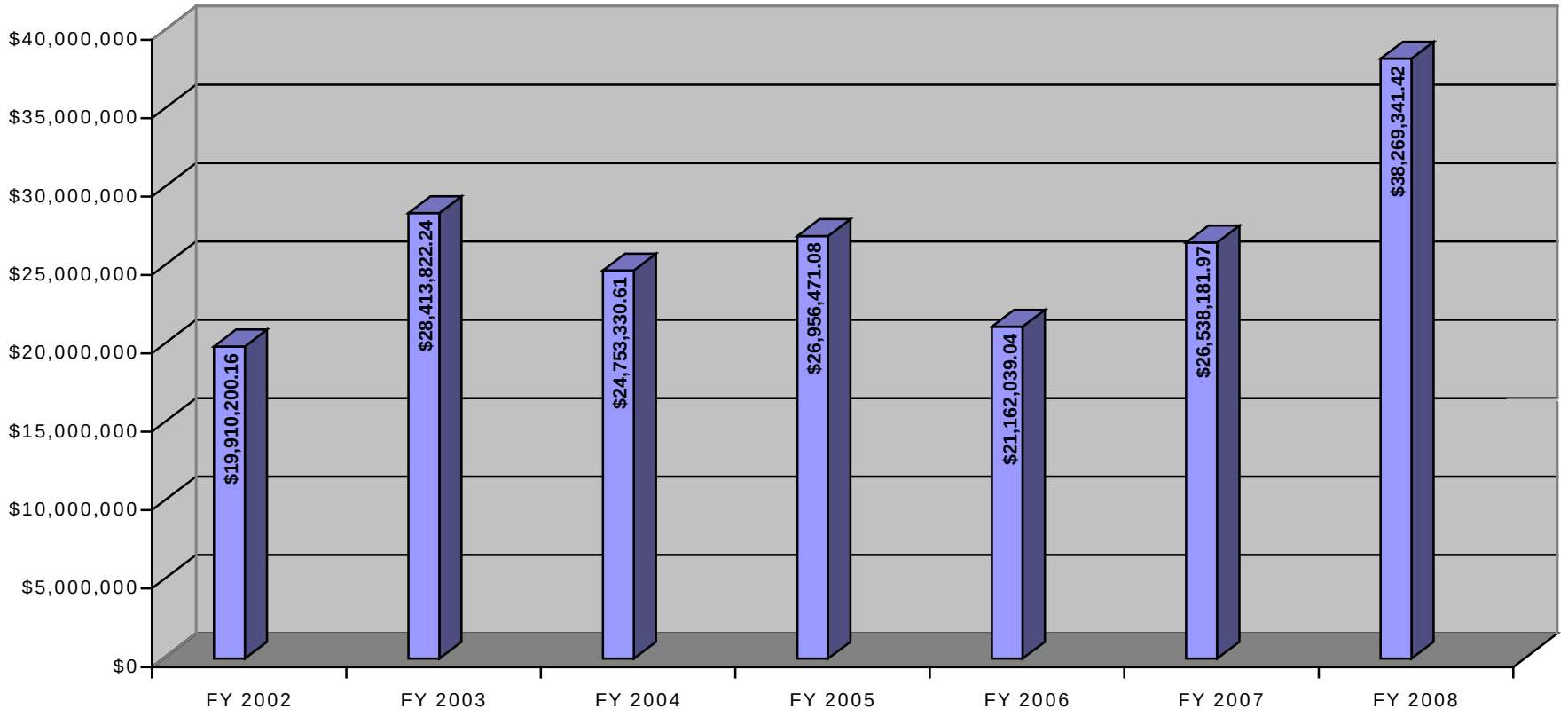
ODOT Local Program FY Ending Balance ($) : FY 2002 - 2008
(unobligated funding)



12/11/2008

Local Government Section (ODOT) – Enhanced Service Delivery Survey

The Local Government Section (LGS) within the Oregon Department of Transportation is specifically charged with providing comprehensive and collaborative policy and program technical support, training, and oversight to local agencies, ODOT regions, consultants, and other transportation stakeholders, with particular emphasis on project development and delivery.

Within the context of that mission, LGS recognizes the need to strengthen its partnership with the statewide Metropolitan Planning Organizations (MPO's). Based on increased federal scrutiny over all state-distributed allocations, the objectives of the partnership are to minimize project slippage and ensure maximum obligation of programmed funding each fiscal year.

Discussions with Transportation Management Area (TMA) staff at METRO, SKATS, and Central Lane suggest that LGS could contribute significant added value to regional transportation planning by expanding direct service delivery.

Based on those discussions, the attached list of additional services is provided for review.

Local Government Section (ODOT) – Enhanced Service Delivery Survey

Please indicate the additional services you would find most helpful in the LGS-MPO partnership:

___ provide enhanced program management and project development support, including project selection and comprehensive scoping services (LGS hire additional staff); include immediate staffing for CMAQ program management

___ provide enhanced Local Agency Certification Program assistance

___ conduct meetings with MPO staff to enhance communications, promote transparency, address alternative funding strategies, and provide updates associated with programs, policies, and best management practices

___ deploy ad hoc project delivery strike teams to the field as needed to provide enhanced real-time training to local agencies and project teams, and to troubleshoot critical problems requiring immediate resolution

___ collaborate with MPO staff to design a consistent change management process that efficiently monitors unanticipated project delivery disruptions

___ collaborate with MPO staff to design "reasonable progress requirements", a consistent project application template and scoring criteria, project tracking tools, project delivery incentives, and enforceable penalties addressing avoidable project delays and cost overruns

___ establish "best practices" clearinghouse and provide a robust and flexible transportation information system for dissemination of requested data to MPO's (e.g., annual reports, status, comparative intrastate-interstate data, etc.)

___ provide representation at MPO policy board, TAC (technical advisory committee) and CAC (citizen advisory committee) meetings as needed

___ provide representation at all quarterly statewide MPO/Transit District meetings

___ provide enhanced support for application and prospectus preparation

___ other _____

_____

_____

_____

ODOT Statewide Local Program 5 Year Strategic Plan

January 1st 2008 - December 31st 2013

ODOT's process for working with local agencies in the development and delivery of their transportation projects has grown and evolved over the years. For example, ODOT's realignment to move project delivery to the Regions has resulted in major changes in how both state and local agency projects are delivered. However, throughout these changes, working cooperatively and collaboratively with local agencies continues to be a key element for ODOT to successfully deliver the overall highway program.

The ODOT Local Program is pro-actively moving forward with a customer service focus, a mindset of continual improvement and a core philosophy of "let's work together to make things better". This Strategic Plan will define the Local Program's direction for the next two years and is designed to support Director Matt Garrett's vision, noted below, for the Local Program.

> *A successful Local Program is a key element for the successful delivery of ODOT's overall transportation program. Internal and external collaboration must remain a building block to meet FHWA and local partner expectations for local agency STIP program and project delivery.*

This plan will be updated at a minimum of every two years or as needed.

Local Program Overview

There are 267 ODOT Local Program projects contained in the 2008 – 2011 Statewide Transportation Improvement Program (STIP). These projects comprise 15% of the total STIP in terms of projects. These STIP local projects have a value of 700 million which accounts for 20% of total STIP funds.

ODOT's Local Program provides program and project support to local agencies for their efforts in developing and constructing state and federally-funded transportation projects. Additionally, the Local Program provides educational opportunities, technical support and federal oversight to local agencies and other transportation partners to help them succeed in meeting their transportation goals.

Key factors for the success of the Local Program include cooperative planning, positive interactions and collaborative partnerships between ODOT and local agencies.

ODOT's Local Program is a partnership with the Salem based Local Government Section and Local Government Units in each of the five ODOT Regions. The cohesiveness of this essential partnership is vital to

- fulfilling FHWA's federal stewardship requirements;
- providing a formal ODOT presence for local program stakeholders; and
- optimize statewide efforts that support Oregon's local agencies for delivery of their federal and state funded transportation projects.

The Local Program website provides tools, program guidance and project development information for all interested parties. Specific and current local agency project and program information can be found in ODOT's Local Agency Guidelines Manual.

Regional Local Program Units

The Regional Local Program Units are the ODOT cornerstone, ground-level project development support structure for local agencies. The ongoing day to day support provided by the ODOT Regional Local Agency Liaisons, to Oregon's local agencies, is foundational for Local **Program success.** To provide optimum service to local agencies in all parts of Oregon, the Regional Local Agency Liaisons serve as the local agency's primary ODOT contact for developing projects, obtaining assistance for local agency project delivery efforts and troubleshooting process issues. The liaisons provide direct project management and oversight services to local agencies through all phases of local agency STIP project development and delivery.

The Regional Local Agency Construction Liaisons provide vital construction administration services for local agency STIP projects. These services include processing and approval of contract payments, periodic review of construction projects and troubleshooting assistance to resolve contract issues.

Local Government Section

The Local Government Section serves as the statewide ODOT Local Program focal point and provides program and policy level development and support to key internal and external stakeholders. These stake holders include the

- local agencies
- consultants
- FHWA
- ODOT staff
- Oregon Chapter of the American Public Works Association
- Association of Oregon Counties (AOC
- League of Oregon Cities (LOC)
- Governor's Economic Revitalization Team, and
- other state agencies.

The Local Government Section is responsible for consistent application of the appropriate AASHTO design standards statewide. It is also responsible for the consistent administration of all federal funding programs and several state programs.

Region Technical Centers

The Region Technical Centers support the delivery of all region programs and projects, including Local Program projects. Region Technical Centers provide Local Program STIP project delivery technical expertise in the following disciplines

- Environmental
- Bridge, Geo, Hydro, HazMat
- Right of Way
- Utilities
- Roadway
- Survey
- Traffic

Areas of support activities include

- assisting in the development and review of the project Prospectus
- review of Design Acceptance Package
- coordinating project issues with the Local Agency Liaison
- review and commenting on Statement of Work
- review of technical reports
- review of project plans for sufficiency
- reviewing Plans Specifications & Estimates (PS&E) package for completeness
- providing construction support as needed
- working with local government surveyors or engineers to resolve issues
- certification of right of way
- review and transmittal of all federally required environmental reports for issues such as biological assessment, Sections 106, 4f, 6f, Endangered Species Act, etc.

Technical Services

Technical Services is responsible for providing technical support for ODOT's project delivery, construction, maintenance, and planning programs. Technical Services develops professional technical standards related to project delivery and operations. The core functions and responsibilities of Technical Services for all STIP projects and Local Program projects include

- local agency bridge inspections & load ratings;
- offering technical advice and consultation;
- providing statewide programs and systems management to facilitate identification, prioritization, and selection of projects;
- conducting Quality Assurance and Quality Control audits of in-house and outsourced projects;
- providing technical skills training;
- developing continuous improvement strategies for the Project Delivery Business Line;
- managing transportation assets and other related technical services for ODOT; and
- working with the Regional Liaisons during the development of the 4-Year STIP.

ODOT Local Program Vision, Mission

The following Local Program mission and goal statements support core ODOT Mission, Values and Goals while providing direction for statewide Local Program efforts.

Vision

To support and help complete high quality local projects that satisfy identified transportation needs of the public, local agencies, ODOT, and FHWA, delivered on time and within budget.

Mission

The Local Government Section supports the strategic direction of the agency, which is to provide a safe and efficient transportation system that foster economic opportunity and livable communities for Oregonians.

In promotion of ODOT's Vision & Mission the Local Program provides local agencies with policy and program oversight as well as project development and delivery processes. It also supports ODOT's quest in providing excellent customer service to Oregon communities through offering educational opportunities, technical support and federal oversight for local agencies and other transportation partners. The Local Program strives to help local agencies develop the right project, in the right way, at the right time and within the right cost. The Local Program takes pride in promoting cooperative planning, positive interactions and collaborative partnerships between ODOT, local agencies and consultants.

Federal Oversight Requirements

The link and paragraph below is directly from the Code of Federal Regulations, Chapter 23 (CFR 23), regarding State Transportation Department's (STD) responsibility for oversight of federally funded projects. ODOT's Local Program must meet the requirements below. The statute clearly defines that the work done by the local agencies is the responsibility of ODOT.

http://a257.g.akamaitech.net/7/257/2422/14mar20010800/edocket.access.gpo.gov/cfr_2003/aprqtr/23cfr635.105.htm

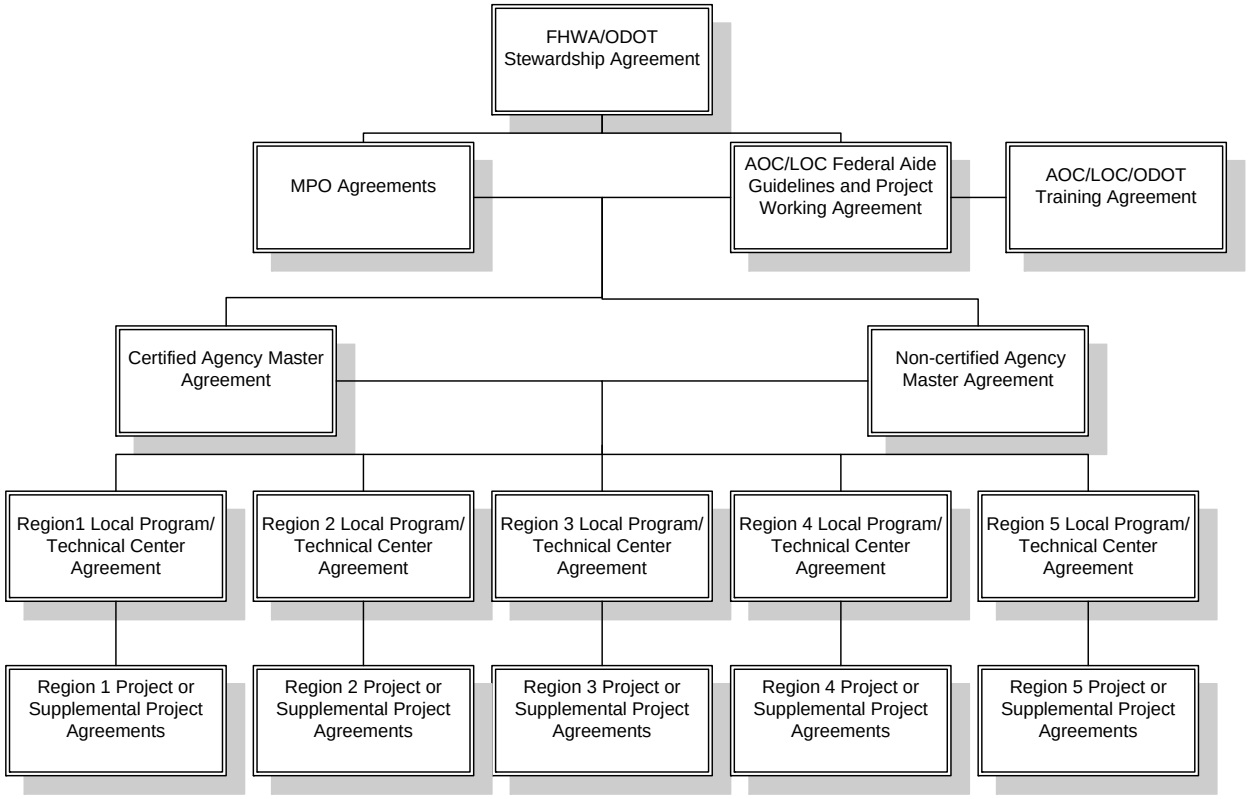
[Code of Federal Regulations] [Title 23, Volume 1] [Revised as of April 1, 2003] From the U.S. Government Printing Office via GPO Access [CITE: 23CFR635.105] [Page 171-172] TITLE 23--HIGHWAYS CHAPTER I--FEDERAL HIGHWAY ADMINISTRATION, DEPARTMENT OF TRANSPORTATION PART 635--CONSTRUCTION AND MAINTENANCE--Table of Contents Subpart A--Contract Procedures Sec. 635.105 Supervising agency. (a) *The STD has responsibility for the construction of all Federal- aid projects, and is not relieved of such responsibility by authorizing performance of the work by a local public agency or other Federal agency. The STD shall be responsible for insuring that such projects receive adequate supervision and inspection to insure that projects are completed in conformance with approved plans and specifications. (b) Although the STD may employ a consultant to provide construction*

engineering services, such as inspection or survey work on a project, the STD shall provide a full-time employed State engineer to be in responsible charge of the project. (c) When a project is located on a street or highway over which the STD does not have legal jurisdiction, or when special conditions warrant, the STD, while not relieved of overall project responsibility, may arrange for the local public agency having jurisdiction over such street or highway to perform the work with its own forces or by contract; provided the following [[Page 172]] conditions are met and the Division Administrator approves the arrangements in advance. (1) In the case of force account work, there is full compliance with subpart B of this part. (2) When the work is to be performed under a contract awarded by a local public agency, all Federal requirements including those prescribed in this subpart shall be met. (3) The local public agency is adequately staffed and suitably equipped to undertake and satisfactorily complete the work; and (4) In those instances where a local public agency elects to use consultants for construction engineering services, the local public agency shall provide a full-time employee of the agency to be in responsible charge of the project.

Partnerships and Program Agreements

To accomplish its Mission the ODOT Local Program has entered into a series of partnerships and agreements with key external and internal stakeholders. These agreements, which are presented in hierarchical order in the following graphic, are discussed in further detail below.

LOCAL Program Oversight Committee



Agreement Overview

An Intergovernmental Agreement (IGA) is a contract between governmental entities (i.e. ODOT and another party such as a county, city, state agency, federal agency, Native American Tribe, or international government). An agreement is a legally binding document that defines the obligations of all parties involved in a project or providing a service. Agreements affect the public, are binding upon ODOT and the other party, and often involve significant amounts of money.

FHWA/ODOT Stewardship Agreement

The Stewardship Agreement is the core agreement between FHWA and ODOT regarding how federal transportation funding provided to Oregon will be utilized. The Stewardship Agreement guides the stewardship activities of both FHWA and ODOT and discusses oversight requirements and accountability for all resources used in carrying out the Federal-aid Highway Program in Oregon. It has three components:

(1) ensuring compliance with laws, regulations, and other applicable requirements
(2) ensuring that the expenditure of resources results in high quality, cost effective projects for the taxpayer
(3) providing appropriate technical assistance to all involved personnel and agencies for the accomplishment of the first two items.

A significant component of the Stewardship Agreement pertains to ODOT's state and federal responsibilities of ensuring optimum stewardship of the federal funds targeted to local agency projects.

AOC/LOC Federal Aide Guidelines and Project Working Agreement

The Association of Counties and League of Oregon Cities (AOC/LOC) Federal Aide Guidelines and Project Working Agreement is the foundational agreement between ODOT and the Association of Oregon Counties (AOC) and the League of Oregon Cities (LOC) for expenditure of federal funding. This agreement has five main purposes:

1. to establish guidelines and working procedures for allocating and administering the Surface Transportation Program (STP);
2. to establish guidelines and working procedures for allocation, selection and administration of the Transportation Enhancement (TE) Program;
3. to establish guidelines and working procedures for allocation, selection and administration of the Highway Bridge Program (HBP);
4. to provide provisions for other specified programs; and
5. to outline and define the Local Agency Certification Program.

