

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF APPROVING METRO'S ) RESOLUTION NO. 03-3284  
APPLICATIONS FOR FEDERAL )  
TRANSPORTATION FUNDS THROUGH THE ) Introduced by Councilor Rod Park  
"REGIONAL PRIORITIES 2004-07" )  
SOLICITATION )

WHEREAS, The 2000 Regional Transportation Plan (RTP) establishes the 20-year blueprint for transportation investments in the region to meet expected travel needs and implement the 2040 Growth Concept, and

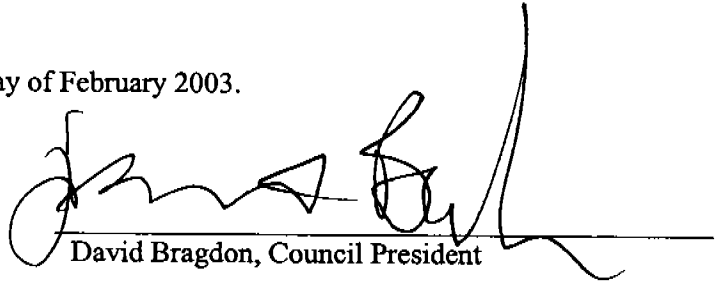
WHEREAS, The Metropolitan Transportation Improvement Program (MTIP) is the mechanism for allocating federal funds to implement the RTP in five-year increments, and

WHEREAS, Metro is uniquely capable or expressly directed by state and federal regulations to complete certain planning and project functions called for in the RTP, and

WHEREAS, The Council Transportation Planning Committee previously provided preliminary review and approval of the possible Metro applications for MTIP funding, now therefore

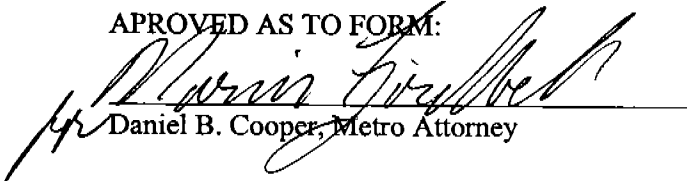
BE IT RESOLVED, that the Metro Council approves the applications for funding through the MTIP as reflected in Exhibit A.

ADOPTED by the Metro Council this 27<sup>th</sup> day of February 2003.



David Bragdon, Council President

APPROVED AS TO FORM:



Daniel B. Cooper, Metro Attorney

**Exhibit A**  
**Metro Applications for MTIP Funds**

**Metro Core Planning Program**

Project: rpln1
Grant Request: \$1,709,000
Match Amount: \$196,000
Total Project Cost: \$1,905,000
Project Sponsor: Metro

This project funds several Metro planning activities, many of which are required of Metropolitan Planning Organizations (MPO) by federal and state regulations. These includes updates and refinements of the Regional Transportation Plan (RTP), performance measures for implementing the RTP, performing the Metropolitan Transportation Improvement Program (MTIP), efforts to develop funding for the RTP projects and programs, the Livable Streets program, development of the regional travel forecasting model, monitoring of the transportation system and provision of technical assistance to local jurisdictions. The funding level provides for continuation of past annual allocations with a 3.5 percent per year escalator.

**Metro TOD Program**

Project: rtod1
Grant Request: \$4,500,000
Match Amount: \$517,000
Private Match: \$125,425,000
Total Project Cost: \$130,442,000
Project Sponsor: Metro

This project is to continue the Transit-Oriented Development Implementation Program (TOD Program), which helps stimulate the construction of "transit villages" and other joint development projects through public/private partnerships at light rail, commuter rail and streetcar stations throughout the Portland metropolitan region. These compact, relatively dense, mixed-use, mixed-income developments concentrate retail, housing and jobs in pedestrian-scaled urban environments, and increase non-auto trips (transit, bicycle, walking) while decreasing regional congestion and air pollution. TODs increase transit ridership 10 times compared to typical suburban development, but are more expensive and more risky for the private sector. Therefore, public/private partnerships are necessary.

To date, the Program has concentrated on getting built examples of higher density and mixed-use projects to be able to demonstrate developer interest, lender participation and market acceptance, and to determine cost penalties compared to public benefit gained. For the past 18 months, the Program has also been working to address the issue Randy Gragg (The Oregonian's architecture critic) has observed that "despite all the talk about transit villages, not one fully operating village yet exists at a transit station," in which a resident can buy a loaf of bread, walk to lunch, and complete a range of activities without requiring an auto. The program acquired 13 acres surrounding the future MAX station in Gresham and is currently developing the first project with a five-story building with housing over ground floor retail.

