 Metro | Agenda

MEETING: METRO COUNCIL  
DATE: February 11, 2010  
DAY: Thursday  
TIME: 2:00 PM  
PLACE: Metro Council Chamber

**CALL TO ORDER AND ROLL CALL**

**1. INTRODUCTIONS**

**2. CITIZEN COMMUNICATIONS**

**3. TRACKING TRANSPORTATION PROJECT OUTCOMES:  
PRESENTATION & REPORT** Flynn

**4. CONSENT AGENDA**

4.1 Consideration of Minutes for the February 4, 2010 Metro Council Regular Meeting.

**5. ORDINANCES - FIRST READING**

5.1 **Ordinance No. 10-1234**, For the Purpose of Amending the Harrington  
FY 2009-10 Budget and Appropriations Schedule to Add 1.0 FTE Natural  
Resources Technician to Support Stabilization Activities on Newly Acquired  
Chehelam Ridge Natural Area and Declaring an Emergency.

**6. ORDINANCES - SECOND READING**

6.1 **Ordinance No. 10-1231**, For the Purpose of Determining that Liberty  
Providing Financial Resources to Increase the Supply of Affordable  
Housing is a Matter of Metropolitan Concern.

6.2 **Ordinance No. 10-1233**, For the Purpose of Establishing an Audit Park  
Committee and Amending Metro Code Section 2.15.080 External Audits  
and Adding a New Metro Code Section 2.19.250 Audit Committee.

**7. RESOLUTIONS**

7.1 **Resolution No. 10-4123**, For the Purpose of Approving the Portland Collette  
Metropolitan Regional Federal Transportation Priorities for Federal Fiscal  
Year 2011 Appropriations.

7.2 **Resolution No. 10-4124**, For the Purpose of Endorsing a Regional Collette  
Position on the Authorization of the Surface Transportation Act of 2009.

**8. CHIEF OPERATING OFFICER COMMUNICATION**

**9. COUNCILOR COMMUNICATION**

**ADJOURN**

**Television schedule for February 11, 2010 Metro Council meeting**

<b>Clackamas, Multnomah and Washington counties, and Vancouver, Wash.</b> Channel 11 – Community Access Network <a href="http://www.tvctv.org">www.tvctv.org</a> – (503) 629-8534 2 p.m. Thursday, Feb. 11 (Live)	<b>Portland</b> Channel 30 (CityNet 30) – Portland Community Media <a href="http://www.pcmv.org">www.pcmv.org</a> – (503) 288-1515 8:30 p.m. Sunday, Feb. 14 2 p.m. Monday, Feb. 15
<b>Gresham</b> Channel 30 – MCTV <a href="http://www.mctv.org">www.mctv.org</a> – (503) 491-7636 2 p.m. Monday, Feb. 14	<b>Washington County</b> Channel 30 – TVC-TV <a href="http://www.tvctv.org">www.tvctv.org</a> – (503) 629-8534 11 p.m. Saturday, Feb. 13 11 p.m. Sunday, Feb. 14 6 a.m. Tuesday, Feb. 16 4 p.m. Wednesday, Feb. 17
<b>Oregon City, Gladstone</b> Channel 28 – Willamette Falls Television <a href="http://www.wftvaccess.com">www.wftvaccess.com</a> – (503) 650-0275 Call or visit website for program times.	<b>West Linn</b> Channel 30 – Willamette Falls Television <a href="http://www.wftvaccess.com">www.wftvaccess.com</a> – (503) 650-0275 Call or visit website for program times.

**PLEASE NOTE: Show times are tentative and in some cases the entire meeting may not be shown due to length. Call or check your community access station web site to confirm program times.**

Agenda items may not be considered in the exact order. For questions about the agenda, call the Metro Council Office @ (503) 797-1540. Public hearings are held on all ordinances second read and on resolutions upon request of the public. Documents for the record must be submitted to the Clerk of the Council to be included in the decision record. Documents can be submitted by e-mail, fax or mail or in person to the Clerk of the Council. For additional information about testifying before the Metro Council please go to the Metro website [www.oregonmetro.gov](http://www.oregonmetro.gov) and click on public comment opportunities. For assistance per the American Disabilities Act (ADA), dial TDD 797-1804 or 797-1540 (Council Office).

Agenda Item Number 3.0

**TRACKING TRANSPORTATION PROJECT OUTCOMES:  
PRESENTATION & REPORT**

PRESENTED BY SUZANNE FLYNN, METRO AUDITOR

Metro Council Meeting  
Thursday, February 11, 2010  
Metro Council Chamber





# **Tracking Transportation Project Outcomes:**

*Better information needed to measure effectiveness*

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February 2010  
A Report by the Office of the Auditor

Suzanne Flynn  
*Metro Auditor*

Audit Team: Brian Evans, *Sr. Management Auditor*  
Mary Hull Caballero, *Sr. Management Auditor*



## **Knighton Award for Auditing**

### **Metro Audit Winner of ALGA 2008 Award**

The Office of the Auditor has been awarded the Silver Award for Small Shops, which was presented at the 2009 conference of the Association of Local Government Auditors (ALGA) in San Francisco in May. The audit winning the award is the *Waste Reduction and Outreach* audit completed in November 2008.