AOC/LOC Training Agreement

This agreement, entered into by ODOT, AOC and LOC, lays out terms for the sharing of resources and partnering in the development and delivery of core project delivery training courses on topics such as: Construction Partnering, Leadership Skills, NEPA, Communication Skills, Project Management and Managing Consultants. The intent of this agreement is to streamline statewide training services, prevent duplication of effort and maximize the value of training funds for local agencies.

Metropolitan Planning Organization (MPO) Agreements

Currently, there are no ODOT / Metropolitan Planning Organization (MPO) agreements established. However, agreements will be negotiated in the near future to codify the roles and responsibilities of ODOT and MPOs in the following areas:

- financial partnership;
- tracking and reporting of program performance goals;
- certification of local agencies;
- program oversight;
- training in federal aid project delivery;
- technical support for areas such as: scoping, design review, environmental assistance and right of way assistance; and
- support and collaboration regarding other project delivery agreements.

Local Agency Master Certification Agreement

The Local Agency Master Certification Agreement is the foundational agreement between ODOT and certified local agencies. All other certified agency supplemental project agreements are based on the Master Certification. A Master Certification agreement is developed between ODOT and each local agency that uses federal-aid funding to deliver certified local agency projects. The Master Certification Agreement is updated with each new Federal Transportation Act and reflects revisions to the ODOT/FHWA Stewardship Agreement and the AOC/LOC Agreement. The Master Certification Agreement addresses various state and local agency roles

and responsibilities related to certified project delivery, including financial and funding issues, and compliance with state laws, federal laws, regulations and policies.

Certified Local Agency Supplemental Project Agreements

Supplemental Project Agreements are project specific agreements between ODOT and a certified local agency that already have an established Master Certification Agreement. Supplemental Project Agreements are developed as early as possible in the project development process and outline responsibilities of the parties for the various phases of project development. The type of Supplemental Project Agreement will depend upon the type of project. Similar to a project Prospectus, the Supplemental Project Agreement describes the proposed improvement, but it also serves as the support document for the authorization of federal funds by FHWA. The Supplemental Project Agreement also provides a schedule identifying when the local agency anticipates obligating federal funds.

Non-Certified Local Agency Master Agreement

The Non-Certified Local Agency Master Agreement is the foundational agreement between ODOT and non-certified local agencies, upon which all non-certified agency Supplemental Project Agreements are based. As appropriate, ODOT and non-certified local agencies develop a Master Agreement for each local agency that will be using federal-aid funding to deliver non-certified local agency projects. The Master Agreement is updated as needed or with each new Federal Transportation Act and reflects revisions to the ODOT/FHWA Stewardship Agreement and the AOC/LOC Agreement. The Non-Certified Local Agency Master Agreement includes funding and financial provisions, outlines state and local responsibilities and addresses compliance issues with state law, federal law, policy and regulations.

Non-Certified Agency Supplemental Project Agreements

Supplemental Project Agreements are project specific agreements between ODOT and a non-certified local agency that has an established Master Agreement. Supplemental Project Agreements are developed as soon as possible in the project development process to outline responsibilities of the parties for the various phases of project development. The type of Supplemental Project Agreement will depend upon the type of project. Similar to a Project Prospectus, the Supplemental Project Agreement describes the proposed improvement, but it also serves as the support document for the authorization of federal funds by FHWA. The Supplemental Project Agreement also provides a schedule identifying when the local agency anticipates obligating federal funds.

Region Technical Center Agreements

Regional Technical Center Agreements clearly define the roles and responsibilities of the Regional Tech Center and the Regional Local Program Unit. The Region Tech Center's responsibility is to support the development of local agency STIP projects in five key project development milestones:

- scoping;
- development of the Design Acceptance Package;
- advanced plans and specifications;
- plans, specifications and estimates submittal (PS&E); and

- construction.

ODOT Local Program Goals and Objectives

1. **Project Development Compliance and Consistency**: Ensure that local projects are delivered on time and in compliance with state and federal requirements by communicating requirements, providing assistance, training, and monitoring compliance. Compliance and consistency are ensured because the Local Program
    a. Provides project guidance to local agencies and to other ODOT units regarding implementation of local projects.
    b. Provides technical assistance and compliance reviews regarding American Association of State Highway and Transportation Officials (AASHTO) Guidelines and Standards and related exceptions.
    c. Works to ensure approval of projects for on-time delivery.
    d. Helps local agencies manage infrastructure.
    e. Develops and maintains consistent process for selection and advancement of projects.
    f. Monitors projects for compliance and cost effectiveness.
    g. Produces high quality projects satisfying the needs and goals of the public, ODOT, and FHWA.
    h. Establishes authority for local agencies to develop and deliver their own projects under the Certification Program.
    i. Manages and supports a comprehensive training program for local agency project delivery.
    j. Fully integrates local project delivery into ODOT's project delivery guidelines, policies and processes
    k. Develops and implements appropriate performance measures

2. **Project Development Process Speed and Efficiency: W**ork with local agencies and various ODOT offices to improve local agency success in delivering projects on time and within budget by
    a. simplifying and streamlining procedures such as; consultant selection, agreements and contracting;
    b. enhancing positive and collaborative relationships with all stakeholders involved in local agency project delivery;
    c. improving scoping of local agency federal-aide projects,
    d. quickly resolving project development and delivery issues;
    e. supporting local agencies in more efficient delivery of federal-aid projects;
    f. managing and supporting a local agency certification process through ODOT's Certification Program; and
    g. improving funding opportunities to local agencies through fund exchange, grants, etc.

3. **Construction Oversight:** Work with local agencies and various ODOT offices to ensure the successful construction of local agency STIP projects by
    a. performing management and oversight of construction and contact administration;
    b. developing a procedure to periodically trace a billing transactions to pay notes and other source documents;

c. providing technical assistance and compliance reviews for Construction practices such as materials acceptance and project inspection;
d. Developing and clarifying ODOT's policies for construction of both certified agency and non-certified agency projects;
e. appropriately integrating FHWA policies as necessary for local project construction;
f. coordinating and collaborating with FHWA, AOC and LOC for continual improvement of construction policies, processes and procedures; and
g. including construction process training in ODOT's Local Program core training curriculum.

4. **Policy Development and Oversight:** Work with various units of ODOT, local agencies and FHWA to develop, communicate and implement policies related to the delivery of local projects for which ODOT has oversight responsibility by
   a. developing and clarifying ODOT's policies for delivery of local projects;
   b. appropriately integrating FHWA policies as necessary to local projects;
   c. implementing and developing ODOT's Local Program portions of the FHWA/ ODOT Stewardship Agreement;
   d. working with local agencies to update and implement the AOC/LOC/ODOT Agreement;
   e. ensuring all interest groups are well informed and empowered through open communication and coordination;
   f. assisting others in becoming more knowledgeable about project specification and delivery requirements
   g. helping local agencies and stakeholders understand state and federal project delivery and program requirements;
   h. improving collaboration and coordination with local stakeholders;
   i. supporting Governor's Economic Revitalization Team (ERT) policy development;
   j. providing Local Program information and support to ODOT Regional staff, local agencies, consultants and the general public;
   k. supporting and investing in ODOT's Local Program committee activities; and
   l. collaborating with FHWA on local agency project delivery issues.

Refer to the Local Program Roles and Responsibilities Matrix below for additional Local Program Goal and Objective information.

Local Program Roles & Responsibilites Matrix

LGS - Local Government Section
LAL - Region Local Government Units
LAL/LGS - Shared Primary & Support Responsibilities

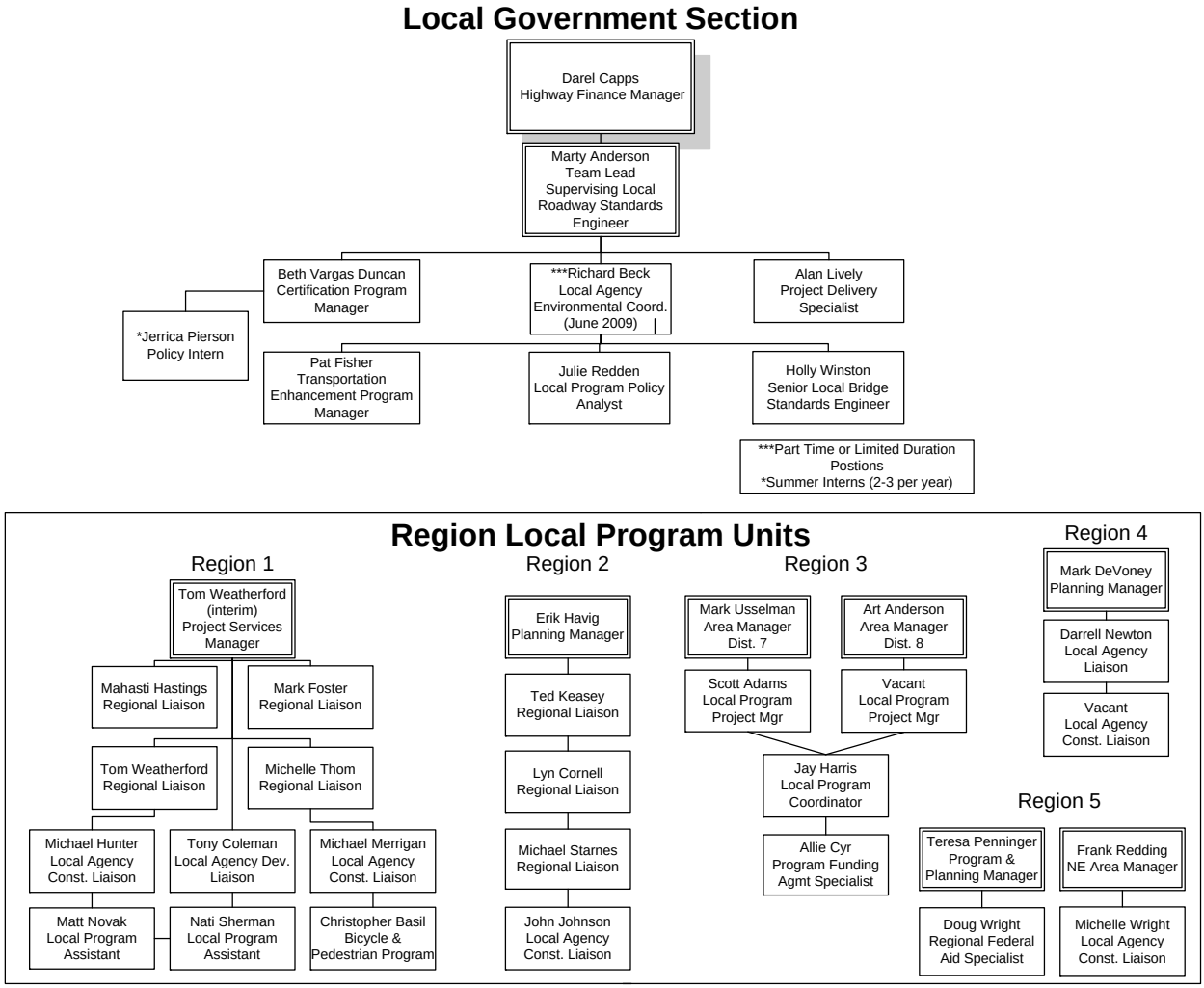
Local Program Strategic Plan Goals & Objectives	Local Program Responsibility	
Goal 1. Project Development Compliance and Consistency (Objectives Shown Below)	**Primary Responsibility**	**Support Responsibility**
1. Provide project guidance to local agencies and to other ODOT units regarding implementation of local projects.	LAL	LGS
2. Provide technical assistance and compliance reviews regarding AASHTO Guidelines and Standards and related exceptions.	LAL	LGS
3. Work to ensure approval of projects for on-time delivery.	LAL	LGS
4. Help local agencies manage infrastructure.	LAL	LGS
5. Develop and maintain consistent process for selection and advancement of projects.	LAL	LGS
6. Monitor projects for compliance and cost effectiveness.	LAL	LGS
7. Produce high quality projects satisfying the needs and goals of the public, ODOT, and FHWA.	LAL	LGS
8. Establish authority for local agencies to develop and deliver their own projects under the Certification Program.	LGS	LAL
9. Manage and support a comprehensive training program for local agency	LGS	LAL
10. Fully integrate local project delivery into ODOT's project delivery guidelines, policies and processes	LGS	LAL
11. Develop and implement appropriate Performance Measures	LGS	LAL
Goal 2. Project Development Process Speed and Efficiency (Objectives Shown Below)	**Primary Responsibility**	**Support Responsibility**
1. Simplify and streamline procedures such as; consultant selection, agreements and contracting.	LAL/LGS	LAL/LGS
2. Enhance positive and collaborative relationships with all stakeholders involved in local agency project delivery.	LAL/LGS	LAL/LGS
3. Improve scoping of local agency federal-aide projects.	LAL/LGS	LAL/LGS
4. Quickly resolve project development and delivery issues.	LAL/LGS	LAL/LGS
5. Support local agencies in more efficient delivery of Federal-Aid projects.	LAL/LGS	LAL/LGS
6. Manage and support a local agency certification process through ODOT's certification program	LGS	LAL
7. Improve funding opportunities to Local Agencies e.g. Fund Exchange, Grants, etc.	LGS	LAL
Goal 3. Construction Oversight (Objectives Shown Below)	**Primary Responsibility**	**Support Responsibility**
1. Provide technical assistance to local agencies and compliance reviews for Construction practices such as materials acceptance and project inspection.	LAL	LGS
2. Develop and clarify ODOT policies for construction of both certified agency and non-certified agency projects, including appropriately integrating FHWA policies as they relate to local project construction.	LGS	LAL
3. Coordinate and collaborate with FHWA, AOC and LOC for continual improvement of construction policies, processes and procedures.	LAL/LGS	LAL/LGS
4. Include Construction process training in Local Program core training curriculum	LGS	LAL
Goal 4. Policy Development and Oversight (Objectives Shown Below)	**Primary Responsibility**	**Support Responsibility**
1. Develop and clarify ODOT policies for delivery of local projects, including appropriately integrating FHWA policies as they relate to local projects.	LGS	LAL
2. Implement and develop Local Program portions of the ODOT/FHWA Stewardship Agreement.	LGS	LAL
3. Enhance positive and collaborative relationships with all stakeholders impacted by Local Program policies.	LAL/LGS	LAL/LGS
4. Work with local agencies to develop and comply with the AOC/LOC/ODOT Agreement.	LAL/LGS	LAL/LGS
5. Communicate and coordinate information so that local agencies, other ODOT units and local stakeholders remain informed and empowered.	LAL/LGS	LAL/LGS
6. Support and invest in Oregon Local Program Committee activities.	LGS	LAL
7. Collaborate with FHWA for local agency project delivery issues.	LAL/LGS	LAL/LGS

NOTES:

1. LAL/LGS shared responsibility means that each group has primary responsibility in their area and support responsibility otherwise.

Organizational Structure

The following graphic portrays the current ODOT Local Program organizational structure.



Key Initiatives

As the Local Program fulfills its policy, training, technical assistance, project management and oversight function, and pursues its goals as described above; the following initiatives have been identified as crucial to the success of ODOT's oversight role in local project delivery. Work plans are either under development or being implemented for each initiative (See Appendix B).

Overall Local Program Initiatives

1. Manage and participate in a comprehensive training program for local agencies and ODOT regarding delivery of local projects.
2. Ensure Local Program integration with ODOT's realigned organization and optimize support to local agencies and ODOT in the delivery of local projects.

3. Improve accountability of local agencies, MPOs and ODOT for on-time delivery of local projects.
4. Actively support FHWA initiatives for program improvement.
5. Develop and implement base line non-certified agency project delivery policies; e.g. "set the bar' for non-certified agency project development processes. Include refinement of existing policies and procedures.
6. Develop and implement policies and procedures for alternative contracting and project delivery of Transportation Enhancement, Safe Routes to Schools, CMAQ and Scenic Byways projects.

Region Local Program Unit Initiatives : to develop agreements with key partners.

Current Local Government Section Initiatives

1. Certification of local agencies for delivery of Federal Aid projects.
2. Complete annual updates to the Local Agency Guidelines (LAG) manual.
3. Staff and participate in the Oregon Local Program Committee so that is provides a pro-active forum for discussion and resolution of local agency needs and issues.
4. Creation of a Master Intergovernmental Agreement (IGA) and work to continuously improve agreements and contracting processes.
5. Develop roles and responsibilities regarding funding programs.
6. Develop Local Program Statewide Resource Plan
7. Review Environmental Program as it supports the Local Program and develop an Improvement Plan as needed.
8. Review Bridge Program as it supports the Local Program and work with Bridge to identify unmet needs, reach agreements on overcoming areas of concern and develop an Improvement Plan as needed.

Future Local Government Initiatives

1. Develop agreement and Action Plan with ODOT T2 Center and Research Section.
2. Integrate a connection to
    a. mobility;
    b. innovative finance;
    c. sustainability;
    d. transportation Development Division;
    e. ODOT Procurement Office, R/W, Geo-Environmental & other Technical Services sections;
    f. other groups as identified.

Performance Measurement

The program level outcome measures, noted below, will measure the overall success of the local program in terms of project delivery. While performance of many units throughout ODOT affects these outcomes, it is the objective of the Local Program, working with other Regional and Central ODOT units, with local agencies and with FHWA to achieve a higher level of performance as measured by these objectives. While specific performance targets have not yet been set, the Local Program is developing formats to maintain data that will enable accurate reporting of performance

Program Level Outcome Measures

On time:	Percent of local STIP projects that go to bid on time (within program year). Percentage of local projects not receiving final close date within appropriate time after project construction is complete.
On budget:	Percent of local STIP projects delivered within STIP cost estimate.
Quality projects:	Percent of projects with no unforeseen permit requirements after projects go to bid. Percent of projects without unexpected non-reimbursable expenditures. Percent of projects without unresolved claims after construction is completed.

Appendix A
Overview of Programs Under ODOT Local Program Responsibility

The ODOT Local Program is responsible for leadership of a variety of statewide funding and stakeholder communication programs. A brief description of these programs follows.

***Connect* Oregon** – *Connect* Oregon is a lottery-bond-based initiative ($100 million) approved by the Oregon Legislative Assembly to invest in air, rail, marine and transit infrastructure to ensure Oregon's transportation system is strong, diverse, and efficient. It is focused on improving the connections between the highway system and the other modes of transportation to better integrate the components of the system, improve flow of commerce and remove delays.

Surface Transportation Program (STP) - The Surface Transportation Program provides federal funding to states and local governments which can be used for highways, bridges, or transit projects. Under provisions of the program, urbanized areas with populations of 200,000 and above receive an annual allocation of STP funding based on their populations. Under an agreement developed in cooperation with Oregon cities and counties, ODOT shares a portion of its yearly STP funding with local governments with populations above 5,000 and less than 200,000.

> **Fund Exchange –** Under Fund Exchange, which is a subset of STP, the State may make funds available to individual cities and counties for the exchange of flexible federal funds. The amount of funds available for exchange is determined annually. Exchanging federal funds for state funds helps local agencies avoid complicated federal contracting regulations for their projects.

Local Agency Certification Program - FHWA, through a Stewardship Agreement with ODOT, delegates authority to ODOT for approving project development and construction administration. ODOT has the option of delegating some or all of this authority to qualified local agencies per 23 CFR 635.105. ODOT's Certification Program permits an agency to retain more of the approval authority at the local level when developing FHWA funded transportation projects. The Certification Program does not eliminate any project development responsibility to meet state or federal requirements. However, the Certification Program benefits local agencies through savings in time and money as certified agencies have the authority to develop, advertise, award and manage its own projects.