A grocery store is already in place and the TOD Program will continue this project while striving to implement, with Priorities 2004 funding, at least one full transit village on the Westside, with a full range of businesses and services. Specific project locations for the program include Gateway, Lloyd District, Hollywood, Peterkort, Beaverton, Orenco, Quatama, Beaverton Creek, Hillsboro Central, Kenton and others, providing they meet program eligibility requirements.

The initial TOD allocation provided \$1 million per year for three years. The following MTIP application applied to continue TOD funding at \$1 million per year but was allocated at \$.75 million per year with the increase policy emphasis on centers. This application proposes TOD funding at \$2 million per year in FY 06 and 07 and seeks to recapture the \$.25 million per year that was cut from FY 04 and 05.

### **Metro Urban Centers Implementation Program**

Project: rtod2
Grant Request: \$1,000,000
Match Amount: \$114,500
Private Match: \$27,000,000
Total Project Cost: \$28,114,500
Project Sponsor: Metro

This project would leverage the construction of significant infill and redevelopment and other joint development projects through public-private partnerships in Metro's 2040 mixed-use areas served by high frequency bus routes. This new development will be compact, relatively dense, mixed-use and mixed-income. It will concentrate retail, housing and jobs in pedestrian-scaled urban environments, and increase non-auto trips (transit, bicycle, walking) while decreasing regional congestion and air pollution. The Centers Implementation Program would operate through cooperative agreements with local, regional and state jurisdictions, would utilize Development Agreements with private developers, and would be governed by the existing TOD Program Steering Committee comprised of representatives from the Governor's Office (Chair), the Department of Environmental Quality (DEQ), the Department of Land Conservation & Development (DLCD), the Oregon Housing & Community Services Department, TriMet, the Metro Council, the Oregon Department of Transportation (ODOT), the Oregon Economic Development Department (OEDD) and the Portland Development Commission (PDC).

### **I-5 to Highway 99W Corridor and Concept Planning**

Project: rpln5
Grant Request: \$500,000
Match Amount: \$57,250
Total Project Cost: \$1,000,000
Project Sponsor: Metro

This application is to complete required corridor planning for the I-5 to Highway 99W connector in the vicinity of Tualatin and Sherwood. The need for a new highway connection in this area was identified in the 2000 RTP, but will not be acknowledged by the LCDC as part of the plan until detailed findings on consistency with rural land use goals can be made.

The corridor for this connection includes new urban land along the south edge of Sherwood, and this project would seek to combine corridor planning for a new facility with needed concept planning for the new urban area. The RTP calls for this work to consider the possibility of creating a "hard edge" to the urban area with a new highway improvement that would serve as permanent definition of the region's urban growth boundary. The funding level is proposed at \$.5 million per year as a start up implementation resource to complement Metro's Centers program. Upon demonstrated success, it would be appropriate to seek a higher amount in the future.

### **Powell-Foster Corridor Plan (Phase II)**

Project: rpln3
Grant Request: \$200,000
Match Amount: \$400,000
Total Project Cost: \$900,000
Project Sponsor: Metro

This application is to complete Phase II of the corridor planning work for Powell/Foster corridor. Phase I is underway and will be completed in June 2003. This application will complete the planning process. The outcome will be a set of feasible alternatives for the corridor with an implementation, phasing and funding strategies. The amount is in addition to the \$.3 million allocated in the last MTIP process.

### **Regional Freight Data Collection**

Project: rpln6
Grant Request: \$500,000
Match Amount: \$250,000
Total Project Cost: \$750,000
Project Sponsor: Metro

This project will collect extensive freight mobility data to augment Metro's truck model and to answer key questions posed by jurisdictions and businesses associations within the region. The data collection effort could include:

- Origin and destination of shipments
- Freight routing on roads
- Truck load factors (how full are trucks based on the commodities they carry)
- Empty loads
- Other factors to be determined

Ultimately, the project will help the region make more targeted, strategic freight investment decisions, increasing the benefit for each dollar spent.