### **Metro Ethics Line**

The Metro Ethics Line gives employees and citizens an avenue to report misconduct, waste or misuse of resources in any Metro or Metropolitan Exposition Recreation Commission (MERC) facility or department.

The ethics line is administered by the Metro Auditor's Office. All reports are taken seriously and responded to in a timely manner. The auditor contracts with a hotline vendor, EthicsPoint, to provide and maintain the reporting system. Your report will serve the public interest and assist Metro in meeting high standards of public accountability.

*To make a report, choose either of the following methods:*

**Dial 888-299-5460 (toll free in the U.S. and Canada)**

**File an online report at [www.metroethicsline.org](http://www.metroethicsline.org)**



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## MEMORANDUM

February 3, 2010

To: David Bragdon, Council President  
Rod Park, Councilor, District 1  
Carlotta Collette, Councilor, District 2  
Carl Hosticka, Councilor, District 3  
Kathryn Harrington, Councilor, District 4  
Rex Burkholder, Councilor, District 5  
Robert Liberty, Councilor, District 6

From: Suzanne Flynn, Metro Auditor 

**Re: Audit of Transportation Project Outcomes**

The attached report covers our audit of Metro's ability to evaluate transportation project outcomes. Primary responsibility resides in the Planning and Development Department and its efforts to plan, prioritize, and coordinate transportation investments that use federal funds. This audit was included in our FY09-10 Audit Schedule.

As you are aware, Metro is unique because it is the only Metropolitan Planning Organization that functions within an elected regional government. Metro also has responsibility for meeting state planning requirements to manage urban growth. We looked at this unique intersection of roles to determine if the Department's efforts in transportation planning to meet federal and state requirements were also addressing urban growth objectives.

To accomplish our work, we analyzed transportation investments for Federal Fiscal Years 2004 through 2008. We were unable to determine if these investments were moving the region toward the desired outcomes in the 2040 growth management plan. The Department only tracked projects that received funding directly allocated by Metro. While we determined these projects aligned with the plan, a determination about the majority of investments could not be made because of incomplete data.

We have discussed our findings and recommendations with Scott Robinson, Deputy COO, and Robin McArthur, Director, Planning and Development. A formal follow-up to this audit will be scheduled within 1-2 years. We would like to acknowledge and thank the management and staff in the Department who assisted us in completing this audit.





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## Summary

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A basic principle of effective planning is to evaluate a plan and/or program after it has been implemented to determine if it is achieving its objectives. The results of the evaluation should then be used to revise the plan as appropriate to better achieve objectives.

Federal highway and transit statutes require that urban areas identify a Metropolitan Planning Organization to plan, prioritize, and coordinate transportation investments that use federal funds. Metro is the Metropolitan Planning Organization (MPO) for the Portland region. In addition to the federal planning requirements of MPOs, Metro also must meet state land use planning requirements.

The 2040 Growth Concept, adopted by the Metro Council in 1995, is a long-term plan on how the region should manage growth. The plan contains several objectives intended to guide transportation planning. This audit attempted to determine if Metro would be able to evaluate if it was meeting these growth objectives. We examined regional transportation projects completed over a five-year period.

We found that Metro's processes to plan transportation projects in the region were linear when they should have been circular. After a plan was adopted, the update process began anew with little or no reflection about the effectiveness of the previous plan or the results of the performance measures they contained.

For the period we examined, Metro was successful in meeting state and federal planning requirements for transportation planning, with few exceptions. However, we found that the Department fell short of meeting the needs of the Metro Regional Government, which has larger outcomes it wants to achieve. Systems to collect data and measure progress towards these outcomes were not in place.

We identified several obstacles that needed to be addressed. Metro only took responsibility for tracking projects that it had control over the funding. This resulted in an incomplete data set. As a result, we found that measuring outcomes for transportation projects in the five-year period we studied would be difficult. Although there were several sources of data available to measure outcomes, Metro relied primarily on estimations of potential outcomes rather than actual data.

Metro's role in determining which projects were included in the transportation plan heightened the need for outcome measurement. Metro was reluctant to assume a more regulatory role at the front end of the process. Metro does not screen transportation projects as they are approved for funding. We also identified examples of tools used by other jurisdictions that Metro might employ to improve evaluation of outcomes.

The audit makes several recommendations to improve Metro's ability to evaluate the outcomes of transportation planning efforts. Metro needs to assign responsibility for evaluation of 2040 Plan outcomes, improve data collection and management and improve evaluation tools.