Local Agency Scoping Program – ODOT's Local Program has developed and implemented an early scoping process, in partnership with AOC and LOC that utilizes consultant and Local Government Section staff for proactive project scoping for local agency projects in the following programs:

- Bridge (HBP)
- SAFETEA-LU High Priority Projects
- Transportation Enhancement
- SAFETEA-LU High Risk Rural Roads
- Safe Routes to Schools
- Local Agency STIP including STP and CMAQ
- *Connect* Oregon

High Risk Rural Roads (HR3) - HR3 is a federally-funded set-aside program within the Highway Safety Investment Program (HSIP) for improvements on rural roads. The purpose of the HR3 Program is to carry out safety improvement projects on rural roads, with identified safety issues, to achieve a significant reduction in traffic fatalities and serious injuries.

Local Agency Training Program - ODOT's Local Program has developed, implemented and administers a proactive, comprehensive, regularly-scheduled training program covering the full range of project delivery topics. Regularly scheduled training classes provide local agency staff and consultants performing work for these local agencies an up-to-date understanding of project delivery legal requirements, processes and procedures. The goal of this training program is more efficient project delivery and management which translates into more effective expenditure of federal aid dollars.

Economic Revitalization Team (ERT) - The Economic Revitalization Team (ERT) was established by the 72nd Oregon Legislature (HB 2011) to focus state agencies on working together at the local level to increase economic opportunity and help local governments and business and property owners bring industrial sites to "shovel ready" status. The ERT emphasizes multi-agency coordination on projects of local and statewide significance. ODOT's role as a key ERT partner is supported by liaison activities of the Local Government Section.

Transportation Enhancement Program - The Transportation Enhancement program provides federal highway funds for projects that strengthen the cultural, aesthetic, or environmental value of Oregon's transportation system. The funds are available for twelve "transportation enhancement activities" specifically identified in the Transportation Equity Act for the 21st Century (TEA-21).

OTIA I and II - Projects considered under OTIA I and II legislation were focused on improving state, county and city roads and bridges. House Bill 2142 required the Oregon Transportation Commission to use bond proceeds to finance increased lane capacity and interchange enhancements, bridge repair and construction, and road preservation. In February 2002, a special session of the Legislature passed House Bill 4010, which approved an additional $100 million in bonding for projects. The Oregon Transportation Commission directed ODOT to set aside $50 million for modernization projects. OTIA I and II currently funds about 170 projects: state, city, and county-owned bridges, modernization projects and pavement preservation projects.

OTIA III Local Agency Bridge Program - OTIA III, enacted by the 2003 Legislature, included $300 million for work on county and city bridges. The Local Program section is responsible for oversight of the local agency bridge portion of OTIA III.

Forest Highway Program - The Forest Highways Program provides federal funding for transportation projects on roads that are located within or provide access to national forests. The Federal Highway Administration administers the program and generally is responsible for the development and construction of projects. Projects to be funded in Oregon are selected by a committee composed of representatives from FHWA, U.S. Forest Service, ODOT and Oregon counties.

High Priority Projects (HP)/Transportation Improvements (TI) - HP and TI projects are federal-aid highway programs that provide funding for projects named in federal law through congressional action. Such projects are included as earmarks in the six-year transportation authorization acts, which include a general description and fund amount for each project.

Consultant Two-Tier Selection Program - ODOT's two-tiered consultant selection process was developed in response to the requirements of ORS 279C.125. When non-certified local agencies work through ODOT to procure architecture and engineering (A&E) and related services, they will use the two-tiered selection process. During tier 1, ODOT prepares and processes appropriate solicitation documents for contracts or Price Agreements (PAs), establishes a list of qualified consultants, and when applicable awards PAs for A&E services. Tier 2 is the non-certified local agency's responsibility. In this tier, the local agency or its representative makes an independent selection of an A&E consultant from the list of qualified firms selected by ODOT in tier 1.

Local Highway Bridge Program (HBP) - The distribution of federal bridge funds to states is based on the percent of deficient bridges nationwide. Under an agreement with Oregon counties and cities, ODOT allocates the federal bridge funds to local governments based on their percentage of deficient bridges in Oregon. Bridges are inspected every two years, to determine which bridges are deficient.

Discretionary Programs - Federally funded discretionary programs available to ODOT include; Emergency Relief, Highway for LIFE, Scenic Byways, Covered Bridges, Value Pricing Pilot Program and Truck Parking Facilities

Special City Allotment (SCA) – The Legislature mandated $1 million in state gas taxes to be distributed annually among cities with populations of less than 5,000. ODOT sets the distribution and dollar amount by agreement with the League of Oregon Cities. Half of the funds come from the cities' share of gas tax revenues and the half comes from ODOT's share of the State Highway Fund. Local agencies can receive $25,000, one-half the maximum grant amount, up front, with final payment due upon completion of the project. Payments are included in the expenditure budget for Local Government in the Highway Program.

Congestion Mitigation and Air Quality (CMAQ) - The Congestion Mitigation and Air Quality program directs funds toward transportation projects and programs in Clean Air Act non-attainment or maintenance areas for ozone and carbon monoxide. These projects and programs must contribute to attaining a national ambient air quality standard. Federal funds are allocated only to areas not meeting Department of Environmental Quality air quality standards.

Appendix B
Work Plans for Key Local Program Initiatives

The following Work Plan is designed to provide direction and focus for completion of key Local Program initiatives and subsequent completion of Local Program Goals. Local Program Goals are shown below for reference.

Goal # 1 - Project Development Compliance and Consistency: Ensure that local projects are delivered on time and in compliance with state and Federal requirements by communicating requirements, providing assistance and training, and monitoring compliance.

Goal # 2 - Project Development Process Speed and Efficiency: Work with local agencies and other ODOT offices to improve local agency success in delivering projects on time and within budget.

Goal # 3 - Construction Oversight: Work with local agencies and other ODOT offices to ensure the successful construction of local agency STIP projects.

Goal # 4 - Policy Development and Oversight: Work with other units of ODOT, local agencies and FHWA to develop, communicate and implement policies related to the delivery of local projects for which ODOT has oversight responsibility.

Overall Local Program Unit Initiatives

1. **Manage and participate in a comprehensive training program for local agencies and ODOT regarding delivery of local projects.**

Applicable Strategic Plan Goal(s)	Current Initiative Status	Action Steps Required	Timeline	Responsible Person
1 & 2	Training Program has been developed and implemented. A Training Agreement is in place with AOC and LOC.	1. Assess state of the Training Program 2. Modify existing Training Program Plan as needed 3. Continued management, improvement and delivery of Training Program	• Assessment and plan modification 9/2007-1/2008 • Program management - ongoing	Currently Contracted Out

2. **Ensure Local Program integration with ODOT's realigned organization and optimize support to local agencies and ODOT in the delivery of local projects.**

Applicable Strategic Plan Goal(s)	Current Initiative Status	Action Steps Required	Timeline	Responsible Person
All	Local Program processes have been identified in core documents such as the Project Delivery Leadership Team (PDLT) Operational Notices, LAG Manual, Project Delivery Guidebook and Standard Drawings.	1. Assess need for other core ODOT documents or committees where Local Program presence needs to be strengthened. 2. Develop ODOT Local Program Operational Notice Template 3. Retain Local Program membership on core committees such as APWA Board, PDLT, HBP, OLPC & OACES 4. Establish Local Program Policies and Directives	• Assessment 9/2007-12/2007 • Develop ODOT Local Program Operational Notice Template 9/2007 – 12/2007 • Committee membership, establish policies & directives - Ongoing	• Julie Redden – assessment & template • Committee membership, establish policies & directives – LGS staff

3. Improve accountability of local agencies, MPOs and ODOT for on-time delivery of local projects.

Applicable Strategic Plan Goal(s)	Current Initiative Status	Action Steps Required	Timeline	Responsible Person
2	MPO discussions regarding project delivery processes and agreement development are being planned.	1. Contact MPOs 2. Develop Agreement with each MPO	10/2007 - 10/2008	Marty Andersen

4. Actively support FHWA initiatives for program improvement.

Applicable Strategic Plan Goal(s)	Current Initiative Status	Action Steps Required	Timeline	Responsible Person
All	FHWA has been involved in contracting streamlining, LAG review and concurrence, training events & assessment of Local Program. Current FHWA Local Program assessment and advisory documents are being used to develop ODOT Local Program core documents.	Continue to work closely and collaboratively with FHWA in all Local Program areas.	Ongoing	Central and Regional Local Program staff

5. Develop and implement base line non-certified agency project delivery policies; e.g. "set the bar" for non-certified agency project development processes. Include refinement of existing policies and procedures.

Applicable Strategic Plan Goal(s)	Current Initiative Status	Action Steps Required	Timeline	Responsible Person
All	This issue has been clarified in the AOC/LOC Agreement and the LAG Manual.	1. Conduct research to determine other documents where this policy should be stated. 2. Add information to identified documents. 3. Develop a Local Program Operational Notice to codify this policy. 4. Send Operational Notice to LALs, OLPC. Discuss at training sessions, outreach efforts, etc.	9/2007 – 12/2008	Beth Vargas Duncan

6. Develop and implement policies and procedures for Local Agency Administration for Small Projects and project delivery of Transportation Enhancement, Safe Routes to Schools, CMAQ and Scenic Byways projects.

Applicable Strategic Plan Goal(s)	Current Initiative Status	Action Steps Required	Timeline	Responsible Person
2	A draft LAG Chapter is under development to set policy guidelines.	1. Finalize Chapter 2. Obtain FHWA concurrence 3. Develop a Local Program Operational Notice to codify this policy. 4. Distribute Operational Notice	8/2007–10/2007	• Beth - LAG Chapter • Pat Fisher – Operational Notice and initiative follow-up

Regional Local Program Unit Initiatives

1. Develop agreements with key partners, e.g. Region Tech Centers

Applicable Strategic Plan Goal(s)	Current Initiative Status	Action Steps Required	Timeline	Responsible Person
All	• Region 1 - uncertain • Region 2 - Implemented • Region 3 - uncertain • Region 4 - Implemented • Region 5 - uncertain	1. Develop Region Local Program Unit/Tech Center Agreement	10/2007 – 5/2008	• Marty Andersen, his delegate or the Regional Local Program Unit Manager • Randi Kobernik

Local Government Section Initiatives

1. Certification of local agencies for delivery of Federal Aid projects.

Applicable Strategic Plan Goal(s)	Current Initiative Status	Action Steps Required	Timeline	Responsible Person
All	Certification goals and policies have been codified in the AOC/LOC Agreement and the LAG Manual. Portland is conditionally certified. Clackamas Co. and Eugene are in process. Training sessions are ongoing.	1. Assess Certification goals and timelines, update as needed 2. Continue outreach and training sessions 3. Complete Certification process desk procedures.	As stated in Certification goals document	Beth Vargas Duncan

2. Complete annual updates to the Local Agency Guidelines (LAG) manual.

Applicable Strategic Plan Goal(s)	Current Initiative Status	Action Steps Required	Timeline	Responsible Person
All	Major LAG revision mostly completed. ROW and Consultant Selection issues being worked.	1. Develop annual LAG Revision Plan 2. Implement Annual LAG Revision Plan	• Develop Plan 9/2007 – 12/2007 • Implement Plan- Ongoing	Beth Vargas Duncan

3. Staff and participate in the Oregon Local Program Committee so that is provides a pro-active forum for discussion and resolution of local agency needs and issues.

Applicable Strategic Plan Goal(s)	Current Initiative Status	Action Steps Required	Timeline	Responsible Person
All	OLPC has been formed. LGS staff is providing needed staff support.	1. Continue to provide staff support to OLPC 2. Develop a State of the OLPC White Paper 3. Develop a procedure and method to annually review OLPC's viability and direction	• Staff support - Ongoing • Develop a State of the OLPC White Paper 9/2007 – 3/2008 • Develop annual review procedure and method 9/2007 – 3/2008	Julie Redden

4. Creation of a master intergovernmental agreement (IGA) and continuous improvement of agreement and contracting processes.

Applicable Strategic Plan Goal(s)	Current Initiative Status	Action Steps Required	Timeline	Responsible Person
All	Preliminary efforts, meetings & discussions have taken place.	1. Assess current status of Master Agreement effort 2. Create plan and timeline for developing a Master Agreement. 3. Implement Plan	9/2007 – 1/2008	Julie Redden

5. Develop a white paper on funding that includes advantages of fund exchange.

Applicable Strategic Plan Goal(s)	Current Initiative Status	Action Steps Required	Timeline	Responsible Person
All	The LGS web page has some basic funding program information. The LAG manual Chapter A-3 has in-depth funding program details. Details regarding Fund Exchange are minimal.	1. Assess use of fund exchange in ODOT. 2. Determine requirements, positives and negatives for use of fund exchange. 3. Develop a Local Program Operational Notice to codify fund exchange requirements, processes and procedures.	• Assessment – 9/2007 – 3/2008 • Development of Operational Notice 3/2007 – 7/2008	Alan Lively

6. Develop roles and responsibilities regarding funding programs.

Applicable Strategic Plan Goal(s)	Current Initiative Status	Action Steps Required	Timeline	Responsible Person
All	The LGS web page has some basic funding program information. The LAG manual Chapter A-3 has in-depth funding program details.	1. Assess need for clarification of roles and responsibilities regarding funding programs 2. Develop a plan to fill identified need(s). 3. Develop a Local Program Operational Notice to codify funding program roles and responsibilities	• Assessment – 9/2007 – 3/2008 • Development of Operational Notice 3/2007 – 7/2008	Holly Winston

7. Develop Local Program statewide Resource Plan

Applicable Strategic Plan Goal(s)	Current Initiative Status	Action Steps Required	Timeline	Responsible Person
All	A draft Local Program Resource Plan is being developed.	1. Tie in Region Resource Plans into statewide plan. 2. Develop plan to fulfill resource needs, i.e. moving positions, alternate funding sources, POP packages, etc.	10/2007 – 5/2009	Marty Andersen

8. Develop and maintain a procedure to periodically tracing billing transactions to source documents.

Applicable Strategic Plan Goal(s)	Current Initiative Status	Action Steps Required	Timeline	Responsible Person
3	FHWA is in the process of reviewing and auditing all regions. This will add clarification for implementation that will aid Local Government Section to then develop a satisfactory procedure.	Continue to work closely and collaboratively with FHWA to develop an effective system that tracks federal dollars through the entire billing process for Local Agency Projects.	Ongoing	Regional Assurance Specialist & Local Program staff

9. Develop agreement and Action Plan with ODOT T2 Center and Research Section

Applicable Strategic Plan Goal(s)	Current Initiative Status	Action Steps Required	Timeline	Responsible Person
All	Preliminary meetings and discussions have been held.	1. Review T2 Center and Research Units Mission, Vision, processes, etc. 2. Develop a White Paper discussing possible areas of collaboration, benefits to mutual customers, etc. 3. Bring TDD Executive Manager over T2/Research & T2/Research Managers into loop with discussion of White Paper, general concurrence, etc. 4. Prepare agreement and Action Plan based on White Paper and discussions.	9/2007 – 6/2008	Marty Andersen

10. Review Environmental Program as it supports the Local Program. Develop an Improvement Plan as needed.

Applicable Strategic Plan Goal(s)	Current Initiative Status	Action Steps Required	Timeline	Responsible Person
All	Local Program Environmental processes & procedures have been identified in the LAG Manual.	1. Research environmental issues and needs for Local Program 2. Develop Improvement Plan for items identified as needing improvement 3. Develop a Local Program Operational Notice to codify environmental requirements	9/2007 – 6/2009	Richard Beck

11. Review Bridge Program as it supports the Local Program. Develop an Improvement Plan as needed.

Applicable Strategic Plan Goal(s)	Current Initiative Status	Action Steps Required	Timeline	Responsible Person
All	Local Program Bridge processes & procedures have been identified in the LAG Manual.	1. Research Bridge issues and needs for Local Program 2. Develop Improvement Plan for items identified as needing improvement 3. Develop a Local Program Operational Notice to codify local bridge program requirements	9/2007 – 4/2008	Holly Winston

12. Integrate a connection to

- **a. mobility;**
- **b. sustainability;**
- **c. innovative finance;**
- **d. transportation Development Division;**
- **e. ODOT Procurement Office, R/W, Geo-Environmental & other Technical Services sections;**
- **f. other groups as identified.**

Applicable Strategic Plan Goal(s)	Current Initiative Status	Action Steps Required	Timeline	Responsible Person
All	Much Local Program outreach and communication has occurred due to activities to develop and maintain the LAG Manual, TE program, Training program. Local agency certification, ERT, OLPC, AOC/LOC agreement, Stewardship agreement, etc.	1. Research and develop a White Paper discussing additional beneficial outreach or connections 2. Include discussion of possible areas of collaboration, benefits to mutual customers, etc. 3. Develop an Outreach Plan to identified groups	Ongoing	Pat Fisher

High Capacity Transit

Materials from 12/5/08 TPAC

1. Click here for the Dec. 5, 2008 memorandum from Tony Mendoza of Metro regarding the *High Capacity Transit System Plan Screening Criteria Update – Revised Version*.

2. Click here for the Dec. 4, 2008 memorandum form Thomas Brennan of Nelson/Nygaard regarding the *Preliminary HCT Screening Results – DRAFT*.

3. Click here for the Nov. 25, 2008 memorandum from Steer Davis Gleave and Nelson/Nygaard regarding *Portland HCT*.

4. Click here for the Dec. 4, 2008 memorandum from Tony Mendoza of Metro regarding the *High Capacity System Plan Update*.

DRAFT

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ENDORSING A REGIONAL POSITION ON REAUTHORIZATION OF THE SAFE, ACCOUNTABLE, FLEXIBLE, EFFICIENT, TRANSPORTATION ACT:A LEGACY FOR USERS (SAFETEA-LU)	))))))	RESOLUTION NO. 09-4016 Introduced by Councilor Rex Burkholder

WHEREAS, the Safe, Accountable, Flexible, Efficient, Transportation Act: A Legacy for Users (SAFETEA-LU) was adopted by Congress in2005; and

WHEREAS, SAFETEA-LU is scheduled to expire at the end of federal Fiscal Year 2009 (September 30, 2009); and

WHEREAS, Congress will be considering reauthorization of SAFETEA-LU during 2009; and

WHEREAS, SAFETEA-LU has a significant policy effect on transportation planning and decision-making and funding in the Portland metropolitan region; and

WHEREAS, reauthorization results in the "earmarking" or identification of specific projects and establishes the amount of federal funding eligible to be appropriated to those projects; and

WHEREAS, further review of proposed legislation will lead to possible amendment and refinement to this policy postion and project priority list; and

WHEREAS, at its meeting on _____, the Joint Policy Advisory Committee on Transportation recommended approval of the following; now therefore

BE IT RESOLVED that the Metro Council:

1. Endorses the Federal Transportation Authorization Policy Priorities as reflected in Exhibit A.
2. Endorses the projects identified in Exhibit B as the region's priority projects for SAFETEA-LU reauthorization earmarking.
3. Endorses the projects identified in Exhibit C as the regional priority projects for fiscal year 2010 appropriation earmarking.