## Regional TDM Program

Project: rtdm1

Grant Request: \$3,987,000

Match Amount: \$409,465

Total Project Cost: \$4,396,465

Project Sponsor: Metro and TriMet

This is a joint application by Metro and TriMet. Metro sets the program direction and approves specific implementation projects. TriMet is the primary implementation grant recipient. Transportation Demand Management (TDM) is a set of strategies that encourages the use of alternative modes to driving alone in order to maximize infrastructure investments, create public/private partnerships for trip reduction, and provide cost-efficient alternatives to building new transportation facilities. The Regional TDM program and projects, unlike motor vehicle and transit programs and projects, do not have major sources of revenue outside the MTIP flexible funding. The Regional TDM program leverages and compliments other transportation investments being made through the Transportation Priorities 2004-2007 process. All elements of the TDM program (DEQ ECO clearinghouse, OOE telework, SMART/Wilsonville, TriMet "core" TDM program, TMA program and Region 2040 Initiatives program) are being combined into the Regional TDM program for the current funding request. The core TDM program includes program management, outreach and marketing, TDM program evaluation and regional rideshare. This program will guide future funding allocation decisions and contracts and will include the following:

- Support targeted TDM programs in key corridors identified in the RTP and in TriMet's Transportation Investment Plan.
- Support community- or neighborhood-based TDM programs in Central City, Regional Centers, Town Center, Station Communities, Industrial Areas or Main Streets.
- Increase awareness and performance of the regional rideshare program, including support for the [carpoolmatchNW.org](http://carpoolmatchNW.org) program.
- Continue to coordinate TMA program administration and policy development.
- Evaluate options of transitioning TMA Administration from TriMet to Metro or to other appropriate agencies.
- Support TMAs employer outreach and program development in Region 2040 centers, including industrial areas.
- Consider expanding funding levels for Region 2040 Initiatives Grant Program to target TDM programs in key 2040 centers and industrial areas, and to leverage other transportation investments being made throughout the region.
- Continue to support the TDM program at South Metro Area Regional Transit (SMART).
- Develop a strategy for promoting the Business Energy Tax Credit program throughout the region.
- Develop a strategy for promoting telework throughout the region.

- Consider a Regional Travel Options Clearinghouse (similar to Metro's recycling program) that may include a staffed regional TDM hotline, web-based information such as downloadable educational materials and links to regional partners.

The funding level is consistent with Resolution No. 02-3183 which established the appropriate funding level for the TDM program and Transportation Management Associations.

### **RTP Corridor Project**

Project: rpln4
Grant Request: \$500,000
Match Amount: \$600,000
Total Project Cost: \$1,100,000
Project Sponsor: Metro

Chapter 6 of the 2000 RTP identifies a number of major regional transportation corridors with significant needs but which require further planning and engineering before a specific project can be developed and implemented. The State Transportation Planning rule requires prompt completion of these multi-modal corridor plans. In FY 2001, Metro led the Corridor Initiatives Process, which established a strategy for completion and prioritization of the corridors.

The RTP Corridor Project will undertake a refinement plan for the next priority corridor. The list of potential corridors for planning includes I-5, I-205, Barbur Boulevard, Tualatin Valley Highway and several other regional highway corridors. The project will complete systems level planning work and will identify a set of improvement alternatives that can be taken into project development. The outcome of the corridor planning process will be a set of feasible capital improvements for the corridor with an implementation, phasing and funding strategy.

The application is intended to provide \$.25 million per year in FY 06 and 07 for corridor planning priorities established at that time.

### **Rx for Big Streets**

Project: rpln2
Grant Request: \$276,000
Match Amount: \$67,000
Total Project Cost: \$343,000
Project Sponsor: Metro

This project is an effort to conduct joint land use and transportation planning for "big streets" in the Metro region. "Big Streets" are largely four-lane facilities that once served as rural highway routes, but have evolved to become urban thoroughfares. In this transition, the design and function of the routes has often contradicted land use plans, and most of these facilities have not been updated to serve as multi-modal facilities. As a result, the "Big Streets" that define the corridors are among the most deficient transportation facilities in the regional system. They are characterized by inadequate or absent pedestrian

and bicycle facilities, and aging traffic control systems and roadways designs that are insufficient to meet projected demand. These streets already carry heavy traffic volumes, and are actively used by pedestrians and bicyclists, and often have high transit ridership, despite the lack of safe facilities. By design, these routes are intended to balance local access with regional mobility, yet no plans exist for how to strike this balance. The goal of this three-phase project is to establish design principles and a methodology for planning in these corridors through development of design guidelines and pilot projects on three facilities in the region.