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## Background

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Federal highway and transit statutes require that urban areas identify a Metropolitan Planning Organization to plan, prioritize, and coordinate transportation investments that use federal funds. These organizations have two primary planning responsibilities:

- Establish investment policies and identify projects over a 20-year horizon in a Regional Transportation Plan
- Prioritize projects to receive federal funds over a four-year horizon in a Transportation Improvement Program

Metro is the Metropolitan Planning Organization (MPO) for the Portland region. It is the only MPO in the nation that functions within an elected regional government. As a result, Metro's MPO structure has an additional layer of decision-makers, the Metro Council.

In addition to the federal planning requirements of MPOs, Metro also must meet state planning requirements. These requirements direct Metro to coordinate land use and transportation planning as part of its role in managing the urban growth boundary. This is another unusual aspect of Metro's planning environment. It has legal authority for both land use planning and transportation planning.

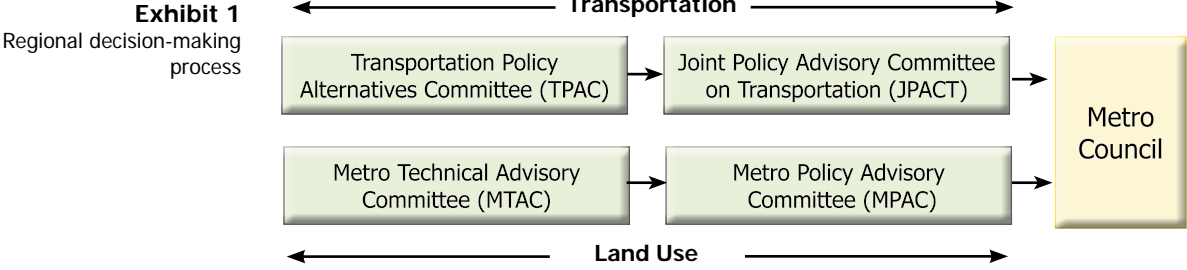
The organization's role as MPO and elected regional government requires Metro planners to wear two hats. As the region's MPO, they have to meet federal and state planning requirements, as well as address the long-term vision Metro Council established for the region.

The 2040 Growth Concept is the long-term vision for how the region should manage growth. It was adopted by Council in 1995 to guide Metro's planning efforts. The 2040 Growth Concept, which we refer to in this report as the 2040 Plan, contains objectives for the transportation system. Regional Transportation Plans are intended to implement the 2040 Plan.

Transportation planning activities are led by Metro's Planning and Development Department. In addition to transportation planning, the Department has units dedicated to planning for land use, corridors and transit, and development. A separate department, the Research Center also contributes to transportation planning. It contains the data and analysis tools that are used for transportation modeling.

Key personnel that staff the MPO function at Metro are organizationally part of the Transportation System Planning Program within the Planning and Development Department. Fiscal year 2007-08 was the first year expenditures for this Program were reported. In that year, the Program's expenditures were \$5.2 million with 24 full-time equivalent employees (FTE). Staff and resources in other Departments also contribute to the MPO function at Metro.

Metro’s decision-making process is based on two parallel tracks, one for land-use planning and the other for transportation planning. Each track includes two levels of advisory committees: one focused on technical matters and the other focused on policy. These two tracks ultimately make recommendations to Metro Council for final decisions.



Source: *Regional Transportation Plan*

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## Scope and methodology

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This audit attempted to assess the effectiveness of implementing the 2040 Plan by examining completed transportation projects and the planning processes undertaken to develop the Regional Transportation Plan. The scope of the audit included transportation projects completed during the five-year period from October 1, 2003 through September 30, 2008. There were three objectives for this audit:

- Determine if completed projects aligned with the 2040 Plan.
- Determine if the results of Metro's planning and project selection processes were meeting the needs of the region.
- Determine if Metro was applying best practices in its planning and project selection processes and suggest areas for possible improvement.

However, due to data limitations we were unable to fully complete all of our objectives. In addition, we analyzed why data limitations existed.

To meet these objectives, auditors reviewed information about federal and state planning requirements, analyzed planning processes and plans and collected data about completed projects. In addition, we analyzed published data about how federal funds were allocated in the region, reviewed indicators of transportation system performance and identified best practices in other planning organizations. Auditors conducted interviews with Metro staff, management and Councilors, as well as external stakeholders from around the region who serve on the Transportation Policy Alternatives Committee and the Joint Policy Advisory Committee on Transportation (JPACT).

Auditors conducted an analysis of completed capital projects and created maps with the help of the Planning and Development Department. The analysis excluded projects completed through regional programs such as Transit-Oriented Development and Regional Transportation Options and planning projects such as corridor refinement studies and environmental impact statements. The analysis also excluded projects funded entirely by local jurisdictions, and projects for transit facility maintenance and bus purchases. Total investment amounts for each project were not readily available for non-transit projects. For projects where total investment amounts were not available, we used the amount paid to the contractor for our analysis.