ADOPTED by the Metro Council this _____ day of January 2009.

_____
David Bragdon, Council President

Approved as to Form:

_____
Daniel B. Cooper, Metro Attorney

DRAFT #6

Portland Metropolitan Area
Federal Transportation Authorization Policy Priorities

Implementing a Transportation Strategy for the 21st Century

Highlights are major changes since JPACT meeting

November 26, 2008

Introduction

The Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) was enacted August 10, 2005. SAFETEA-LU authorizes the Federal surface transportation programs for highways, highway safety, and transit for the 5-year period 2005-2009, expiring September 30, 2009. The House Transportation and Infrastructure Committee has initiated the authorization process for the new 5-6 year period through a series of hearings to solicit input and share proposals.

With America confronting a new era of economic crisis, fluctuating energy prices, rapidly escalating construction costs, deteriorating infrastructure, global climate change and the need to reduce greenhouse gases, the virtual bankruptcy of the federal highway trust fund, an aging population and increased global competition, the model represented by the Portland region's strategy should be viewed as the framework around which to authorize new national transportation legislation. Or, as suggested by Congressman James Oberstar, the Portland region serves as "the template for America."

Regional Strategy for Integrating Land Use and Transportation

For over 30 years, through strong regional cooperation and determination, the Portland region has been pursuing a radically different path than most urban areas of the United States. The result is economic vitality that positions the region well in a competitive global economy, produces a high level of livability enjoyed by its citizens and a pride in significant environmental accomplishments. In the 1970's, the region chose to arrest sprawl by establishing an enforceable urban growth boundary, cancel a long standing freeway expansion program, direct resources into a multi-modal transportation system and align regional and local land use plans to support growth in targeted centers and industrial areas and complement investments in the transportation system. Through this period, the region has leveraged federal transportation programs to support the regional strategy. Through successful application of flexibility provided through federal formula programs and competitive use of federal discretionary programs, particularly "New Starts," the region has implemented an integrated strategy of targeted highway expansion, aggressive transit expansion, demand management and system management. As a result of this direction, the region has continued to maintain a strong, globally competitive economy, attractive, livable communities and have more than met federal air quality standards. Declining vehicle travel per capita as a result of strong pedestrian, bike and

transit travel have established the Portland region in the position of best reducing greenhouse gases consistent with the national goal.

Changes to the national program consistent with the recommendations presented here can assist the region in implementing its strategy and could provide the framework for other regions to pursue. This strategy is based upon a collaborative transportation improvement strategy consisting of the following:

- a comprehensive approach to each major mobility corridor with targeted highway expansion, transit improvement, system management and integration with parallel arterials;
- aggressive development of a regional high capacity transit system comprised of light rail, commuter rail, streetcar and frequent bus service;
- implementation of an award-winning "Drive Less, Save More" demand management program;
- introduction of peak-period pricing with the replacement of the Columbia River Crossing;
- improvements for the movement of freight to industrial areas, marine and air cargo terminals and intermodal truck terminals;
- coordination with management of land uses; and
- coordination with programs to meet and exceed air pollution and air toxic standards, manage storm water runoff and reduce greenhouse gases to address climate change.

The next transportation authorization bill will encompass a very broad range of policy, programmatic and funding issues. The purpose of this paper is to define those elements of the bill that are of greatest concern to the Portland metropolitan area. This is presented in two parts: first, those issues that represent the most significant, overarching directions that the Portland region believes the bill should be structured around and second, a more detailed compilation of specific recommendations on aspects of the bill that impact the Portland region.

Priority Recommendations:

Metropolitan mobility: Recognize metropolitan mobility to support these urban economies as a key area of federal interest and establish a program structure to address a defined set of expected metropolitan mobility outcomes that provide the metropolitan area with adequate tools to implement a comprehensive program of multi-modal improvements.

Mega-projects: In addition to a formula-based Metropolitan Mobility Program, there is a need for a national discretionary funding program for transit and highway projects too large to implement through the cash-flow of an annual formula. Congress should retain and reform the New Starts/Small Starts program as a significant funding tool (rather than folding it into the Metropolitan Mobility program). In addition, retain and reform the Projects of National and Regional Significance.

Freight: Establish a program to address the movement of freight into and through metropolitan areas and across the country to ensure the federal interest in interstate commerce is addressed.

State of Good Repair: Provide funding to maintain, rehabilitate and manage the existing transportation asset with funding levels and program requirements tied to expectations on the condition of the system.

Funding: Provide a realistic funding increase tied to the outcomes that the federal legislation calls for. Without a funding increase, the program will have to be reduced by some 40% or more. If this is the case, managing and maintaining the existing asset will be all the program can fund. Furthermore, current funding levels are not sufficient to address the backlog of unmet maintenance and rehabilitation needs and an increase in funding is needed to fund improvements.

Climate change: Provide a clear integration with federal climate change policy. Individual projects cannot be held accountable for meeting regional greenhouse gas reduction targets. However, the overall regional system can be held accountable and the federal transportation programs should ensure this accountability (much like the current air quality conformity requirement).

Detailed Recommendations:

I. Program Focus

A. Energy Security and Global Warming -

At the same time that the transportation bill is up for authorization for the next six-year period, the Congress is also considering or has recently enacted legislation related to energy security and reducing greenhouse gases to support national climate change initiatives. It is important that these legislative initiatives be linked and that the transportation program reinforces and helps implement energy and greenhouse gas goals. In particular, if a carbon tax and/or a carbon cap and trade program is established, it should be structured to allow use of these funds on transportation projects that reduce greenhouse gases based upon the merits of those projects. Furthermore, if the carbon tax extends to motor vehicle fuel, these funds should be integrated with the broader transportation funding programs to ensure funding for transportation projects that reduce greenhouse gases in proportion to the share of greenhouse gases produced by motor vehicles. Finally, much like the transportation/Clean Air Act link, investments from the transportation bill should be consistent with energy and climate change mandates and include a conformity requirement.

B. Clearly establish the National Interest -

Since the completion of the Interstate system, the national purpose of the federal transportation program has been a shifting target. While ISTEA, TEA-21 and SAFETEA-LU have brought considerable state and local flexibility, the national debate has been dominated by funding equity issues (i.e.donor/donee)– which while very important – have crowded out a discussion of a performance based funding system. A lack of clarity in the program's mission has led to inadequate funding for the program**.** The key priorities for the Portland region that would help define the federal program's mission are as follows:

- Metropolitan Mobility – ensure the multi-modal transportation system supports the economic vitality of the nation's largest metropolitan areas where most of the economic activity exists.
- Interstate Commerce – ensure freight can be efficiently moved across the nation and globally through a multi-modal freight network providing for the movement of goods to and through metropolitan areas and connecting to international air cargo and marine ports.
- Manage the Asset – ensure that the substantial past federal, state and local investment in the transportation system is

maintained in good condition and is operated in an efficient manner.

- Safety – ensure the multi-modal transportation system moves goods and people in a safe manner.

II. Program Funding

A. Adequately fund the system –

There has been considerable erosion of the gas tax from construction inflation, increased fuel efficiency of the fleet and reduced fuel consumption as gas prices rise. As a result, there is a substantial shortfall in the Highway Trust Fund's Highway Account and Mass Transit Account, both to maintain current programs and to expand programs to meet actual need. In the next authorization bill (starting in Federal Fiscal Year 2010), the equivalent of at least a 10-cent gas tax increase is needed to simply maintain current program funding levels in SAFETEA-LU. Furthermore, according to the National Surface Transportation Policy and Revenue Commission, a 25 to 40-cent gas tax increase over the next 5-years plus indexing for inflation is needed to fully meet the Preservation, Safety and Expansion needs of the national transportation system.

Clearly, a substantial increase in federal funding is needed. Regardless of the overall funding level, the authorization bill should be clear about expected outcomes and then provide a sufficient funding level to meet those outcomes.

B. Take steps toward transitioning to a VMT fee

Although Oregon was the first to implement a gas tax as the primary method for funding transportation infrastructure, it is apparent that this mechanism is not sufficient in the future. It is an inelastic revenue source that has historically lost value to inflation and improvements in fuel efficiency and is currently losing revenue due to reductions in driving. As the national fleet continues to convert to higher fuel efficiency and electric vehicles in response to energy security and global warming concerns, the long-term viability of the revenue source is greatly threatened and its role as a "user fee" is undermined.

ODOT carried out a successful pilot project demonstrating that it is feasible to implement a VMT-based fee system as a long-term replacement for the gas tax. They demonstrated that the system is technically feasible, can be implemented at the gas pump, preserves individual privacy and can be implemented with variable rates accounting

for time of day and geography.

To advance the concept, the Congress should:

- Set a six-year timetable to complete development of a new system so it can be implemented in the next authorization cycle.
- Fund research and development efforts to identify the best option and design the system and technology required to implement it.
- Create working groups within US DOT to develop the system and an independent policy oversight body with the responsibility and authority to make recommendations to Congress.
- Give the Secretary of Transportation authority to require equipment be placed in all new vehicles in order to speed transition.

III. Program Direction

A. Metropolitan Mobility -

A Metropolitan Mobility Program should be established in the 50 largest metropolitan regions to ensure a focus on supporting the movement of goods and people in the metropolitan regions of the nation, which generate 60% of the value of US goods and services. An adequate transportation system is vital to continued productivity in our nation's metropolitan areas and therefore the economic well being of the nation. Funds from the program should be distributed for use in metropolitan areas in partnership between metropolitan planning organizations, states, transit operators and local governments to implement a comprehensive set of strategies to manage demand, improve operations, and expand multi-modal capacity, while meeting goals for the reduction of greenhouse gases. Performance standards should be set and serve as the basis for certification of compliance with federal requirements in those areas. Coordination with agencies responsible for land use and natural resources should be mandatory.

B. Freight -

One of the most important and constitutionally established functions of the federal government is to ensure the free-flow of interstate commerce, which is central to the transport of freight. Because of this mandate, the U.S. Department of Transportation should develop a national multi-modal freight transportation plan that articulates a vision and strategies for achieving national freight transportation objectives. Associated with that plan, the next authorization bill should establish an integrated freight

transportation program within the U.S. Department of Transportation, and coordination between the Transportation Department and other transportation-related federal agencies should be strengthened. Federal policies and funding should strengthen the capacity of all U.S. gateways to handle the increasing volume of international trade. Creating the capacity to move more freight on mainline and shortline railroads and waterways would generate cost, efficiency, and environmental benefits.

To implement the Freight Program, a multi-modal Freight Trust Fund should be established within the Highway Trust Fund, capitalized with traditional truck user fees, fuel taxes on railroads and customs and cargo fees (those that are not already dedicated to waterways improvements and maintenance).

C. Managing the Existing System –

To protect the substantial investment in the nation's transportation system, it is essential that the federal program manage the existing asset to the greatest extent possible. This includes:

- System preservation to ensure the existing system doesn't deteriorate so severely as to compromise its function and lead to a backlog of higher costs,
- Implementation of safety measures across all parts of the system to reduce fatalities and injuries, and
- Funding for new transportation system improvements must include adequate resources to manage and mitigate their environmental impacts, and incorporate sustainable stormwater management systems into their design.
- Funding investments in the rehabilitation and enhancement of historic inter-modal facilities.

D. System Management –

Management of the transportation system through Intelligent Transportation Systems equipment and operating practices provides a cost-effective means to realize the maximum possible performance of the existing investment. Toward this, the region has developed a Transportation and System Management and Operations (TSMO) plan and Implementation Strategy. Elements of the plan includes integrated signal systems, ramp metering, interactive information signage, incident response and transit and emergency vehicle priority. Federal legislation should provide specific eligibility for system management improvements and should ensure system management elements are included in expansion projects.

E. Demand Management -

Managing travel demand is an essential strategy to reduce VMT and to complement improvements to and management of the system. Programs aimed at employers and residents assist people to meet their travel needs while making use of biking, walking, transit, carpooling, vanpooling, trip chaining and avoiding the congested peak hour. Federal funding programs should include explicit eligibility for demand management programs to reduce vehicle-miles-traveled and single-occupant vehicle trips and ensure major system expansion projects include demand management strategies. This is essential to ensure that expansion projects are cost-effective, to keep costs to the consumer reasonable and to help meet energy and greenhouse gas reduction targets.

F. Bridges -

Although Oregon has addressed the condition of many bridges statewide through the Oregon Transportation Investment Act, there is a continuing need to address deficient bridges in order to avoid impacting commerce and safety. This requires a sustained and increased funding commitment and legislative changes to ensure investment in the highest priority bridges. Specific changes include:

- Elimination of the 10-year rule which removes any bridges that have been partially rehabilitated with federal funds from the formula used to apportion funds to the state;
- Allowing states that share an adequate amount of bridge funding with local agencies to waive the requirement to spend a minimum of 15% of the federal bridge funds on bridges that are off the federal-aid highway system. This provision was created to ensure federal bridge funds are sub-allocated to bridges under the jurisdiction of local governments and agencies. However, all local government bridges on the arterial and collector systems are "on-system," leading to a requirement to spend a disproportionately high funding level on very low priority bridges.
- Creation of a Seismic Retrofit Program within the federal bridge program.

G. Intercity Passenger Rail –

The Pacific Northwest Cascades Corridor from Eugene to Vancouver, BC is one of 10 major corridors nationally that have been designated for improvements that would increase the frequency and reliability of high-speed rail service. More frequent and reliable service could make intercity passenger rail a more viable travel alternative for trips between the

Northwest's urban areas and reduce pressure on I-5. The Winter Olympics to be held in British Columbia in 2010 afford the country an opportunity to showcase that High Speed Rail can succeed in the United States and the Pacific Northwest corridor should be a major investment focus in the next bill. The region should support programs designed to carry this out and in particular should guarantee a robust funding level for Amtrak.

H. Transit and Greenhouse Gases -

With the Nation facing higher oil prices, insecure oil supplies, and greenhouse gas reduction targets, the Transit Program needs new direction and emphasis. The nation now needs to build sustainable and energy-resilient cities so that the metropolitan areas responsible for two-thirds of our nations economic output remain strong. Transit also needs to serve the growing numbers of aging citizens. To make substantial progress toward these goals, the transit program needs to grow aggressively, as suggested below:

- Increase funding for transit as recommended by the National Commission from $10.3 billion annually in FFY 2009 to a range of $21 to $32 billion. (Note: FFY 09 transit funding is $8.3 billion from the trust fund, and $1.98 billion from the general fund for new and small starts). Cover the current general fund portion of the total from an augmented trust fund.
- The Fixed Guideway Modernization program should increase from $1.6 billion annually to between $4 billion and $6 billion; growing at a rate which reflects the addition of eligible rail miles throughout the nation and the aging of the nation's essential urban transit infrastructure.
- Increase the funding for Section 5307 Urbanized Area formula funds to reflect the growth in employment and the travel needs of the demographic tsunami of aging citizens. Funding should be increased from $4 billion to between $8.5 billion and $11 billion.
- Increase the New Starts overall funding from $1.6 billion to a range of $6 billion to $11 billion annually; and Small Starts from $200 million to $500 million to $1 billion annually.
- Turn the Section 5309 Bus and Bus Facilities into the 'Very Small Starts' competitive program per current FTA guidelines (which establishes minimum 'warrants' for cost effective bus investments), and combine it with other miscellaneous grant programs such as the intermodal terminals program. Increase funding from $1 billion annually to between $2 billion and $3 billion.

I. New Starts/Small Starts -

The New Starts program has been important to building the Portland region's regional rail infrastructure, including light rail (MAX), streetcar, and commuter rail (WES). The New Starts program under the current administration has discouraged the local/federal partnership in transit, as evidenced by the decline of rail projects in the New Starts pipeline and failure to streamline smaller projects as intended by the Small Starts Program. Given the nation's need to build stronger cities, address energy security and sustainability, this must be reversed. Reauthorization priorities must focus on improving project evaluation and streamlining project delivery.

J. Walking and Cycling -

A number of converging trends – increasing gas prices, worsening congestion, growing health problems related to inactivity, climate change – all argue for increasing our national commitment to active transportation. Safer and more convenient on-street routes and off-street trails lead to substantial increases in mode share for walking and cycling, which, in addition to addressing the issues cited above, also reduces wear and tear on our nation's aging infrastructure. Metro, working with government and nonprofit partners throughout the region, has convened a Blue Ribbon Committee for Trails that is developing strategies to create the most complete urban trails network in the US. The Rails to Trails Conservancy (RTC) has launched a "2010 Campaign for Active Transportation" that aims to double federal funding for walking and biking infrastructure in the upcoming federal transportation authorization bill. The City of Portland and Metro took the lead in submitting a "case statement" to the RTC that includes a list of projects that illustrate the potential impact of walking and cycling investments. Congress should support the RTC's proposal to invest at least $50 million in each of 40 metropolitan areas in the US as a means to substantially increase mode share for cycling and walking.

K. Highway Project Delivery -

Federal transportation and environmental laws contain rigorous protections that ensure transportation projects do not unnecessarily harm the human and natural environment. Too often, however, these requirements add time and cost to projects without a corresponding improvement in environmental outcomes. Oregon, with its strong green ethos and focus on sustainability, has been a leader in ensuring that transportation projects complement rather than compromise the natural and human environment.

In order to further streamline the regulatory process, Congress should

consider a number of steps:

- Focus on accountability for overall environmental outcomes, not following processes that may or may not make sense for a particular project.
- Move FHWA from a permitting role to a quality assurance role, so the federal government would ensure environmental outcomes without having to approve every action.
- Enable and encourage states to use programmatic permits that provide a single set of terms and conditions for a specific type of work and specify expected environmental outcomes.
- Enable and encourage states to use a streamlined environmental review process that brings regulatory agencies into the project development process to identify and address issues at an early stage, such as the Collaborative Environmental and Transportation Agreement for Streamlining (CETAS) program that was pioneered by ODOT.

L. Critical Highway Corridors -

The next authorization bill should create a discretionary funding category for large, complex projects that generate benefits of national significance or of significance beyond the area within which they are located. Congress should continue the "Projects of National and Regional Significance" program created under SAFETEA-LU and also consider creating a program focused on the high-priority trade corridors such as Interstate 5 that carry most of the nation's commerce and are disproportionately impacted by rapidly rising truck volumes.

Any project to address the Columbia River Crossing will depend on this program for funding and should not be expected to be funded through the customary federal funding formulas to states and metro areas. The Columbia River Crossing Project is a model for this funding program and advances the region's strategy of implementing targeted highway improvement programs, aggressively expanding transit, managing demand, particularly through peak period pricing and managing the operation of the system. Implementation of this strategy is carried out through the following key elements:

- Replacement of the antiquated I-5 draw bridges with a new, expanded bridge;
- Reconstruction of approach interchanges to meet merge, weave and safety standards;
- Extension of light rail transit from Portland, Oregon to Vancouver, Washington;
- Financing predominantly through the implementation of tolls on a peak-period pricing basis.
- In addition to these project elements, the project is integrated

with the regional demand management program, the freeway system management program and a program to address environmental justice issues in the corridor.