The 2040 Growth Concept identified most of these facilities as "corridors," and this land use designation is the last remaining element of the 2040 plan that has yet to be defined at a level of detail needed to be incorporated into local land use plans. This refinement work follows similar efforts for other mixed-use components of the 2040 Growth Concept. In the 1990s, more than one-third of the development in mixed-use areas has occurred in corridors. Yet, these corridors are the least defined of the 2040 land use components, underscoring the need for integrating land use and transportation planning here.

### **Gresham Civic Drive Green Street Demonstration Project**

Project: mgs2
Grant Request: \$250,000
Match Amount: \$25,675
Total Project Cost: \$275,675
Project Sponsor: Metro

This project is a green street demonstration project to retrofit Civic Drive to treat stormwater runoff from approximately 12,800 square feet of impervious surface using larger street trees and structural soils. Curb inserts or perforated curbs that are consistent with the Green Streets handbook will be used to maintain the integrity of the curb while directing stormwater runoff into street tree wells. Existing trees will be salvaged and planted in another location within the TOD project area. Large street trees will be selected from the Trees for Green Streets guide and planted in a site-specific structural soil mix that is amended with organic material. The structural soils will allow larger street trees to be planted, which is unusual in high-density urban areas. The result is a reduction of the volume of runoff that enters the stormwater collection system that does not compromise the amount of right of way available for on-street parking, bike movement, transit stops and pedestrian activities.

The existing stormwater system will be used as an overflow device that directs water to an underground cistern and recycled through a water feature on the northwestern corner of the adjacent lot. This water feature will be a central gathering place and will be used as an opportunity to educate people about the impacts of stormwater runoff on natural stream systems. Signage will be used to explain how the green street treatment helps to mitigate the impervious street surface. Educating the public about the impacts of streets on streams is one of the ways to make green street projects more publicly acceptable. This green streets demonstration project will be coordinated with construction of five-story mixed use development called The Crossing and the new MAX station and plaza in Gresham Civic Neighborhood.

## Gresham Civic Station and TOD Development

Project: mtr2

Grant Request: \$3,450,000

Match Amount: \$979,500

Private Match: \$256,000,000

Total Project Cost: \$260,390,000

Project Sponsors: City of Gresham,  
TriMet and Metro

This project constructs a new light rail station and transit plaza immediately surrounding the future MAX station on 85-acres of vacant land west of Civic Drive in the City of Gresham. This project provides a unique opportunity to design and build a transit station and the surrounding TOD together. When completed, this will be the largest TOD in the region outside Portland's downtown that is physically or functionally connected to transit and a rare opportunity for the transit station to be surrounded by a TOD on all sides. The proposed transit station is the epicenter of Gresham Civic Neighborhood, which will eventually include 700,000 square feet of retail, 1,100 housing units (including for sale and for rent, elderly, market rate and affordable), grocery store, movie theaters, restaurants, health club, health care and office.

This application for the LRT station itself. Past MTIP allocations to the Metro TOD program have funded adjacent development projects.

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## **STAFF REPORT**

IN CONSIDERATION OF RESOLUTION NO. 03-3284 FOR THE PURPOSE OF APPROVING METRO'S APPLICATIONS FOR FEDERAL TRANSPORTATION FUNDS THROUGH THE "REGIONAL PRIORITIES 2004-07" SOLICITATION.

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Date: February 3, 2003

Prepared by: Tom Kloster

### **BACKGROUND**

The Regional Transportation Plan (RTP) identifies a 20-year list of future transportation projects based on regional transportation and land-use policies. Most transportation projects of importance to the region are funded with state and federal money. The cost of all the projects approved in the Regional Transportation Plan exceeds the amount of funding available at any one time. The Transportation Priorities 2004-07 program will select RTP projects to receive some of the federal funds allocated to this region. Approximately \$635 million is spent on transportation in the Portland metropolitan region each year through a combination of federal, state, regional and local sources. This includes spending on maintenance and operation of existing roads and transit as well as the construction of new roads, sidewalks and bike facilities and implementation of programs to manage or reduce demand on the region's transportation system.