This audit was included in the Fiscal Year 2009 audit schedule. We conducted this performance audit in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.





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## Results

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A basic principle of effective planning is to evaluate a plan and/or program after it has been implemented to determine if it is achieving its objectives. The results of the evaluation should then be used to revise planning processes and plans as appropriate. We found that Metro did not routinely collect data or conduct analyses on completed transportation projects. Metro defined its analytic responsibilities narrowly and collected project data only for the federal funds that it allocated in the region.

Auditors reviewed transportation projects completed in a five-year period. We found that projects with funding controlled by Metro were aligned with the 2040 Plan's regional investment priorities. However, we were unable to determine if the remaining projects were aligned.

Metro was successful in meeting state and federal planning requirements for transportation planning with few exceptions. However, we found that the Department fell short of meeting the needs of the Metro Regional Government, which has larger goals it wants to achieve.

We identified several obstacles that needed to be addressed in order for Metro to implement a planning process that meets its dual roles of complying with federal and state transportation planning requirements and addressing regional growth. We also found examples in the areas of equity and environmental justice, project tracking and reporting, and benefit-cost analysis from other planning organizations that may be useful to the Department.

### Evaluating outcomes is challenging

For the purposes of this audit, we used the 2040 Plan as the basis for our evaluation of project outcomes. Although it is primarily a land-use planning strategy, its success depends on alignment between land use patterns and transportation investments. The Regional Transportation Plan stated it is intended to implement the 2040 Plan.

The underlying assumptions of the 2040 Plan were that denser development would result in an efficient and effective transportation system. For the transportation system user, this would mean fewer vehicle miles traveled, more transportation options and reduced costs for transportation and housing for area residents. As such, our evaluation of outcomes was twofold:

- Analysis of how completed projects aligned with the policies in the Regional Transportation Plan, and
- Analysis of whether users of the transportation system were realizing the benefits assumed in the 2040 Plan.

We attempted to evaluate both types of outcomes to reach conclusions about the quality of the planning process and progress made toward realization of the user benefits that are assumed to result from implementation of the 2040 Plan.

Evaluation of outcomes was challenging because the data was incomplete. Metro did not collect data or conduct analysis of completed projects. Auditors identified 57 capital construction projects that were completed in the region in Federal FY 04-08 (see Appendix for full project list and maps). Data was not available to allow auditors to reach conclusions.

**Exhibit 2**  
Data availability for completed projects

Data Available	2040 Plan		Transportation Type	
	Projects	% of Total	Projects	% of Total
Yes	30	53%	37	65%
No	27	47%	20	35%
<b>TOTAL</b>	<b>57</b>	<b>100%</b>	<b>57</b>	<b>100%</b>

Source: Auditor's Office analysis based on data from ODOT, Metro and TriMet

As the chart above shows, some projects could not be linked to the Regional Transportation Plan, resulting in a lack of information about the transportation type or land use component that the project was trying to address. Not all projects are required to be listed in the Regional Transportation Plan, such as ODOT's projects to preserve existing roads. Lack of data about how these projects were intended to address the objectives of the 2040 Plan were a barrier to evaluation of outcomes. In some cases, information in the Regional Transportation Plan about the land-use component of the project was missing. Data about the transportation type was slightly more complete.

Projects selected by Metro align with the regional plan

Metro focused primarily on projects for which it directly approved funding. As a result, the project data it maintained covered only a small portion of the projects that were planned and implemented in the region in a given year. For example, Metro reported that about \$722 million in federal funds were allocated to the region in FY 2004-08. Of that total only \$108 million (15%) was allocated directly by Metro.

Analysis of the 22 projects that were approved by Metro showed they conformed to the 2040 Plan priority investment areas (Exhibit 3). Projects addressing the highest priority land use areas accounted for 55% of all projects and 97% of the amount paid to contractors. Thirty-two percent of the projects addressed lower priority land use areas, which accounted for 2% of the amount paid to contractors.

**Exhibit 3**  
Completed projects allocated by Metro by priority area

Priority Area	Projects	Amt paid to Contractor	% of Total Projects	% of Total Payment
Highest	12	\$422,526,038 *	55%	97%
Lower	7	\$ 8,798,989	32%	2%
Less emphasis	2	\$ 3,311,215	9%	1%
None listed	1	\$ 2,420,675	4%	1%
<b>TOTAL</b>	<b>22</b>	<b>\$437,056,917</b>		

Source: Auditor's Office analysis based on data from ODOT, Metro and TriMet

\* One project, the Yellow MAX Line, accounts for \$350 million of this total

Note: Total percentage exceeds 100% due to rounding

Similarly, the completed projects (Exhibit 4) met the goal of investment in a variety of transportation types. Projects that were completed in Federal FY04-08 and were allocated directly by Metro addressed a diverse set of transportation types. Projects that addressed motor-vehicle-related facilities accounted for 41% of the projects and 6% of the amount paid to contractors. Fifty-four percent of the projects, and 93% of the amount paid to contractors, addressed transit, bicycle and pedestrian facilities.