M. Urban Highway Design Standards –

Federal design standards as they are applied in urban areas lead to conflicts between the land use and environmental objectives of the community and the design for roadway improvements. Of particular concern are the following circumstances:

- Boulevards/Main Streets – As a state highway built to operate as an arterial-type facility passes through a compact downtown type area, it is essential that the design treatment shift from an objective to move traffic quickly to an objective of slowing traffic, minimizing impacts and creating a compatible urban streetscape. These designs are chronically difficult to obtain approval for through FHWA. Design standards need to be revised to allow development and approval of these types of projects on a more routine basis.
- Parkways – New or expanded expressways through rural and urbanizing areas on the outskirts of metropolitan areas are increasingly difficult to build due to their environmental impacts. As an alternative to a conventional 60-70 mph fully limited access facility, there should be the option of developing a fully or partially limited access facility built to a 35-45 mph standard. This would allow tighter vertical and horizontal curves and a smaller cross-section, thereby allowing a project that can be more readily accommodated following the contours of the land and minimizing impacts.
- Orphaned or Abandoned Highways – It is common for an old arterial-type state highway to be functionally inadequate for through traffic due to the development pattern that has been established over time. In many cases, these state highways were bypassed by higher speed limited access facilities. In these circumstances, the old state highway generally falls into a state of disrepair since it no longer is of highest priority for the state transportation department. A program could be established to transfer these facilities from the state agency to the local government in recognition of their defacto function as a local facility. Funding should be provided to bring the state highway to an urban street standard in exchange for a transfer of ownership.
- Green Infrastructure – One of the biggest sources of polluted stormwater run-off is from streets and highways. Since state and local governments are under the federal mandate of the

Clean Water Act to address this issue, there should be further assistance through the federal transportation program to develop green infrastructure approaches, including stormwater infiltration design guidelines, research and development of improved green techniques, funding eligibility for green techniques and performance monitoring to evaluate the effectiveness of these techniques over time.

Regional Project Requests

Criteria

Projects must include a narrative describing how it is consistent with the region's integrated land use and transportation strategy – the 2040 Growth Concept (see narrative page 1).

Project must be in the financially constrained RTP.

The project request must be deliverable within the 6-year timeframe of the legislation.

The jurisdiction making the request must be prepared to deliver a logical project or project phase in the event of receipt of less than the requested amount. The project must be capable of being scaled down to have a smaller phase fit within the earmark or supplemented by the local government to make up the shortfall.

For requests for project planning or engineering or a partial funding request for construction, the jurisdiction should provide a financial strategy on how the ultimate project construction will be funded.

In light of the on-going development of the RTP and the likely 1-2 year period that will be required for Congress to adopt new authorization legislation, an adopted project list should remain flexible to be reexamined in the future.

The final project list should be adopted as part of the region's priorities. It should include:

1. Priorities adopted by the Oregon Transportation Commission. Note: projects that the region recommended that the OTC consider as part of their priorities that the OTC does not include may be considered for inclusion under #4 below.
2. Priorities for New Start and Small Start Programs for continued implementation of the region's light rail, streetcar and bus rapid transit system consistent with the Federal Transit Administration's project development process and the upcoming High Capacity Transit System Plan. TriMet and Metro to recommend the list for JPACT's consideration.
3. Support for reauthorization through the research section of the bill of the Oregon Transportation Research and Education Consortium (OTREC).
4. Priorities for local projects to be funded through the "highway" component of the bill based upon the following guidelines:
    a. The three counties will organize the priorities for the jurisdictions within each county.
    b. Each county and their respective cities will endeavor to submit a list that is reasonable in the size of the overall request.
    c. Each counties and their respective cities lists will be prioritized at least to the level of top third, middle third and bottom third.
    d. Metro requests should be for programs of region wide benefit.

Note: Draft project lists are due December 10 for discussion by JPACT December 11.

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Exhibit B to Res. No. 09-4016

AUTHORIZATION PRIORITIES

Map Number	Project Description	Funding Request ($millions)	Sponsor	Congressional District	Purpose	Program Category	Priority
Northwest National Highway Project							
	Columbia River Crossing Project	$400.00	ODOT and WSDOT	OR-3/WA-3	PE/ROW/Construction	Highway or Bridge	
Oregon Transportation Commission Priorities							
	I-84/Central Multnomah County ITS	$3.00	City of Gresham	OR-3		Highway or Bridge	
	I-205 to I-5 Southbound Auxiliary Lanes	$14.35	ODOT		Construction	Highway or Bridge	
	OR 99W/McDonald Intersection	$4.50	City of Tigard	OR-1		Highway or Bridge/Bike & Ped.	
	I-205/Airport Way Interchange	$20.00	Port of Portland	OR-3	Construction	Highway or Bridge	A
	I-84/257th Ave. Troutdale Interchange	$20.00	Port of Portland	OR-3	Construction	Highway or Bridge	A
	Sunrise Corridor - Phase 1 - Hwy 212-224/82nd Ave. Grade Separation	$30.00	Clackamas County	OR-3	PE/ROW	Highway or Bridge	
Transit Priorities							
	South Corridor Light Rail ($80 m. in 2010, $25 m. in 2011)	$345.40	TriMet			New Starts	
	Eastside Streetcar Loop	$75.00	City of Portland			Small Starts	
	Portland to Milwaukie - New Starts	$850.60	TriMet		PE/Final Design/Construction	New Starts	
	Columbia River Crossing - New Starts	$750.00	ODOT/WSDOT		PE/Final Design/Construction	New Starts	
	Portland to Lake Oswego Streetcar - New Starts or Small Starts	$237.30	City of Lake Oswego/TriMet		Planning/PE	New or Small Starts	
	Portland to Tigard/99W (or Hwy 217) Alternatives Analysis		City of Tigard/TriMet		Planning/PE	New Starts	
	Hillsboro to Forest Grove Alternative Analysis		City of Forest Grove/TriMet		Planning/PE	New Starts	
	East Metro North South HCT Alternative Analysis		City of Gresham/TriMet		Planning/PE	New Starts	
	Light Rail to Oregon City Alternative Analysis		Clackamas County/TriMet		Planning/PE	New Starts	
	Union Station Rehabilitation	$24.00	City of Portland		Construction	Intermodal Facilities (Passenger)	
	Wilsonville SMART Fleet Services Facility	$7.00	City of Wilsonville/SMART		Construction	Bus, Bus equipment or Bus Facility	A
	SMART Bus Replacements	$2.70	City of Wilsonville/SMART			Bus, Bus equipment or Bus Facility	B
	Wilsonville SMART Offices/Administration Facility	$1.50	City of Wilsonville/SMART		Construction	Bus, Bus equipment or Bus Facility	C
	Westside Light Rail Park and Ride Capacity Expansion		Washington County		Construction		
	College Station TOD (at PSU)	$10.00	PSU/TriMet				
	Gresham Civic Neighborhood Station/TOD/Parking Structure		City of Gresham		Acquisition	Bus, Bus equipment or Bus Facility	
	TriMet Buses	$15.40	TriMet				
	West Metro HCT Bus Rapid Transit		Metro	OR-1	AA	Bus, Bus equipment or Bus Facility	
	Central East HCT Bus Rapid Transit		Metro	OR-3	AA	Bus, Bus equipment or Bus Facility	
	Protoype Diesel Multiple Uniti (commuter rail vehicles)	$5.00	TriMet	OR-1,3,5	Engineer/manufacture	New Starts	
Regional Program Priorities							
	Non-Motorized Mobility Strategy (on and off-street bike paths)	$75.00	Metro	OR-1,3,5	PE/ROW/Construction	Bicycle and Pedestrian	A
	Regional Arterial Management Program (signal system coordination)	$12.00	Metro	OR-1,3,5	PE/Construction	System Management	A
	Drive Less Save More Marketing Pilot Project	$4.50	Metro	OR-1,3,5	Marketing	Transportation Demand Management	A
	Regional Multi-Modal Safety Education Initiative	$4.50	Metro	OR-1,3,5	Planning/Implementation	Safety	A
	Transit Station Area Connectivity Program to promote transit oriented development	$20.00	Metro	OR-1,3,5	PE/ROW/Construction	Transit Oriented Development	A
Trail, Bike, Pedestrian Improvement Priorities							
	Clackamas County Jurisdictions						
	Phillips Creek Trail - I-205 Trail to N. Clackamas Greenway	$2.27	Clackamas County			Bicycle and Pedestrian	
	Regional Trails Master Plans	$1.10	Clackamas County				
	Multi-use Local/Regional Trail and PRT Study	$1.00	City of Damascus			Planning	
	Mt. Scott Trail - Mt. Talbert to Springwater Corridor	$4.60	Happy Valley	OR-3		Bicycle and Pedestrian	
	Scouter's Mt. Trail - Springwater/Powell Butte to Springwater	$7.37	Happy Valley	OR-4		Bicycle and Pedestrian	
	Iron Mtn. Bike Lanes - 10th St. to Bryant Rd.		City of Lake Oswego	OR-3	Construction	Bicycle and Pedestrian	
	Carmen Drive Sidewalk and Bike Lanes from Meadow Rd. to I-5	$1.70	City of Lake Oswego	OR-3	Construction	Bicycle and Pedestrian	
	Pilkington Sidewalk and Bike Lanes from Boones Ferry to Childs Rd.	$5.25	City of Lake Oswego	OR-3	Construction	Bicycle and Pedestrian	
	17th Ave. Trolley Trail Connector	$3.20	City of Milwaukie	OR-3	PE/ROW/Construction	Bicycle and Pedestrian	B
	Monroe Bike Blvd.	$2.00	City of Milwaukie	OR-3	Construction	Bicycle and Pedestrian	C
	Downtown Milwaukie Station Streetscape	$5.00	City of Milwaukie	OR-3	Construction	Bicycle and Pedestrian	A
	Barlow Rd. Trail - Abernethy Rd.. To Oregon City Limits	$0.50	City of Oregon City				

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Map Number	Project Description	Funding Request ($millions)	Sponsor	Congressional District	Purpose	Program Category	Priority
	Oregon City Loop Trail - Beavercreek Rd. to Hwy. 213	$1.50	City of Oregon City				
	Newell Creek Canyon Trail (East) Hwy 213 & Redland Rd. to Beavercreek Rd.	$1.50	City of Oregon City				
	Willamette River Greenway Trail - Willamette Park to Lake Oswego Willamette River Trail	$1.00	City of West Linn				
	French Prairie Bike-Ped-Emergency Bridge Over Willamette River	$12.60	City of Wilsonville	OR-5	PE/Construction	Bike/Ped/Emergency Services	A
	Tonquin Trail Tualatin/Sherwood to Washington/Clackamas County Line	$1.00	City of Wilsonville				
	Tonquin Trail - Washington/Clackamas County Line to Boones Ferry Landing	$1.00	City of Wilsonville				
	Multnomah County Jurisdictions						
	Main Street Ped. & Streetscape Improvements (5th St. to Division)		City of Gresham	OR-3	PE/Construction	Bicycle and Pedestrian	
	Gresham/Fairview Trail, Phase 4/5		City of Gresham	OR-3	PE/Construction	Bicycle and Pedestrian	
	Portland Citywide Bicycle Boulevard Construction	$25.00	City of Portland	OR-3		Bicycle and Pedestrian	A
	102nd Ave. St. Improvement: Project Phase II - NE Glisan to SE Washington St.	$6.10	City of Portland	OR-3	Construction	Bicycle and Pedestrian	A
	Washington County Jurisdictions						
	Westside Regional Rail Trail		Washington County	OR-1	PE/Construction	Bicycle and Pedestrian	A
	Council Creek Regional Trail: Banks to Hillsboro	$5.25	Washington County	OR-1	Planning/PE	Bicycle and Pedestrian	A
	Tonquin Trail/Cedar Creek Corridor	$2.50	Washington County	OR-1	Construction	Bicycle and Pedestrian	A
Road, Street and Bridge Priorities							
	Clackamas County Jurisdictions						
	Sunrise System: Parkway Demonstration Project	$30.00	Clackamas County	OR-3	Planning	Highway or Bridge	A
	172nd Ave. Improvements (Sunnyside Rd. to 177th Ave.)	$15.00	Happy Valley	OR-5	ROW/PE	Highway or Bridge	A
	162nd Ave. (South) Improvements (157th Ave. to Hwy 212)	$8.00	Happy Valley	OR-6	ROW/PE	Highway or Bridge	B
	Kellogg-for-Coho Initiative	$4.00	City of Milwaukie	OR-3	Planning/PE/Construction	Highway or Bridge	A
	OR 213 (Cascade Hwy. South): I-205 (East Portland Freeway) - Redland Road (Jug Handle Project)	$12.00	City of Oregon City	OR-5	PE/Construction	Highway or Bridge	
	OR 213/Redland Rd. Intersection Improvements	$5.40	City of Oregon City	OR-5	PE/Construction	Highway or Bridge	
	Kinsman Road Freight Route Extension Project, Phase I	$10.50	City of Wilsonville			Highway or Bridge	A
	Tooze Road Improvements (Boekman Rd. West Extension Phase 2)	$2.50	City of Wilsonville	OR-5	ROW/Construction	Highway or Bridge	B
	Multnomah County Jurisdictions						
	Rockwood Town Center		City of Gresham	OR-3	PE/Construction	Intermodal Facility (Passenger/Freight)/Bike/Ped	
	Troutdale Reynolds Industrial Park Road Improvements	$6.00	Port of Portland	OR-3	Construction	Highway or Bridge	A
	East Burnside/Couch Couplet, NE 3rd Ave. to NE 14th Ave.	$17.80	City of Portland	OR-3	PE/Construction	Highway or Bridge	A
	SW Capitol Hwy: Multnomah to Taylors Ferry	$12.00	City of Portland	OR-5	PE/Construction	Bicycle and Pedestrian	A
	Tabor to the River/SE Division St. Reconstruction, Streetscape & Green Infrastructure Project	$11.00	City of Portland	OR-3	PE/Construction	Highway or Bridge	A
	Sellwood Bridge on SE Tacoma St. between Hwy 43 & SE 6th Ave.	$100.00	Multnomah County	OR-3, 5	Construction	Highway of Bridge	A
	Washington County Jurisdictions						
	OR 10 Farmington Rd. at Murray Blvd. Intersection Safety & Mobility Improvements	$8.00	City of Beaverton	OR-1	ROW/Construction	Highway or Bridge	A
	Nimbus Extension from Hall Blvd. To Denney Rd.	$15.40	City of Beaverton	OR-1	Construction		B
	Hwy 26/Shute Rd. Interchange	$10.00	City of Hillsboro	OR-1	PE/ROW	Highway or Bridge	A
	124th Ave. Extension: Tualatin-Sherwood to Tonquin	$8.00	Washington County	OR-1	Preliminary Engineering	Highway or Bridge	A
	Bethany Overcrossing of Hwy 26	$10.00	Washington County	OR-1	Construction	Highway or Bridge	A
	OR10: Olseon/Scholls Ferry Intersection	$11.00	Washington County	OR-1	ROW	Highway or Bridge	B
	Walker Road: 158th to Murray	$10.00	Washington County	OR-1	Construction	Bicycle and Pedestrian	B
	Farmington Rd.: Kinnaman to 198th	$30.00	Washington County	OR-1	Construction	Bicycle and Pedestrian	C
	Hwy. 99W/Sunset/Elwert/Kruger Intersection	$2.50	City of Sherwood	OR-1	Construction		B
	72nd Ave.: Dartmouth St. to Hampton St.	$13.00	City of Tigard	OR-1	Construction	Highway or Bridge	B
Research							
	OTREC						
Regional Support for Transit Priorities Outside Metro							
	City of Sandy Transit	$1.50	City of Sandy	OR-3		Bus, Bus equipment or Bus Facility	A
Non Transportation Bills							

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Exhibit C to Res. No. 09-4016

FY '10 APPROPRIATIONS PRIORITIES

Map Number	Project Description	Funding Request ($millions)	Sponsor	Congressional District	Source of Federal Funds	Purpose	Program Category
Northwest National Highway Project							
	I-5 Columbia River Crossing	$3.00	ODOT & WSDOT	OR-3/WA-3	Interstate Maintenance Discretionary	PE/ROW	Highway or Bridge
Oregon Transportation Commission Priorities							
Regional Transit Priorities							
	High Priority HCT in Washington County	$1.00	Washington County	OR-1	FTA 5309 New Starts	AA	
	Washington County - consolidated park-in-ride improvements	$15.00	TriMet	OR-1		Final Design/Construction	New Starts?
	Wilsonville SMART Fleet Services Facility	$1.20	City of Wilsonville/SMART	OR-5	FTA 5309 Bus & Bus Facilities	Construction	Bus, Bus Equipment or Bus Facility
	South Corridor Light Rail	$80.00	TriMet	OR-3	FTA 5309 New Starts	Construction	New Starts
	Portland to Milwaukie Light Rail	$25.00	TriMet	OR-3	FTA 5309 New Starts	Final Design/ROW	New Starts
	Portland to Lake Oswego Street Car	$4.00	City of Lake Oswego/TriMet/Metro	OR-5	FTA 5339 Alternatives Analysis	DEIS/FEIS	New Starts/Small Starts
	Eastside Streetcar Loop	$25.00	City of Portland	OR-3	FTA 5309 Small Starts	Construction	Small Starts
	TriMet Bus Replacement	$15.40	TriMet	OR-1,3,5	FTA 5309 Bus & Bus Facilities	Acquisition	Bus, Bus Equipment or Bus Facility
Regional Street & Bike, Pedestrian and Trail Priorities							
	Sandy River Trail Connections	$5.00	Multnomah County	OR-3	National Scenic Area Act	Construction	Bicycle & Pedestrian
	SE 122nd Ave. Sidewalk Construction	$2.12	City of Portland	OR-3		Construction	Bicycle & Pedestrian
	High Priority Trail Projects in Washington County	$1.00	Washington County	OR-1			Bicycle & Pedestrian
	17th Avenue Trolley Trail - Springwater Connector	$3.36	City of Milwaukie	OR-1			Bicycle and Pedestrian
	French Prarie Bike-Ped Emergency Bridge over Willamette River, Wilsonville	$2.10	City of Wilsonville	OR-5			Bicycle and Pedestrian/Emergency Services
Roads, Street and Bridge Priorities							
	Springwater Industrial Area Phase I Access	$5.00	City of Gresham	OR-3		PE/ROW/Construction	Highway or Bridge
	SW Vermont St./Capitol Highway - 30th Ave. Intersection Reconfiguration	$1.71	City of Portland	OR-5		Construction	Bicycle & Pedestrian
	122nd/129th Ave. - Sunnyside to King Rd.	$2.00	City of Happy Valley	OR-3		PE/ROW	Highway or Bridge
	Kellogg-for-Coho Initiative	$1.50	City of Milwaukie	OR-1			Highway or Bridge/Bicycle and Pedestrian
	Kinsman Road Freight Route Extension Project, Phase I	$4.38	City of Wilsonville	OR-5			Highway or Bridge
	95th Ave/Boones Ferry Rd/Commerce Circle Intersection Improvements	$1.20	City of Wilsonville	OR-5			Highway or Bridge
	124th Ave. Extension: Tualatin-Sherwood to Tonquin	$4.00	Washington County	OR-1		PE	Highway or Bridge
	SW Farmington Road Arterial Adaptive Signal Control	$0.67	Washington County	OR-1			Highway or Bridge
Research							
Regional Support for Transit Priorities Outside Metro							
	City of Sandy Transit	$0.60	City of Sandy	OR-3	FTA 5309 Bus & Bus Facilities	Acquisition	Bus, Bus Equipment or Bus Facility
	Rural Fixed Bus Route - Sandy, Mollala, Canby		Clackamas County	OR-3, 5	FTA 5309 Bus & Bus Facilities	Acquisition	Bus, Bus Equipment or Bus Facility
	South Clackamas Transportation District Bus Facility	$0.40	SCTD	OR-5	FTA 5309 Bus & Bus Facilities	Construction	Bus, Bus Equipment or Bus Facility
	South Clackamas Transportation District Bus Replacement	$0.27	SCTD	OR-5	FTA 5309 Bus & Bus Facilities	Acquisition	Bus, Bus Equipment or Bus Facility
Non Transportation Bills							
	Columbia River Channel Deepening Project	$25.00	Port of Portland		Energy & Water	Construction	
	Beaver Creek Culvert Replacement Project	$6.00	Multnomah County	OR-5	Fish & Wildlife	Construction	
	Willamette Locks	$2.00	Clackamas County	OR-3	Army Corps of Engineers	Inspection and Repair	

Where do people bicycle?