Of this total, Metro allocates regional flexible funds that come from two different federal grant programs: the Surface Transportation and Congestion/Air Quality programs. Approximately \$53 million is expected to be available to the Portland metropolitan region from these grant programs for the years 2006 and 2007. Of this amount, \$12 million had been previously committed to development of light rail in the Interstate Avenue and South corridors. The Transportation Priorities 2004-07 program is the regional process to identify which transportation projects and programs will receive the remaining \$41 million. These funds are limited to eligible sponsors under federal law, including Metro, TriMet, South Metro Area Rapid Transit (SMART), Oregon Department of Environmental Quality, Oregon Department of Transportation, Washington County and its cities, Clackamas County and its cities, Multnomah County and its cities, city of Portland, Port of Portland and parks and recreation districts.

In July 2002, Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council adopted a new policy direction for transportation funding. The primary objective is to leverage economic development in priority 2040 land-use areas through investments that support commercial centers, industrial areas and urban growth boundary expansion areas with completed concept plans. Other objectives include emphasizing projects that do not have other funding sources, completing gaps in the system and developing a transportation system that serves all travel options.

The Transportation Priorities program will address this policy guidance in two ways. First, the program provides an incentive for eligible government sponsors to nominate projects that support economic activity in priority land-use areas as defined by the 2040 Growth Concept. Projects fitting this category are eligible for up to a maximum allowed regional match of 89.73 percent under federal requirements. In contrast, projects located outside of these key 2040 areas are only be eligible for up to 70 percent regional match under the new criteria. This approach rewards projects that directly relate to the 2040 plan, while retaining flexibility to fund projects that do not directly benefit a regional priority land-use area but that are deemed to be important and effective transportation projects due to other considerations.

The program also addresses the new policy guidance through the technical evaluation portion of the program. In the technical evaluation of projects, 40 of 100 possible technical points are dedicated to evaluation of the land uses served by the proposed transportation project and how well 2040 Growth Concept objectives are implemented. As in previous allocation processes, projects will still be evaluated and ranked based on their effectiveness, cost effectiveness and impact on safety.

Metro has routinely received fund through the Metropolitan Transportation Improvement Program (MTIP) process for a wide variety of planning activities and projects, ranging from core planning programs that are required by federal law to special programs and projects that advance regional policy. Of these applications, the ongoing funding requests for the following programs (each described in more detail in Exhibit A) have been approved in each MTIP update since the early 1990s:

- Metro Core Planning Program
- Metro Transit Oriented Development Implementation (TOD) Program
- Regional Transportation Demand Management (TDM) Program

In addition to these core programs, Metro has also successfully competed for funds to complete special projects and planning efforts. These efforts include numerous corridor plans, area plans, TOD developments and regional trail projects. The following are special Metro projects proposed for funding as part of the Priorities 2004-07 allocation (also described in more detail in Attachment 'A'):

- I-5 to Highway 99W Corridor and Concept Planning
- Powell-Foster Corridor Plan (Phase II)
- Regional Freight Data Collection
- RTP Corridor Project
- Rx for Big Streets
- Gresham Civic Drive Green Street Demonstration Project
- Gresham Civic Station and TOD Development
- Metro Urban Centers Implementation Program

The proposed resolution would approve the pursuit of Regional Priorities 2004-07 MTIP funds on behalf of Metro, for the funding period of 2004-1007, and direct staff to submit these applications for funding: These proposals were first discussed and approved by the Council Transportation Planning Committee in Fall 2002 in draft form, and were submitted for technical evaluation in December 2002.

## ANALYSIS/INFORMATION

1. **Known Opposition** None.
2. **Legal Antecedents** Metro has routinely applied for MTIP funds for a variety of purposes, and is recognized by the federal government as an eligible agency grantee for these funds.
3. **Anticipated Effects** If ultimately approved by JPACT and the Council, the funds would advance Metro's efforts to implement the 2040 Growth Concept through strategic transportation planning and investments. These funds would advance planning and development projects that would otherwise not be accomplished with other Metro operating funding sources.
4. **Budget Impacts** The projects and programs represented by these applications would require a minimum of [blank] in local match from Metro. It is unlikely that all of the applications will be

approved, though some applications represent ongoing programs that have been routinely funded through the MTIP. These budget impacts are for the 2006-07 fiscal year.

**RECOMMENDED ACTION**

Approval of Resolution No. 03-3284 to pursue Regional Priorities 2004-07 MTIP funds on behalf of Metro, for the funding period of 2004-1007, and direct staff to submit the applications described previously in this report for funding consideration.