**Exhibit 4**  
Completed projects allocated by Metro by transportation type

Transportation Type	Projects	Amt paid to Contractor	% of Total Projects	% of Total Payment
Bicycle and/or Pedestrian	10	\$ 11,026,515	45%	3%
Motor Vehicle	9	\$ 27,983,528	41%	6%
Transit	2	\$395,300,000	9%	90%
System Management	1	\$ 2,746,875	5%	1%
<b>TOTAL</b>	<b>22</b>	<b>\$437,056,917</b>	<b>100%</b>	<b>100%</b>

Source: Auditor's Office analysis based on data from ODOT, Metro and TriMet

Actual data sources were available to measure performance

Analysis of how completed projects matched up with regional plans provided basic information about whether regional plans were followed. It did not tell much about the actual performance of the transportation system. We identified many readily available sources of data to track and analyze the transportation system. This data could be used to monitor performance and generate analysis that is more complete. Eventually, it could be used to make adjustments or challenge assumptions. This data came from national studies and federal and state agencies that provide raw data and analysis.

As the data below shows, the system appeared to be delivering some of the benefits to the users in line with the expectations in the regional plan. For example:

- Vehicle miles traveled per person declined,
- Transit ridership increased,
- Safety improved, and
- Air quality was good compared to other urban areas.

Other data raised questions about system performance. For example, even though Metro was a national leader in the percentages of commuters that use transit and bicycles to get to work, the percentage of commuters that drove alone remained constant. This indicated that continued focus on expanding the utilization of many transportation options was needed. Similarly, although congestion was reduced from 2007 levels, total traffic counts increased. This indicated that efforts to reduce traffic volumes and/or increase the capacity of the system were important in meeting user needs.

*Transit* One of the goals in the 2040 Plan is to increase the use of mass transit. Over the last ten years, ridership on TriMet buses and MAX increased by 9% and 97% respectively. Although transit ridership increased, it still made up less than 10% of commuter travel.

The total number of miles traveled using public transportation also increased. In fact, over the last ten years, miles traveled by transit increased at a faster rate (30%) than motor vehicle miles traveled (18%). However, citizens in the region traveled an average of only 250 miles by transit each year, compared to an average of 5,560 miles traveled each year using motor vehicles.

*Road system* Another 2040 Plan goal is to provide adequate levels of mobility (ease of travel), and roads are an important factor. Traffic volumes in the Portland area increased between 1999 and 2007 on the majority of routes and intersections reviewed for this audit. There was general agreement between ODOT and Metro that most state highways in the region did not meet the state's highway mobility standard related to volume and capacity.

Per capita daily vehicle miles traveled (VMT) declined by 4% over the last ten years although total daily VMT increased by 18%. On average, each area resident drove fewer miles, but because the population increased, the total amount of miles traveled on area roads increased. According to a national transportation study, overall congestion in the region was down 36% in 2008 compared to 2007.

*Quality of life* Maintaining the region's air quality is also highlighted in the 2040 Plan. Air quality in the region was better than many other large urban areas. Safety in the region appeared to be improving as well. Total fatalities and injuries on area roads declined by 16% and 4% respectively even though the total number of crashes increased by 3% between 2004 and 2008.

*Commuter transportation options* Although the 2040 Plan recognizes that the predominant form of transportation is the automobile, it also recommends a mix of transportation types. In 2008, 70% of area commuters drove alone; 10% carpooled; 7% took public transportation; 4% walked; and 2% bicycled. These percentages largely were unchanged over the four years for which data was available. Nationally, Portland was a leader among urban areas in the percentage of commuters that used transit and bicycles to get to work.

As Metro continues to implement the 2040 Plan, it will be important to periodically review this type of data to provide information about transportation system user benefits. This will help demonstrate successful trends and point to areas where additional attention is needed and resources should be committed. Moreover, it can help check the accuracy of the assumptions in regional transportation plans and models.

Metro relied on modeled data

Metro relied almost entirely on modeled data to estimate the impact of the regional transportation plan rather than on actual data. Each of the last three Regional Transportation Plans included an estimate of the future impacts of the full project list over a 20-year period, such as vehicle miles traveled, congestion delay and the percentage of travelers using different forms of transportation.

Modeling developed to estimate the results of Metro's most recent regional plan indicated that an investment of \$9-\$20 billion would not result in better outcomes in some measures and would not meet the targets proposed. This contradicted the analysis of prior Regional Transportation Plans, which forecasted progress toward the performance measures in those plans. Conflicting model results highlight the challenges of trying to reach conclusions about outcomes based on forecasted data.