The role of infrastructure in determining bicycling behavior

Jennifer Dill, Ph.D.
Center for Transportation Studies

ibpi
Portland State UNIVERSITY

Research Project

- Where the data are from
  - Random phone survey of over 500 Portland area adults (Fall 2005)
  - GPS data collected from 164 bicyclists for one week each (April through November 2007)
    Note: not a random sample
- Where the money came from
  - Active Living Research program of the Robert Wood Johnson Foundation
  - Oregon Transportation Research & Education Consortium (OTREC)

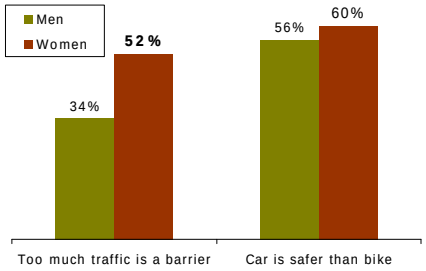
Why aren't people cycling more?

Do any of the following environmental barriers keep you from biking or biking more?	Of people who want to cycle more, % of category that identified this barrier		
	Non-cyclists	Recreation Only Cyclists	Infrequent Utilitarian Cyclists
Too much traffic	**60%**	**65%**	**40%**
No bike lanes or bike trails	33%	47%	28%
No safe places to bike nearby	33%	38%	18%
Too many hills	28%	36%	32%
Distances to places are too great	26%	29%	27%
Poorly maintained streets or rough surfaces	27%	20%	10%
No interesting places to bike to	26%	20%	14%
n (weighted)	168	81	90

Source: random phone survey

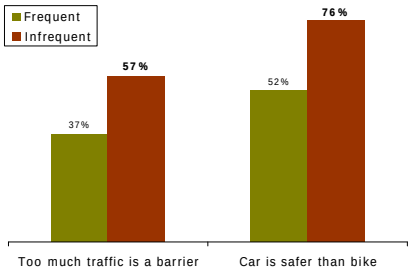
Traffic is a particular concern for women

- Women are less likely to cycle for transportation



Source: random phone survey

Traffic and safety concerns are holding back infrequent cyclists



Source: random phone survey

Priorities for route choice

	Mean score 1=not at all impt, 5=very impt	
	Men	Women
Avoiding streets with lots of vehicle traffic	**3.46**	**3.77**
Minimize total distance	**3.31**	**3.73**
Riding in a bike lane	2.98	2.97
Reducing wait time due to stop signs/lights	2.59	2.70
Riding on signed bike routes	2.60	2.68
Riding on an off-street bike trail/path	2.19	2.31
Avoiding hills	**1.92**	**2.28**
N (trips)	863	762

Data from trips recorded by GPS.
Excluded transit and exercise trips

The role of infrastructure

- 1,777 bike trips that were 100% on bike
  - of 1,952 total
- Compared trips to "shortest path" routes

Actual Trips

Shortest Paths

Metro TPAC, December 5, 2008

Cyclists are using bike infrastructure

	% of utilitarian **bike travel** (miles) Actual Routes
Roads without bike facilities	**48%**
Primary arterials/highways, no bike lanes	3%
Secondary arterials, no bike lanes	16%
Minor streets, no bike lanes	28%
Driveways, alleys, unimproved roads	1%
Bike infrastructure	**51%**
Primary arterials/highways, with bike lanes	9%
Secondary arterials, with bike lanes	15%
Minor streets, with bike lanes	3%
Bike paths	14%
Bike boulevards	10%
Total miles of travel	*6,131*

Excludes trips involving transit, trips with the main purpose of exercise, organized rides, and trips starting and ending at the same place

Metro TPAC, December 5, 2008

Cyclists are using bike infrastructure

	% of utilitarian **bike travel** (miles) Actual Routes	**% of network**
Roads without bike facilities	**48%**	**92%**
Primary arterials/highways, no bike lanes	3%	4%
Secondary arterials, no bike lanes	16%	13%
Minor streets, no bike lanes	28%	63%
Driveways, alleys, unimproved roads	1%	12%
Bike infrastructure	**51%**	**8%**
Primary arterials/highways, with bike lanes	9%	3%
Secondary arterials, with bike lanes	15%	2%
Minor streets, with bike lanes	3%	1%
Bike paths	14%	2%
Bike boulevards	10%	<1%
Total miles of travel	*6,131*	

Excludes trips involving transit, trips with the main purpose of exercise, organized rides, and trips starting and ending at the same place

Metro TPAC, December 5, 2008

Cyclists are going longer distances to use bicycle infrastructure

	% of utilitarian **bike travel** (miles) Actual Routes	Shortest Path Routes	**% of network**
Roads without bike facilities	**48%**	**66%**	**92%**
Primary arterials/highways, no bike lanes	3%	15%	4%
Secondary arterials, no bike lanes	16%	21%	13%
Minor streets, no bike lanes	28%	29%	63%
Driveways, alleys, unimproved roads	1%	1%	12%
Bike infrastructure	**51%**	**34%**	**8%**
Primary arterials/highways, with bike lanes	9%	9%	3%
Secondary arterials, with bike lanes	15%	13%	2%
Minor streets, with bike lanes	3%	2%	1%
Bike paths	14%	6%	2%
Bike boulevards	10%	4%	<1%
Total miles of travel	*6,131*	*4,629*	

Excludes trips involving transit, trips with the main purpose of exercise, organized rides, and trips starting and ending at the same place

Metro TPAC, December 5, 2008

Comparing Men and Women

	Men Actual Routes	Shortest Path Routes	Diff.	**Women** Actual Routes	Shortest Path Routes	Diff.
Arterials without bike lanes	20%	38%	-18%	15%	32%	-16%
Roads with bike lanes	30%	25%	+4%	24%	22%	+2%
Off-street paths	15%	6%	+8%	12%	5%	+7%
Bike boulevards	8%	4%	+5%	13%	5%	+8%
Low traffic streets (including bike blvds)	36%	31%	+5%	51%	42%	+9%
Total miles of travel	*4,003*	*2,904*		2,097	1,686	

Excludes trips involving transit, trips with the main purpose of exercise, organized rides, and trips starting and ending at the same place

Metro TPAC, December 5, 2008

What is the data telling us?

- Traffic and a concern for safety is discouraging more bicycling, particularly among non-cyclists, recreational cyclists, and women
- Bicyclists value the infrastructure provided
- Many bicyclists are demonstrating a preference for facilities that reduce exposure to motor vehicle traffic
- But, minimizing distance is also a priority

Next steps

- Stay tuned for more results http://www.ibpi.usp.pdx.edu/
- Using the data to improve Metro's ability to model bicycling

DRAFT

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ENDORSING THE TRANSPORTATION FOR AMERICA POSITION ON REAUTHORIZATION OF THE SAFE, ACCOUNTABLE, FLEXIBLE, EFFICIENT, TRANSPORTATION ACT:A LEGACY FOR USERS (SAFETEA-LU)	)))	RESOLUTION NO. 08-4013 Introduced by Councilor Rex Burkholder

WHEREAS, the Safe, Accountable, Flexible, Efficient, Transportation Act: A Legacy for Users (SAFETEA-LU) was adopted by Congress in 2005; and

WHEREAS, SAFETEA-LU is scheduled to expire at the end of federal Fiscal Year 2009 (September 30, 2009); and

WHEREAS, Congress will be considering reauthorization of SAFETEA-LU during 2009; and

WHEREAS, SAFETEA-LU has a significant policy effect on transportation planning and decision-making and funding in the Portland metropolitan region; and

WHEREAS, Transportation for America is a coalition of national organizations that advocate on transportation, land use, environmental, health, energy and social issues of importance to metropolitan areas, and

WHEREAS, Transportation for America has developed a platform for authorization of the new federal transportation bill that addresses the critical need for a balanced, multi-modal transportation system integrated with economic, community, health, social equity, energy and climate change objectives; now therefore

BE IT RESOLVED that the Metro Council:

Endorses the Transportation for America Platform for the Surface Transportation Program Authorization as reflected in Exhibit A.

ADOPTED by the Metro Council this _____ day of December 2008.

_____
David Bragdon, Council President

Approved as to Form:

_____
Daniel B. Cooper, Metro Attorney

Exhibit A to Res. No. 08-4013

Transportation For America

Platform for the Surface Transportation Program Authorization

Executive Committee

Transportation for America has formed a broad coalition of housing, environmental, public health, urban planning, transportation, real estate, local businesses, and other organizations. We're all seeking to align our national, state, and local transportation policies with an array of issues like economic opportunity, climate change, energy security, health, housing and community development. Our coalition continues to grow. For a current list of partners and more information, please visit our website: www.t4america.org Listed below are the Executive Committee member organizations; each played a critical role in shaping the platform.

The T4America Executive Committee

Reconnecting America (Co-Chair)
www.reconnectingamerica.org

Smart Growth America (Co-Chair)
www.smartgrowthamerica.org

Action! For Regional Equity (Action!)
www.policylink.org/BostonAction/

America Bikes
www.americabikes.org

American Public Health Association (APHA)
www.apha.org

Apollo Alliance
www.apolloalliance.org

LOCUS – Responsible Real Estate Developers and Investors

National Housing Conference
www.nhc.org

National Association of City Transportation Officials (NACTO)
www.nacto.org

National Association of Realtors
www.realtor.org/smartgrowth

Natural Resources Defense Council
www.nrdc.org

PolicyLink
www.policylink.org

Surface Transportation Policy Partnership (STPP)
www.transact.org

Transit for Livable Communities (TLC)
www.tlcminnesota.org/

US PIRG
www.uspirg.org

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Introduction

A Critically Important Program

In 2009, Congress will be working on legislation authorizing and updating the federal surface transportation program. This program guides the federal expenditure of just over $50 billion annually for public transit, rail, highway, bicycle and pedestrian facilities and services across the country. The money is granted principally to state transportation departments, local and regional transit agencies and metropolitan planning organizations.

However, the importance of federal surface transportation program goes far beyond its size.

Transportation policy is perhaps our most important tool for improving our nation's global economic competitiveness and the health and quality of life for households and individuals, and for increasing personal economic opportunity – the foundation of America's economic vitality and strength. Transportation networks are fundamental to how we grow, develop and prosper.

The federal surface transportation program directly influences how states, regions and cities invest in transportation. To a significant degree it determines what the country's transportation networks – interstate, regional and local – will be and how they will function.

This T4America Platform is intended to guide drafting of the authorization bill, which for many reasons promises to be one of the most important pieces of legislation to be taken up by the next Congress. The Platform reflects the work of a wide range of individuals and organizations with expertise in transportation, housing, environment, energy, real estate and development, public health and local governance.

The Federal Role in Surface Transportation

History of the Federal Program

The first national "fuel taxes" were passed in 1932 to support the federal budget which was in deficit due to the Great Depression. The tax rate was increased periodically over the years, primarily to support the national defense budget. The concept of a "user fee" dedicated to development of roads was inaugurated with the 1956 Highway Revenue Act creating the Highway Trust Fund (HTF).

Most people think of the first phase of the federal transportation program – from the mid-1950s to today – as the "Interstate Highway Era." The Interstate System was conceived as a means of connecting the cities and regions of the country to strengthen the national economy, and as necessary to ensuring the national defense. This idea was first promoted by the "better roads" movement in the 1930s.

However, Congressional approval of the Federal Aid Highway Act of 1956, formally funding the "National System of Interstate and Defense Highways," was not achieved until the Bureau of Public Roads published a map showing how the national grid of Interstate routes would be connected into all of the country's major cities. The potential importance of high-speed roadway connections to facilitate commerce between cities and regions was what it took to secure final Congressional approval and funding of a national Interstate Highway network.

Federal involvement in public transit began with the Urban Mass Transportation Act of 1964. This legislation, originally proposed by President John Kennedy in 1962 and later championed by President Lyndon Johnson, established the Urban Mass Transportation Administration Authority (UMTA) and authorized $375 million in funding over three years for capital grants to local and regional transit providers, using a 50/50 match ratio for federal participation. The agency name was changed to the Federal Transit Administration (FTA) in 1991.

Over recent decades, the federal transit program has been authorized at 20% or less of the size of the federal highway program. SAFETEA-LU, the current authorization legislation, put about $40 billion annually into the highway program and about $9 billion annually into public transit. The program structure has varied over the decades, but today about 80% of the program goes into "Formula and Bus Grants," with about 15% going into "Capital Investment Grants" (New Starts and Small Starts).

By the late 1980s there was growing discontent in the US with the "highway-only" orientation of the federal surface transportation program as well as with the inflexibility of the system of program categories, the inattention to urban needs and the lack of a solid planning foundation for the program. With active support and participation by a national coalition of environmental, urban policy, transit, bicycle, and planning organizations, Congress began to consider taking a new direction.

History of the Federal Program

When the Intermodal Surface Transportation Efficiency Act (ISTEA) passed in 1991, it was heralded as a turning point in the history of surface transportation in the US. ISTEA was seen as inaugurating the beginning of the "post-Interstate era."

Key provisions of the new act included:

- An intermodal approach to highway and transit funding with flexibility to shift certain categories of federal funds between modes based on local priorities;
- A declaration that the Interstate Highway System was effectively "complete" and creation of a new Interstate Maintenance Program for resurfacing, restoring, and rehabilitating the Interstate System;
- Collaborative multimodal planning requirements with significant increases in powers of metropolitan planning organizations;
- A new "enhancements" program that for the first time would open up the Highway Program to new types of project elements, such as pedestrian and bicycle facilities, acquisition of scenic and historic sites, rehabilitation of historic transportation facilities and other purposes;
- A heightened commitment to public involvement in transportation decision making from planning to program development to project design;
- A formal emphasis on "congestion management" including new requirements for MPOs of over 200,000 population to develop congestion management plans; and,
- Direct funding of air quality improvement projects through a new Congestion Mitigation and Air Quality (CMAQ) program.

ISTEA was designed to introduce sweeping reform in the transportation program such that the federal approach to surface transportation would be truly multimodal, urban areas would be empowered to make planning and design choices based on local needs and priorities, walking and bicycling would once again become significant modes of travel, and the linkage between improving air quality improvement and transportation investment would be direct.

The two federal authorization bills passed since ISTEA have elaborated on these themes - the Transportation Equity Act for the 21st Century (TEA-21) passed in 1997, and the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) passed in 2005. Provisions were written into these acts in an attempt to reinforce the landmark changes that ISTEA had promised. However, these laws were to some extent more focused on issues of distribution of funds between states, with TEA-21 introducing the concept of "guaranteed funding," intended to ensure a certain minimum level of funding in each state.

Has the ISTEA promise of a balanced, multimodal federal program been achieved? Most analysts of ISTEA performance have concluded: yes and no. There have been improvements in the modal balance of funding. Just in the first eight years following ISTEA passage, federal funds spent on transit almost doubled, from

History of the Federal Program

just over $3 billion in 1990 to nearly $6 billion by 1999. Annual transit funding under SAFTETEA-LU has been almost $9 billion. The amount of federal money spent on bicycle and pedestrian projects also grew from $7 million before ISTEA passage to more than $450 million in 2007 under SAFETEA-LU.

However, some of the most important ideas and concepts in ISTEA have yet to fully take hold. Flexible funding provisions have not been exercised by most states, with most of the national total in "flex funds" occurring in just five states: California, Pennsylvania, New York, Oregon and Virginia. Efforts of MPOs to take charge of local transportation program priority setting have met with entrenched resistance from many state DOTs, with the result that in many urban areas (especially smaller areas) the state still controls development of the transportation improvement program. As a result, over three-fourths of the surface transportation program continues to be invested in highway system expansion nationally.

The combination of growth in the size of the program, the setting of minimum guarantees or funding floors, and retention of most decision making within state DOTs has caused the federal transportation program to resemble a blank check or project "ATM." The lack of a clear statement of national objectives and the lack of accountability for use of funds (or for the impacts of decision making) has created a strategic policy vacuum. In this policy vacuum, states have thrown increasingly vast sums of money at highway and freeway expansion projects in a quixotic pursuit of "congestion alleviation" – a pursuit that has served primarily to accelerate a national expansion of suburban and exurban low density development. This has also set the stage for rampant Congressional "earmarking" – specific listing of projects in the authorization legislation (5,000 projects in SAFETEA-LU).

The increasingly errant nature of the federal transportation program has had profound effects on the national economy, the public health and the quality of life in our communities. Our near-total reliance on petroleum for transportation energy and our outsize contribution to worldwide greenhouse gases imperil our national security, our economy and our way of life. We have lost the ability to walk or bike safely and conveniently in an ever-larger portion of the American landscape with tragic consequences for the health of our population and especially our children. The federal subsidization of low density exurban development has helped create extensive low-density, semi-urban landscapes where homeowners in search of low-cost mortgages endure exhausting drive-alone commutes and household budget problems. Although we are the world's wealthiest nation, we have a second-tier urban transit system and no intercity high speed rail network.

Summary of the Federal Role

Beginning in the 1950s, the "federal role" in surface transportation was defined primarily in terms of the Interstate Highway Program and in the concept of a national network of high-capacity, high-speed highways. Beginning with the ISTEA bill passed in 1991, there was an attempt to change direction and redefine the federal role. However, political and bureaucratic resistance to the new multimodal mission proved to be strong and entrenched. As a consequence the surface transportation program rests in an indeterminate, almost direction-less state.

Although there is no longer a clear, official delineation of the federal role in surface transportation, a de facto consensus has been in place during the past two authorization bills. This consensus cannot be found in the published statements of Congress or the USDOT, but rather in the actual pattern of investments, programs and policies that the federal government has pursued.

The primary elements of our de facto federal transportation policy have been:

- The nation's highest surface transportation priority continues to be to provide capital funding for a national network of high-capacity, high-speed highways linking urban areas and regions of the country for purposes of economic development. A second priority has been expansion of surface roads and streets to provide increased capacity for motor vehicle travel, with an emphasis on suburban and rural routes.

- The creation and expansion of this network of highways has been so important that it has been seen as justifying underinvestment in repair, replacement and rehabilitation of existing infrastructure, leading to a nationwide decline in the condition of existing pavements and bridges.

- Among the surface transportation modes, the priority mode for federal support of human mobility has been personal motor vehicles. Public transit has been a much lower national priority. Intercity rail passenger transportation has not been seen as an appropriate arena for significant federal leadership or funding.