To its credit, Metro has proposed a new performance measurement system that includes modeled and actual data as part of the Regional Transportation Plan. At the time of this audit, non-modeled performance measures were still in development and the process for incorporating performance measurement in planning processes had yet to be determined.

**Data not managed to evaluate outcomes**

During the audit, we determined that Metro's data management was not organized effectively to monitor, analyze and report outcomes. Senior management had not designated responsibility for data management and evaluation of outcomes. Data to track projects from planning through construction were incomplete and inconsistent. For example:

- Metro's project tracking system changed several times and there was no unique identification number for each project.
- There was no master list linking project numbers in plans to identification numbers for construction.
- There were inconsistencies among many project lists used for reporting.

These factors resulted in fragmented data management. Without a central clearinghouse of data, it was time consuming and difficult to determine basic elements of projects, including total investment amounts, completion dates, and information about why the project was planned and what it was intended to achieve.

The Department acknowledged that data management and quality was a challenge. The database used to track projects contained unreliable data, and employees developed their own side systems to ensure data quality. In response, Metro has been developing a replacement project tracking database called TransTracker over the last five years. TransTracker was not fully operational at the time of the audit. While TransTracker appeared to be an improvement over the previous database, we were still unsure if it would be able to address Metro's needs.

## Planning process created challenges

At first glance, Metro's transportation planning process as the MPO and its land-use planning process as the Metro Regional Government would seem to be interrelated. However, combining these two processes as one created challenges for effective and efficient transportation planning. Further, it has implications for Metro's ability to monitor progress toward the outcomes in the 2040 Plan.

As the MPO, Metro defined a narrow role for itself based on available funding and federal planning requirements. It provided technical expertise and coordinated transportation planning processes. With few exceptions, it met the expectations of the federal regulators overseeing the expenditures of transportation funds. It defined no role for itself in the implementation of projects, leaving that to the Oregon Department of Transportation, TriMet, Wilsonville's transit agency, and county and local governments.

If complying with federal laws governing MPOs were its sole responsibility, the findings of this audit would be limited to a handful of areas that the Department could improve, such as making the processes more efficient and transparent. We found that the Department fell short of meeting the needs of the Metro Regional Government, which has larger goals it wants to achieve. Simply complying with federal rules did not provide the tools and information needed to measure whether the Regional Transportation Plan led to better transportation and community outcomes.

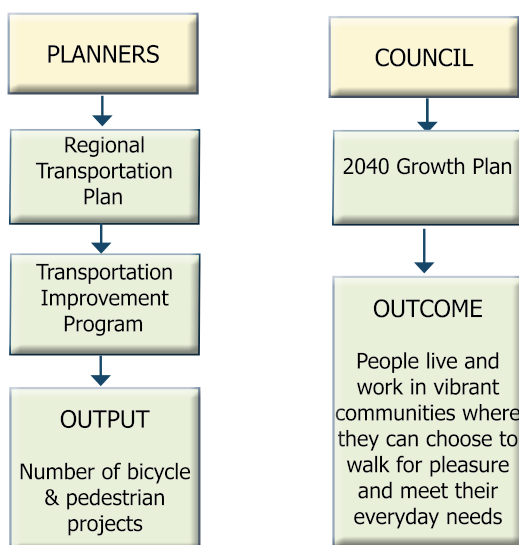
We identified several obstacles that inhibited Metro's ability to measure progress in meeting the goals contained in the 2040 Plan. Two overarching barriers were:

- Metro's planning process was linear and focused on outputs instead of outcomes.
- Metro's roles were not defined and prioritized.

Metro's planning process was linear and focused on outputs

An output is a quantity of the work being done. An outcome is a result achieved from the outputs. When asked how they defined the success of Metro's planning process, planners inside and outside of Metro mostly pointed to outputs, such as getting a plan adopted or crossing a completed construction project off the list. In contrast, the Metro Council usually expressed interest in terms of outcomes, such as a reduction in travel demand or negative effects on the environment.

**Exhibit 5**  
Example of outputs  
versus outcomes



Source: Auditor's Office

Metro's planning process was linear when it should have been circular. After a plan was adopted, the update process began anew with little or no reflection about the effectiveness of the previous plan. The process did not take stock of what was built since the last update and whether those projects helped the region move closer to achieving the outcomes in the 2040 Plan. The linear planning process left out important information. Metro's transportation planning process largely was paid for and designed by the federal government. It was not a safe assumption that as such it would meet the needs of the Metro Regional Government.

To achieve outcomes in the 2040 Plan, Metro needed to move toward a circular planning process. A circular process would have increased the focus on outcomes. Circling back to compare results to plans is a basic step in evaluating whether a planning or management process is on track. If not, the plan should be revised based on the new information. Leaving out this evaluation step could mean proceeding for years on the wrong course.

We found two examples where a circular planning process was needed. Metro did not evaluate how prioritization and project selection policies for the funds it allocated might have skewed transportation outcomes. One policy that may have affected project selection was rewarding cities that could provide funds above the required matching level. Plans may have needed to be adjusted if this policy resulted over time in an inequitable distribution of funds.