- Among the surface transportation modes, the priority mode for federal support of freight movement has been trucks. Rail freight transportation has not been seen as an appropriate arena for federal leadership or funding. The federal interest in water-born freight movement has been implemented primarily through the U.S. Army Corps of Engineers and has not been seen as an important activity for USDOT.

- For at least the past two decades an overriding objective of the surface transportation program has been capacity expansion of highways for purposes of congestion mitigation. Although never explicitly stated, a tacit feature of this emphasis has been federal subsidization of suburban and exurban settlement patterns.

National Issues and Priorities

We believe Congress should set forth a clear statement of the federal role in surface transportation that is tied to specific transportation objectives based on national issues and priorities. We further believe Congress should ensure that funding levels, program categories and project criteria are clearly tied to transportation objectives.

The surface transportation authorization should clearly address issues, opportunities and goals that are appropriate for action by the national government in a federal system. In particular, the program should prioritize those national issues and opportunities that cannot be fully addressed without addressing the role surface transportation plays. In this context, we suggest the following short list of national priorities:

1. Energy Security, Economic Growth and Global Competitiveness
2. Environmental Protection and Climate Change
3. Personal Mobility and Location Efficiency
4. Traffic Safety and Public Health

While there is an acknowledged need for an increased level of federal funding for surface transportation, we cannot support increased funding in the absence a clear statement of the federal role in surface transportation coupled to a system of measurement, reporting and accountability for progress toward clearly defined national objectives.

What the Federal Role Should Be

The federal role in surface transportation, which should guide development of the new surface transportation authorization legislation, should be as follows:

1. *Energy Security, Economic Growth and Global Competitiveness.* National security has always been a major purpose of the surface transportation program. For the next several decades, providing for national security will require strengthening our economy to compete in a global arena and reducing our dependence on petroleum – especially imported oil. We should modernize our freight movement system to make it more efficient and less oil-dependent; we should modernize urban transportation by building high-capacity transit lines; we should connect our major metropolitan regions with high-speed passenger rail lines; and, we should refocus our highway program on repair, rehabilitation and replacement of existing facilities.

2. *Climate Change and the Environment.* The U.S. will be unable to make significant progress on climate change intervention without reducing greenhouse gas emissions from surface transportation. This should be a major priority of the federal program and USDOT and its grantees should be held accountable for progress toward climate change objectives. Congress should also re-confirm our national commitment to environmental protection in the surface transportation program. There should be no weakening of the environmental protections enacted since 1970, including NEPA, the Clean Air Act, Clean Water Act and related legislation.

3. *Mobility and Location Efficiency.* Congress should establish a commitment in the surface transportation program to urban infill and redevelopment. There should be a shift away from support of unsustainable suburban and exurban development patterns. Federal funds should be used to improve the quality of life and economic viability of rural regions, small towns and villages rather than being used to convert them to suburban development. This will require explicit federal support for coordination of land use and transportation decision making at the local, regional and state levels. Congestion alleviation as an objective should be replaced with location efficiency – the integration of land development and transportation such that mobility is enhanced while the intrinsic cost and energy requirements of travel are reduced. Congress should commit to broadening the benefits of federal investments in personal mobility to include all income categories so that transportation becomes a positive element supporting a strong workforce and enabling households to better balance domestic budgets.

4. *Traffic Safety and Public Health.* Congress should acknowledge that traffic accidents and other health impacts of surface transportation represent major forces affecting the health and safety of the US population – with significant long-term impacts on the federal budget and the national economy. Safety of non-motorized travel should receive expanded priority in the federal program. The health benefits of active living in our urban regions, cities, towns and villages should be identified as being in the national interest.

The Need for Change

A New Beginning

Functional, safe, and efficient transportation is one of the cornerstones upon which this country was built. America's economic strength and the health of its people depend on our ability to connect people with opportunity and on our ability to move products to market quickly, safely, and efficiently.

Today our strength as a nation is being limited by:

- a dependency on petroleum that threatens our national security, drains household budgets, exacerbates climate issues, undermines public health, and imperils the U.S. economy;
- a haphazard, inefficient relationship between our transportation systems and our land development patterns;
- a backlog of crumbling, unsafe, and obsolete transportation facilities;
- an auto/truck bias that has placed America far down the list of nations in terms of availability of modern public transit services and gives most Americans no option but to pay rising gas prices;
- a freight transportation system that is outmoded, over-capacity, dependent on imported petroleum, and incapable of efficiently linking the US national economy into the global economy; and,
- a legacy of transportation expenditures that benefit a few while leaving many behind in cities, older suburbs and small towns.

A change in direction is needed to help the nation meet its growing demand for transportation while addressing the oncoming challenges of energy security, global warming, changing demographics, public health care costs, and global economic competition. As Congress works on the new surface transportation program, T4America urges our policy makers to seize this opportunity to make a new beginning. That new beginning should include:

1. A commitment to responsible investing that holds recipients of federal funds accountable for progress toward national objectives.
2. A new strategy for creating a 21st Century transportation system that enhances economic opportunity for all, creates jobs, and elevates our position in a competitive global economy.
3. A program that improves essential connections within and between metropolitan areas while reducing dependence on petroleum and meeting national objectives for managing climate change.
4. A more strategic approach to managing the land use and transportation relationship that improves efficiency, access, health, and safety, while halting the growth of and ideally, reducing per capita vehicular travel.
5. A serious and concerted effort to address the impacts that transportation systems have on the health and safety of our people.

Our Vision for Surface Transportation in the United States

Mobility in the 21st Century

In the future, our nation's surface transportation system should provide the foundation for personal opportunity, robust commerce and a healthy population. It should achieve national goals for economic development and environmental sustainability. It should provide equitable access and support healthy behaviors.

It should be a modern, 21st Century system, balancing new capacity with care and upkeep of existing infrastructure. Public transit systems, intercity rail corridors, roadway facilities, waterways, ports, bridges, bicycle and pedestrian facilities all should be kept in a state of good repair. The trillions of dollars in asset value of the systems and facilities built over the past century should be protected and enhanced.

A new generation of "great streets" and boulevards should replace the overly-large, harsh and utilitarian roads and freeways inherited from the suburban era, benefiting and adding value to neighborhoods and communities across the land.

Our transportation system should reflect recognition of the importance of America's metropolitan regions, cities and towns. It should connect regions to each other and to the world; support healthy communities; provide access to jobs, schools, health care and services; provide efficient goods movement; and stimulate economic opportunity. This system should improve mobility choices within our regions, cities and towns, with modern public transit networks and safe walking and bicycling networks.

It should do so in a manner that serves our national interests, adds value to communities, contributes positively to public health and safety, and reflects the equity and fairness that have always been hallmarks of the American egalitarian tradition.

The transportation program should be designed to invigorate local and regional economies and facilitate efficient inter-regional commerce. It should reduce energy use and greenhouse gas emissions by supporting more sustainable land use and travel patterns. Our national transportation investments should help provide affordable housing opportunities near good public transit service and employment centers and should promote walking and bicycling as economical, eco-friendly, and healthy modes. America's surface transportation system should enable us to compete successfully in a global economy and should be a model for other nations to follow.

Transportation for America's proposal for a rejuvenated, redirected surface transportation program would result in a national mobility network that provides a vital, complete array of mobility choices easily accessible to the vast majority of Americans – whether walking, bicycling, driving or traveling on public transportation– in a unified, interconnected, energy-efficient manner.

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I.
Responsible Investment and Accountability

I. Responsible Investment and Accountability

We believe: The surface transportation program should be invested in programs and projects that address pressing national priorities and agencies receiving funds should be accountable for how they are spent.

Our Objectives

- √ Make **economic competitiveness, energy, climate change, air quality, public health and safety, fairness, and state of good repair** the basis for sweeping transportation policy and program reform.
- √ Put all transportation modes (transit, highway, walking, bicycling) on **equal footing** with respect to match ratios, project eligibility criteria and project delivery processes, eliminating the highway capacity bias of the current program.
- √ Support a substantial increase in the size of the national surface transportation program **contingent** on transportation program reform and on an authorization bill that will lead to achievement of the National Transportation Objectives.
- √ Leverage federal transportation investments by encouraging state, local and private sector funding mechanisms to support local funding of projects and to use in matching federal funds.
- √ Reaffirm our national commitment to environmental protection in the surface transportation program.

Here's How

1. Establish a set of **National Transportation Objectives** that address:
    - Energy;
    - Climate change;
    - Mode flexibility and travel choice;
    - Safety;
    - Public health;
    - State of good repair;
    - Environmental protection;
    - Equity;
    - System reliability;
    - Economic competitiveness; and
    - Household affordability.
2. **Restructure** program categories, funding allocations, project delivery systems and project eligibility criteria to support achievement of the National Transportation Objectives.
3. Hold federal, state, regional, and metropolitan agencies **accountable** for outcomes of their use of federal funding. Implement funding rewards and penalties for states and regions based on the progress or failure in meeting their share of the transportation energy use and GHG emission reductions.

Here's How

4. Assign authority and implement direct allocation of formula funds to designated **regional transportation planning** entities. Set financial rewards and penalties based on progress toward National Transportation Objectives.

5. Require states, Metropolitan Planning Organizations (MPOs), and designated regional transportation planning entities to prioritize **system management and facility repair** and rehabilitation over creation of new travel capacity and new facilities.

6. Strengthen regional decision making for **integrating** transportation, economic development, housing, environment, and energy use planning.

7. Make the State and Metropolitan Long Range Plans **goal-based** and accountable to benchmarks.

8. Incorporate **corridor-level analysis** of system-wide impacts, including location, mode choice, housing, equal access, and environmental quality in to the long-range transportation planning process.

9. Make **complete streets** mandatory in the planning and programming of transportation corridors, so that investments in roads and streets provide safe and convenient accommodation for all modes of travel, including walking, bicycling, transit, and driving.

10. Put all modes on **equal footing** with respect to the analytic process through which projects are selected.

11. Avoid weakening any of the **major environmental protections** enacted since 1970, including NEPA, clean air or clean water legislation, and related environmental protection laws and regulations as a strategy to speed transportation project delivery.

Basis for These Proposals

Travel Choices
The foundation of our platform is expanding choices for travel. This includes expanding transit service but also building our public facilities for safe and convenient accommodation of walking and bicycling. Roughly 40% of all trips in metropolitan areas are two-miles in length or less, which are trips that can and should be taken on foot or bicycle but are still taken primarily by car due to disjointed land use patterns, poor infrastructure design, and limited connectivity. By investing in our corridors, with a complete streets policy in place, we are making the most efficient use of our transportation funds. Streets that provide flexibility in how they are used, offer the most public benefit by accommodating all users and increasing the efficiency – economically, environmentally, logistically - of our transportation network.

Reinvesting in Existing Cities
A significant part of America's future lies in its metropolitan areas. Our metropolitan areas are home to over 80% of the US population and generate over 85% of the gross domestic product. These percentages will increase in the coming decades.

For the past fifty years, our national surface transportation program has been designed to foster the decentralization of settlement patterns, creating vast areas of suburban and exurban development, and playing an important role in the depopulation of our older core cities, towns and villages. This pattern is not sustainable and does not reflect the needs of a changing population and a changing economy, especially in light of its inherent energy demands. We need to refocus our transportation program on our existing urbanized places – our core cities, our existing suburbs, our towns and our villages - to accommodate our future growth.

Smaller cities have needs too. We must invest in transportation for our small cities, towns and rural areas by supporting improvements in public transit, walking, and bicycling. We must ensure that improved connectivity, safety, and public health are prioritized to prevent sprawl and to provide transportation choices in these important places.

The time has come for an urban renaissance that deploys federal transportation funding as one tool in the redevelopment and revitalization of America's existing places.

II.
Transportation for a 21st Century Economy

II. Transportation for a 21st Century Economy

We believe: The surface transportation program should improve and protect U.S. competitiveness in the global economy.

Our Objectives

- √ Ensure all Americans have the mobility and access needed to participate fully in a **robust economy**.
- √ Begin addressing our transportation infrastructure crisis by taking better care of what we have already built, bringing our transportation assets into a condition of **good repair**.
- √ Make strategic investments in transportation that catalyze creation of **green jobs** that are environmentally and economically sustainable.
- √ Embark on a national program to bring modern **urban transit networks** to the nation's 50 largest metropolitan areas by 2030.
- √ Support cities, towns, and rural places in the creation of modern, complete **transit, bicycling and walking networks**.
- √ Complete a **national intercity passenger rail network** that links all ten of the nation's mega-regions by 2030 with direct, high-speed (> 90 mph) rail services.
- √ Connect our cities and regions to the global economy by improving the efficiency of **long distance freight** distribution.
- √ Re-establish transportation **research**, **data collection** and reporting as important federal functions.

Here's How

1. Set national minimum **State of Good Repair** criteria for all modes and provide financial rewards and penalties for states and regions based on progress toward State of Good Repair objectives.
2. Establish a **National Infrastructure Commission** with the mission of identifying investments of national priority, focusing on multimodal intercity corridors of national significance, including a national intercity rail network and key freight corridors co-located where possible with electricity infrastructure.
3. Significantly enlarge the funding made available for **public transit systems** and for **walking and bicycling facilities**.
4. Provide direct incentives and support for creation of **transit oriented development districts** around corridor transit stations, with bonuses given for preservation and creation of **mixed-income** housing.

Here's How

5. Develop an expanded, consistently-funded transportation **research program** that improves our ability to address the challenges identified in this Platform and our ability to achieve National Transportation Objectives, specifically data related to use and safety of bicycle and pedestrian facilities.

6. Ensure that any consolidation and reorganization of program funding categories supports the objectives and priorities of this platform and includes creation of a **multimodal metropolitan mobility** program empowering local and regional entities to make investments that strengthen their cities and improves their sustainability and economic competitiveness.

Basis for These Proposals

Economic Competitiveness
Many nations are rapidly developing 21st Century transportation systems that are energy efficient and climate friendly. In today's global economy, America's reliance on a petroleum-based transport system represents a serious competitive disadvantage. To remain competitive, we need more efficient and less polluting ports, high speed passenger rail connections between our cities, improved intercity rail freight capacity, and convenient commuting systems that are not petroleum-dependent and are more resilient to fluctuations in energy costs.

We need intercity passenger rail systems to alleviate capacity and cost issues of air travel and to reduce reliance on auto travel in congested intercity corridors. We need expanded rail freight systems to improve our physical distribution efficiency and to mitigate further growth in truck volumes on rural interstates. We need modern urban transit systems to reduce the amounts that households and businesses spend on gas to get to work and to deliver needed goods and materials.

America's transportation system is still organized to serve a 20th Century industrial economy. Without smart, strategic investments in modern transportation systems, America will be supplanted as the world's most productive economy.

Maintaining and Improving Infrastructure
The nation's transportation assets are deteriorating. The need to bring our existing transportation system to a state of good repair and stabilize the condition our surface transportation system has been well documented and has been dramatized for the public by high-profile facility collapses. This need spans all modes, affecting not only highways, but public transit as well.

However, we are making little progress toward more responsible management of these essential assets. This challenge is compounded by the fact that in many states and regions, aggressive roadway expansion continues, increasing our exposure to future maintenance and repair costs. This has prompted a few states, including New Jersey, Michigan and Massachusetts, to adopt "fix-it-first" laws in an attempt to step into the policy vacuum and address this need in the absence of federal direction. Our nation will not be able to compete in a global economy if our basic transportation infrastructure is not maintained or if we continue to pour our transportation investments into low-yield exurban expansion.

Freight
Interstate and international commerce have always been critical elements in U.S. economic strength. Over the last few decades, the development of globalized, trade-dependent supply chains has led to substantial growth in the demand for efficient, long-distance freight movement. Our investment in the efficiency and capacity of our freight infrastructure has lagged behind this demand. Now, we are faced with the additional challenge that our interstate freight networks are almost entirely dependent on petroleum and face steep increases in the cost of fuel that we are unprepared to address.

Basis for These Proposals

Urgent freight transportation needs include efficient connections from ports to national freight corridors, new intermodal facilities to transfer between rail and truck, and expansion of cross-country rail freight mainlines, which provide an essential alternative to less efficient, oil-dependent motor trucks. (While rail freight movement consumes energy, too, it is far more energy efficient than truck freight for longer distance movement.) In many states, the largest single source of growth in Greenhouse Gas (GHG) emissions will be growing truck traffic, which is expected to double by 2035. We need to manage this demand and reduce emissions while keeping our economy moving.

Strategic design and intelligent transportation technologies have been underutilized in addressing chokepoints in key freight corridors. Freight is given little priority in regional planning and management of transportation corridors. Energy efficient modes of freight, such as rail and barge, have received less attention and funding in the federal transportation program. As energy prices rise these deficiencies are hampering our economic prospects.

Environmental Justice
Historically, low-income and minority communities across the country have been damaged by highway, freight facilities, and other investments in which they had little voice. Transportation projects have disproportionately benefited some and burdened others, often along race and income lines. Many transportation projects and plans are still developed without meaningful involvement of affected communities, leading to projects that detract from quality of life, public health, safety, and personal mobility. This isolates them from economic opportunity.

This is more than an equity issue. The strongest economies are those that open the doors of opportunity wide to all people. To compete effectively in a global economy we must renew our commitment to egalitarian access to the benefits of a national transportation program.

Green Jobs
The construction, maintenance and operation of transportation services and facilities comprise a large and growing component of the American economy. While the federal transportation program has been seen, in part, as a jobs bill, there has been little or no strategic thinking about creating sustainable jobs that reflect modern energy efficiency and climate change realities.

Investments in transit expansion projects can reduce per capita carbon emissions and create jobs. Transit projects generate nine percent more jobs per dollar spent than road and bridge repair and maintenance projects, and nearly 19 percent more jobs than new road or bridge projects. A modern – 21st Century – transportation program would create professional jobs in software engineering; electronic and digital systems design; transit facility and equipment design; and communication systems operation and maintenance; as well as a wide range of jobs in transit facility and equipment maintenance and operations; and road and street maintenance.

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III.
Transportation, Energy and Climate Change

III. Transportation, Energy and Climate Change

We believe: A core mission of the surface transportation program should be to reduce the amount households and businesses spend on transportation and reduce the nation's dependence on oil.

Our Objectives

- √ Reduce the impact of **rising energy costs** on families by reducing the inherent necessity of motor vehicle travel for access to jobs, education, shopping and recreation.
- √ Reduce our **reliance on petroleum products** for transportation to no more than 20% by 2050 (from more than 95% today).
- √ Make a significant contribution to achievement of the nation's **climate change** objectives through transportation program reform. Assume a world leadership role in addressing climate change by reducing greenhouse gas emissions from the transportation sector to 20% below 1990 levels by 2020 and to 80% below 1990 levels by 2050.
- √ Increase access for households of all incomes to decent, affordable **housing near public transit**, job centers and other locations that facilitate reductions in transportation costs.