Another example of the lack of evaluation was the effect of local jurisdictions opting out of Metro's application process altogether. We heard from stakeholders that some cities and counties opted out when they weighed the investment of resources against the probability that they would be competitive. Metro should know the effect of this "opting out" on outcomes, especially if high priority investment areas were

removed from the process. Management did not conduct these types of evaluations because they would have taken staff away from higher priority tasks.

Metro's reluctance to regulate increased the need for outcome measurement

Metro's role in the planning process appeared to be more passive than might be expected given its integrated land-use and transportation planning authority. For example, Metro did not screen projects for compatibility with the 2040 Plan before they were included in the Regional Transportation Plan.

Three County Coordinating Committees, which are made up of representatives of the cities and counties in the region, developed the list of projects over the 20-year horizon from their individual Construction Improvement Plans. The City of Portland, TriMet, and ODOT submitted projects directly to Metro rather than through Coordinating Committees. Metro planners did not screen any lists to determine if the projects submitted were compatible with the 2040 Plan or policies outlined in the Regional Transportation Plan. Stakeholders said there were projects that were not compatible with Metro's plans. Some of these were only identified as a result of the public comment period for the most recent Regional Transportation Plan.

Some Metro employees were reluctant to be perceived as gatekeepers of the list, though others were not opposed to implementing a screening process. The source of the discomfort was the fact that some of the funding for projects came from local government sources. Allowing the grass-roots assembly of the lists without an eventual screening process may have streamlined the planning process, but it likely will work against Metro's goal of achieving outcomes in the 2035 Regional Transportation Plan. Without a screening process, the importance of monitoring and measuring outcomes is increased.

Roles not defined and prioritized

The requirements of the MPO function took considerable time and resources of the Department. The decision-making timeline was lengthy for several reasons:

- Federal law requires that the process be continuing, cooperative, and comprehensive. Representatives from 25 cities, three counties, a handful of government agencies, and the public participated in the process.
- The process included required technical analyses, such as determining how projects in the plan would affect air quality.
- The Metro Council has four advisory committees, two each for land-use decisions and transportation decisions. Transportation planners had to brief committees on both tracks, even though they did so for the land-use committees mostly as a courtesy. These committees met monthly, so staff at times waited weeks before receiving direction on how to proceed. In some cases, they received conflicting direction from the advisory committees.



Beginning in 2000, Metro acknowledged a relationship between the 2040 Plan and regional transportation policies. This resulted in increased expectations for the Department. Recent Metro Council actions further increased the importance of measuring outcomes of the 2040 Plan. These actions also increased expectations of transportation planners.

We reviewed the Department's budgets and strategic plan for descriptions of these added responsibilities and guidance on how they should have been prioritized. We found no such guidance, which left staff to figure out as they went along how to cope with competing requests for time and resources. Without this direction, we were unable to assess what progress had been made and whether it was done efficiently and effectively.

Managing workload was a recurring theme during the audit, and there was evidence that Metro's MPO function operates with fewer full-time employees than its peers. Management stated Metro had 25 employees staffing the federally required planning function, lagging behind both a national median of 49 and an average of 31 for MPOs that served populations greater than one million.

However, the Department did not track activities based on whether they were MPO functions or Metro Regional Government functions. Without an understanding of which projects went above the MPO requirements and how they helped the Department achieve other goals, we were not able to conclude whether more staff was needed or whether the current resources needed to be better managed.

Lacking guidance on how to prioritize its roles, managers and staff were left to define their own priorities and measures of success. The system worked to varying degrees, but it also created inefficiencies such as:

- Managers treated work requests with the same level of importance and found themselves never saying no. Staff said the effect was that employees were assigned twice as many projects as they could complete by their deadlines.
- When experienced project managers left, their replacements had no written procedures to help them get started. They were unable to build on the lessons learned from those who had come before them, increasing the potential for repeating mistakes.
- After observing the process to develop the most recent Regional Transportation Plan for several months, we concluded that the process managed the staff more than the staff managed the process. Participants said the time for them to consider and provide input on the scope and variety of new policies and approaches were unrealistic. Deadlines drove decisions, they said, not substantive discussions.

This informal management approach is ill-suited for a Department that must wring more productivity out of its current resources to achieve the region's ambitious outcomes. Federal and state requirements have expanded. The Council's desire to achieve and measure regional outcomes also places new demands on the Department for data collection, analysis, and reporting. In addition, the Director wants the Department to help local jurisdictions implement projects. It was not known if more resources would be available for these expanded responsibilities.

Stakeholders who participated in this audit lauded Metro's planners for their professionalism and determination to produce innovative plans. The success of those plans, however, may rest more on the Department's ability to improve its internal management system.