Here's How

1. Significantly increase the share of federal, state and local **investment in public transit** systems and in **walking and biking** facilities by increasing the funding available for those modes, by erasing the barriers to transit capital projects inherent in current federal rules and procedures, and by placing all modes on an equal footing in terms of federal cost participation ratios.
2. Establish **incentives** to ensure that sufficient state and local **transit operating and maintenance** funds will be available to operate current services and to support proposed service expansions.
3. Set **national transportation energy use and greenhouse gas emission reduction objectives**. Allocate transportation energy use and GHG reduction targets to states and metro regions. Implement funding rewards and penalties for states and regions that fail to make progress toward their share of the transportation energy use and GHG emission reduction objectives.
4. Target transportation investments to support convenient, complete and inclusive communities with a complete mix of housing types and incomes, where necessities and amenities are close by, and people can walk, bike, ride transit and drive.

Here's How

5. Increase **funding incentives** for transportation policy innovations such as mixed-income, transit-oriented development, car/bike sharing, parking cash out, congestion pricing, complete streets retrofits, technological improvements, pay-only-when you drive insurance, transportation-efficient neighborhoods and developments, and other state and local programs that reduce: the burden on the transportation system; oil consumption; and greenhouse gas emissions..

6. Develop strong program funding incentives for jurisdictions to increase the availability of affordable homes to families with a mix of incomes near public transit stops and job centers.

7. Monitor the **cost burdens** of direct transportation user fees – including transit fares, toll road tolls, and congestion pricing systems –on low and moderate income families to ensure such fee systems are affordable and equitable. When appropriate, require use of toll receipts to fund cross-modal investments to improve equity.

Basis for These Proposals

Affordability
Americans spend about 20 percent of household budgets on transportation. For many working families that number is much higher, raising transportation above shelter as a percentage of household income. This situation is caused by limited availability of transportation choices and by sprawl, which make it difficult or impossible to reach school, work and shopping without traveling long distances by car. While the need for "affordable housing" has received well-deserved attention, the fact is that achieving "affordable living" may be the more important objective, reflecting the combined burden of transportation and housing costs as a percentage of household income. For many working households the goal of affordable living is becoming less attainable as fuel prices and trip lengths increase.

Greenhouse Gas Emissions
Nationally the transportation sector is responsible for one third of CO_2 emissions. In fact, transportation is our second largest and fastest growing source of greenhouse gases. Each second, America's transportation system burns 6,300 gallons of oil, producing more CO_2 emissions than any other nation's entire economy except China.

Transportation sector CO_2 emissions are a function of fuel efficiency, fuel carbon content, and vehicle miles of travel (VMT). Federal and state energy and climate policy initiatives have focused almost exclusively on technological advances in vehicles and fuels, the first two factors. However, we must also address VMT growth or we will not succeed at limiting GHGs to levels required to avoid unacceptable climate change.

VMT Growth
Since 1980, the annual miles driven by Americans have grown three times faster than the U.S. population and almost twice as fast as vehicle registrations. If this trend were to continue, VMT would increase by 60 percent from 2005 to 2030, overwhelming the GHG reductions generated by increases in fleet efficiency. Targets set by the scientific community for reducing GHG emissions by 60 to 80 percent relative to 1990 by 2050 will require significant reductions in the rate of VMT growth in the U.S. in order to avoid the most catastrophic impacts of climate change.

However, VMT trends are now being affected by fuel prices and related economic trends. While vehicular travel continues to grow throughout the Sunbelt, in the Southwest, and on the West Coast, it has slowed or halted in many Midwestern and Eastern states. Overall, the nation has seen two consecutive years of annual VMT decline (2006 and 2007) – the first since the end of World War II. For the nation's fastest growing states – California, Arizona, Texas and Florida – managing VMT growth will continue to be an urgent need. Other states will face a policy conundrum as they try to determine whether to view recent VMT declines as an opportunity to pull back from costly highway capacity expansion, or as a temporary "dip" in the long term trend.

Basis for These Proposals

Energy Security
Over 95 percent of U.S. transportation energy is petroleum-based and 60 percent of that is imported. This dependence exposes Americans to economic risks associated with higher fuel prices.

Growth in transportation sector energy demand due to sprawl and the resulting growth in VMT also threatens our energy independence and poses a national security threat. Rising fuel costs are affecting the U.S. economy in ways that go far beyond the pump price of gasoline.

As petroleum costs continue upward, driven to a significant degree by an inefficient, oil-dependent transportation system, the direct economic impacts at the household level include:

- Loss of jobs and increasing unemployment;
- Lower disposable personal income;
- Higher costs for household basics;
- Reduced per capita consumption expenditures, and
- Reduced personal savings.

These effects generate secondary impacts that reverberate throughout the economy, affecting the availability of money for capital investment, the ability of households to buy and make payments on homes and other real estate, and the strength of the U.S. dollar vis-à-vis foreign currencies.

Higher fuel costs are increasing cost of freight transportation, thereby increasing the cost of all retail products. The U.S. independent trucking industry is currently in decline due to the effects of higher fuel costs on small truckers and their inability to charge higher freight costs in a weak economy. Many small trucking companies are simply parking their trucks, unable to stay in business.

These impacts are compounded for public transit providers because their fuel costs are increasing at the same time that demand for transit service is growing rapidly. According to the American Public Transit Association, 85% of transit providers are currently experiencing capacity issues as ridership grows and 91% are unable to meet that demand due to limited budgets. Even more troubling is the fact that more than one-third of transit service providers are being forced to consider service cuts, as a result of increased operating expenses – even as demand is increasing.

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IV.
Transportation Drives Development

IV. Transportation Drives Development

Our Objectives

- √ Foster **land use patterns** that can be served efficiently and sustainably by well-planned national, regional and local transportation networks.
- √ Establish as national policy the principle that land use and transportation must be planned in a coordinated, integrated manner – at the state, regional and local levels of governance.
- √ End the federal subsidization of sprawl and replace it with a commitment to transportation investments that support **compact, mixed use, mixed-income development** patterns.
- √ Become an active partner with the nation's cities and counties in the redevelopment of our metropolitan regions by making **urban renaissance** an explicit national objective of the surface transportation program.
- √ Invest in transportation choices for rural America that improve economic opportunity, quality-of-life, and help prevent the conversion of rural lands to low-density suburban development.

Here's How

1. Create a transit-oriented development **tax credit** to support and accelerate development of compact, mixed use, mixed income development around rail and other high capacity transit stations.
2. Increase local flexibility and self-determination by removing barriers to use of federal transportation funds for investments in land use and local infrastructure that reduce VMT.
3. Use federal funds to leverage and invest directly in projects that bring destination land uses, (schools, groceries, health care services, etc.) to transit centers and neighborhoods as part of a comprehensive local accessibility strategy.
4. Develop technical assistance and guidelines for the routine forecasting and evaluation of the impacts of transportation investments on development patterns, including infill, redevelopment, compact urban development and sprawl.
5. Establish national minimum guidelines for coordinating state and metropolitan transportation planning with other planning processes to ensure **integration of land use and transportation** activities resulting in more compact, mixed-income communities served by transit.
6. Require the use of **scenario planning** techniques in the development of future Long Range Transportation plans, similar to Envision Utah or the Sacramento Blueprint. This effort must engage the public and analyze growth, demographics, climate impacts, energy and other trends while fulfilling the National Transportation Objectives as they are realized at the local level.

Here's How

7. Encourage the use of federal funds to replace the overly-large, harsh and utilitarian roads and freeways inherited from the suburban era, by investing in the **redesign and retrofitting** of a new generation of "great streets" benefiting and adding value to the neighborhoods and communities they serve.

8. Support locally-appropriate decision-making and development strategies by empowering regional **transportation planning** entities. Increase their capacity, decision-making authority and allow for direct allocation of federal funds to support their programs.

Basis for These Proposals

Sprawl
Much of our growth in VMT is non-productive, characterized by an increase in driving without a corresponding increase in access to destinations. This has been caused by inexorable expansion of disconnected land use patterns that require more driving. Across the U.S., land was consumed for development at three times the rate of population growth between 1982 and 2002. Sprawl has the strongest influence on VMT per person – more than population growth, changing demographics or increases in per capita income.

More than 60 percent of the growth in driving and associated energy consumption is due to land use patterns of single uses served by a disconnected road network. American households are spending more on transportation as part of their household budget due to the necessity in much of the country to own vehicles and drive, rather than walk, ride a bike or take public transit. Sprawl is costly financially, environmentally, and from a public health perspective. Auto-oriented communities that don't provide safe active living opportunities are associated with increased levels of obesity; air pollution resulting from increased VMT in these communities threatens respiratory health, particularly for our seniors and children.

For many years, in the face of steadily rising housing costs, many working Americans adapted by finding homes farther and farther out from developed areas – an effect known as "drive 'till you qualify." That trend now has placed thousands and thousands of households in danger as higher pump prices for gasoline, combined with a weaker economy and higher unemployment rates, threaten their ability to make mortgage payments.

Traffic Congestion
For the past two decades transportation policy making and transportation planning have been narrowly focused on traffic congestion. Previous surface transportation bills have called for "managing," "reducing," or "alleviating" congestion. Despite significant investment, congestion is worse than ever.

Congestion is an issue for many Americans. As a result of sprawl and increased driving, congestion in our nation's metropolitan areas is bad and getting worse, wasting fuel and time, and impairing economic vitality. Further, only a small portion of the U.S. population is able to avoid congestion completely by taking public transit, walking or riding a bike.

Basis for These Proposals

However, the congestion problem has been oversimplified. Land development patterns and transportation interact with each other in complex ways. When new roadway capacity is built to reduce congestion, it has the unintended effect of encouraging low density development of outlying areas, which in turn produces more traffic. Research has shown that much of the capacity of new or expanded roadways is consumed, not by the traffic for which they were planned, but by new traffic produced by sprawling development.

The expenditure of trillions of dollars in the U.S. over the life of the modern highway program has added many thousands of miles of new roadway lanes. But this has not alleviated congestion. The metropolitan regions with the most aggressive freeway construction programs – Los Angeles, Phoenix and Houston, among others – have not been able to reduce per capita annual delay. Today, these same regions are engaged in aggressive plans to build public transit systems to give citizens the choice to opt out of congestion. Our policies have built vast roadway systems with vast amounts of traffic across ever-expanding urban regions. Unfortunately, these policies have also increased congestion.

Population Growth and Demographic Trends
The nation's population is forecast to increase by 40 percent over the first half of the 21st Century to a total of 420 million, leading to significantly heightened demands on an already burdened transportation system. At the same time, related demographic trends – aging and retirement of the Baby Boomers, rise of small and non-traditional households – will significantly increase demand for new housing located in compact mixed use areas in our cities, suburbs and towns – already a large and underserved market.

Our population will be older and demographers anticipate that aging Baby Boomers will drive less than their younger counterparts, though more than the 65 and over population drive today. In studies, many older people say they fear health problems that will make them unable to drive because that would mean they would have to move from their homes and neighborhoods. Many communities have been built without provisions for older people to age in place – getting to the store, healthcare facilities, family, and friends with ease without being required to drive.

Environmental Protection
Roads and streets represent massive infrastructure systems affecting vast areas of the American landscape. These facilities and the traffic they carry put pressure on our natural resources and our human environment.

Transportation impacts on water quality, air quality, wildlife habitat and migration corridors, along with many other effects, are acknowledged and much studied. However, while environmental laws and regulations have grown greatly over the past 50 years, the negative impact of transportation on our environment continues to be an important issue.

While federal legislation has done much to mitigate environmental degradation, the benefits of these efforts – especially in air quality and water quality – are gradually being consumed by fast growth in motor vehicle traffic and in the facilities that carry it.

V.
Public Health and Safety

V. Public Health and Safety

We believe: The surface transportation program should improve public health and safety.

Our Objectives

- √ Reduce the rate of **serious injuries and loss of life** on our nation's streets and highways for motorized and non-motorized travel.
- √ Ensure that **public health** issues are addressed in transportation investment decision making.
- √ Invest in transportation initiatives that improve the health and safety of our **children**.
- √ Expand transportation programs that offer options to the **elderly and disabled** so that driving is not the only option available in their communities.
- √ Make safe, convenient walking and bicycling the cornerstones of a higher quality of life in communities and neighborhoods and encourage a shift of short trips to these modes.
- √ Expand public transit and mixed-income transit-oriented development to improve access to health care and reduce time and environmental pollution associated with high daily per capita VMT.

Here's How

1. Set specific national targets for safety improvement, particularly in walking and bicycling, as part of the **National Transportation Objectives**.
2. Revise the current Safety Program to better reflect the risks to bicyclists and pedestrians; and increase the level of commitment to **Safe Routes to School**.
3. Make **Active Transportation** a mandatory design and project eligibility criterion for all surface transportation programs.
4. Formalize **Context Sensitive Design and Solutions** as required elements of program and project development. Provide updated design guidance for well-connected, sustainable street design.
5. Make **Health Impact Assessments** (HIAs) mandatory evaluation elements of transportation environmental impact statements and environmental assessments; account for direct and indirect economic impacts of health burdens and benefits.

Here's How

6. Increase the funding for **paratransit** and other specialized services for the elderly and disabled that improve their access to services and local destinations.

7. Reduce and mitigate the health impacts associated with the location of highways, diesel rail lines, and freight facilities near residential areas.

8. Rewrite the air quality "**conformity**" provisions and the **Congestion Mitigation and Air Quality** (CMAQ) program to improve simplicity and efficacy in selecting better projects.

Basis for These Proposals

Public Health
Increased reliance on autos as the primary mode of transportation contributes to a host of negative health impacts in addition to the immediate health consequences of traffic accidents. These impacts include increased incidence of obesity, cardiovascular disease, diabetes, asthma and lung disease, among others. Two principal factors are at work here.

First, the trend toward built environments that are dominated by large streets and heavy traffic has discouraged active living in most of our neighborhoods. People (especially children) do not walk or bicycle as much as they did thirty years ago. Research over the past decade has confirmed that the way we have been building our neighborhoods, business districts and schools is reducing our physical activity, and that in turn is adversely affecting our health.

Second, increased traffic is harming public health by exposing people to high levels of air pollution. For example, people who suffer from asthma and live near heavy vehicular traffic are nearly three times more likely to visit the emergency department or be hospitalized for their condition than those with less traffic exposure. Moreover, living in areas exposed to heavy traffic is a burden borne disproportionately by people in low income, under-served communities and by communities of color.

This is a critical economic issue. Annual health care costs in the U.S. total $2 trillion. Health care costs are a leading cause of bankruptcy for individuals and families. Many of the diseases that drive these statistics are directly affected by transportation and land use decisions and could be mitigated by active living, improvements in air quality and improvements in traffic safety.

Safety
Traffic crashes take a significant toll on Americans. Over the last two decades, traffic deaths have hovered around 43,000 per year, about 5,000 of whom are bicyclists or pedestrians. Motor vehicle accidents are the leading cause of death for Americans aged three to 33 and 2.5 million people are injured on our roads each year.

This toll affects our nation's economy. According to research conducted for the American Automobile Association (AAA), auto accidents cost each American more than $1,000 a year. Traffic accidents in total cost the U.S. economy $164 billion annually.

We have taken major strides nationally to improve traffic safety. Drunk driving laws, driver education programs, increased law enforcement, seat belts, and airbags are just a few of the positive steps taken. However, we have not yet seriously addressed the relationship between traffic volume, traffic speed and motor vehicle accidents, injuries and deaths.

VI.
Funding a 21st Century Transportation System

VI. Funding a 21st Century Transportation System

We believe: New or increased revenue sources for the federal surface transportation program should be equitable, consistent with national goals, and sustainable over the long term.

Our Objectives

- √ Develop revenue sources sufficient to fund the levels of investment called for in this Platform.
- √ Choose **long term revenue** sources that are not dependent on petroleum consumption and are **consistent** with the nation's energy, climate change and economic goals.
- √ Allocate the financial burden of new or increased revenues **equitably** across income groups.
- √ Ensure that revenue sources **reward energy efficiency**, are closely linked with actual transportation system use, and **allocate user costs fairly** across modes and vehicle types.
- √ Involve the private sector in transportation funding in a responsible manner that ensures long term public benefit and **protects public assets**.

Here's How

1. Require a **direct connection between support for new revenue sources and the priorities** called for in this Platform: development of modern urban transit systems; development of an intercity rail passenger system; and redirection of the roads and streets programs into "state of good repair." **Do not allow a general across-the-board increase** in transportation funding that continues the single mode, highway-only orientation inherent in the surface transportation program over the past 50 years.
2. Use **fuel tax increases as interim stopgap measures** only. Begin setting the stage for a new set of **sustainable and equitable funding sources**. Consider the potential for a national VMT tax as a key long term basis for funding surface transportation by requiring appropriate equipment in new vehicles and service station fueling devices and by funding continuing technical research and development with the intent that a VMT tax potentially could be implemented in the next update of surface transportation authorization legislation.
3. Dedicate that portion of proceeds from a national **cap and trade system or a carbon tax** that are derived from mobile surface transportation sources to funding those components of the surface transportation program that will reduce greenhouse gas emissions.

Here's How, Continued

4. Establish a **National Infrastructure and Transportation Bank** to monetize tax increment financing and private sector value capture benefits for capital improvements.

5. Provide clear guidance for **public-private partnerships (PPP)**, including toll facilities, congestion pricing systems, turnkey projects, and privatization of public infrastructure. Require that PPP business deals conform to the following principles:
   - Ensure complete **transparency** of all business deals and an open public review process;
   - Retain **public control** over decisions about transportation planning and management;
   - Guarantee **fair value** so that facilities and future toll revenues are not sold off at a discount;
   - Protect the public interest in **location efficient development** patterns, in reducing **greenhouse gas emissions**, and in protecting the **environment**; and,
   - Ensure full **political accountability** for outcomes.

Basis for These Proposals

Transportation Revenue Sources
Motor fuel taxes have been the principal source of highway funding for the last 80 years, although other revenue sources are prominent in the funding of local roads and transit.

As fuel prices have rapidly escalated since 2006, the US has begun to see the first sustained decline in national daily vehicle miles of travel (VMT) since before World War II. This has aggravated a problem that was already anticipated: receipts to the Federal Highway Trust Fund have not been enough to support the contract obligations authorized by Congress through SAFETEA-LU and recent appropriations bills.

Now, with VMT below forecast, fuel tax revenues are even lower than expected, with the result that the gap between authorization levels and income has arrived sooner and in greater magnitude than originally forecast. In September 2008, Congress made an emergency appropriation of $8 billion from general funds to keep the Highway Trust Fund solvent through the end of calendar year 2008.

Whether this is a long term trend or not is difficult to predict. There is assuredly some amount of elasticity of motor vehicle travel in relation to gas prices, but in the past Americans have tended to increase their driving again once the initial "sticker shock" has passed. In the present case, however, it is also difficult to predict what will happen with future fuel prices. The underlying forces driving petroleum prices higher – economic growth in China, India and Third World nations, coupled with a leveling off of growth in worldwide petroleum production capacity – are not going to go away. A world recession could slow the trend but will not likely reverse it.

A surface transportation program that is dependent on petroleum consumption is a bad idea for many reasons. The original concept of the fuel tax as a user fee dedicated to road construction will be increasingly out-of-date in the 21st Century as the nation's surface transportation program becomes more multimodal, with a new emphasis on investments in urban rail transit and intercity high speed rail. Over-reliance on fuel taxes also makes the surface transportation program dependent on growth in petroleum consumption with the attendant economic, national security and climate change issues.

Continued reliance on increases in fuel purchases to grow revenue for transportation system investments is no longer good policy. Congress should begin the process of replacing the fuel tax with more sustainable revenue sources.