### **Better tools needed to evaluate outcomes**

Best practices for equity analysis, project tracking and reporting and benefit-cost analysis are particularly relevant for Metro's increasing focus on outcomes. Considerations of equity, transparency and cost-effectiveness were often mentioned in our interviews, though suggestions about how to integrate them in the planning process were not definitive. Increasing transparency through better data management and expanding analysis techniques to evaluate equity and net societal benefits will be important tools if the region is to realize the promise of the 2040 Plan.

#### *Equity and environmental justice*

Federal civil rights and environmental justice laws and regulations require recipients of federal funds to involve the public in planning and decision-making, protect minority and low-income communities from adverse health and social effects of investments, and make sure the groups protected by the law enjoy equitable benefits.

Equity and environmental justice concerns have emerged as the region has become more demographically diverse. So far, no jurisdiction in the region has developed an approach to analyzing and addressing equity issues in a meaningful way.

Other MPOs have developed practices in assessing the benefits and burdens that transportation projects place on neighborhoods. The Southern California Association of Governments in the Los Angeles area developed its approach in response to a threatened lawsuit in the 1990s. A coalition of advocacy groups argued that the MPO's preliminary Regional Transportation Plan had few benefits for low-income communities.

The Mid-Ohio Regional Planning Commission in the greater Columbus area also established analytical foundations for determining benefits and burdens. The Mid-Ohio region included a needs-assessment of its communities that were underserved by transportation in its decision-making.

Metro had integrated public involvement procedures into its planning process. It had no established policies and procedures for identifying human health and environmental effects or determining whether some

populations were underserved. The environmental justice report in the 2008 Transportation Improvement Program identified projects by their proximity to certain neighborhoods, but did not articulate whether the project would be a benefit or burden. In the most recent analysis, a Metro planner conducted site visits at some of projects that applied for Flexible Funds.

Decision-makers and Department planning staff expressed a desire to improve analytical capabilities and decision-making in terms of equity. This translated into criteria being included in the selection criteria for some Flexible Fund categories. Metro could better address its stated concern about equity by providing deeper analytical information and emphasizing it in the planning process.

*Project tracking  
and reporting*

The San Francisco area's MPO had a web site where anyone could obtain data about transportation projects and funding. Called the Fund Management System, this tool not only helped manage data for planning purposes but also improved transparency by offering a one-stop clearinghouse of information for transportation projects in the region. Project owners update their information in the database. Information collected included the problem the project was trying to solve, project screening data (including whether it was consistent with the Regional Transportation Plan), funding by project phase, timelines, and the political districts where the project was located. This information could easily have been converted into a periodic progress report on completed and ongoing projects.

The Puget Sound Regional Council's 2004 milestone report is an example of how data can be useful for decision-making and determining progress on outcomes. The report assessed 10 years of transportation investments and compared them to Puget Sound's long-range vision and principles. Puget Sound was able to produce the report after it developed a project-tracking database with the help of the Washington Department of Transportation. The first report did not include all transportation funds spent, but Puget Sound planned to incorporate additional projects in its next report (2010). Metro stakeholders we interviewed agreed milestone reports would be helpful in assessing what is being built and how well the projects conform to regional policies.

The milestone report not only provided a benchmark for Puget Sound decision-makers and planners, but the project-tracking system netted the MPO an unexpected \$12 million in "found" money. By working with the Washington Department of Transportation to pull together data on past projects, Puget Sound realized that some of the projects had not spent all of their obligated funds. Washington DOT allowed Puget Sound to commit those unspent funds to other projects.

### *Benefit-cost analysis*

We found several examples of benefit-cost analysis being used for transportation planning. The examples indicate that this type of analysis could be incorporated at various stages in the planning process. For example:

- Evaluation of a proposed project: The City of Cincinnati completed an analysis of a proposed street-car project to determine if the project would result in more benefits than it cost to construct.
- Evaluation of a group of projects: The Ohio-Kentucky-Indiana MPO conducted a benefit-cost analysis on a group of projects in its transportation improvement plan. The results demonstrated that the projects generated benefits for the region in excess of their costs.
- Transportation System Development: The Department for Transport in the United Kingdom conducted analyses of potential transportation projects. The resulting benefit-cost ratios for each project were used to develop national transportation priorities.

The examples we reviewed indicated that benefit-cost analysis could be an effective tool to provide standardized and objective evaluation of policies and projects. The primary advantage of using it was in estimating a monetary value for all costs and benefits to develop a single measure, a benefit-cost ratio, for each project or policy option under consideration. Having a single measure in the form of a benefit-cost ratio facilitated comparisons of options regardless of transportation type, purpose, geography, and funding structure. In practice, the utility of this analysis was dependent on many factors, including the availability of data, methodology used to monetize costs and benefits, and structure of the decision-making process.

In addition to examples where benefit-cost analysis was used in transportation planning, there were several technical resources available to facilitate this type of analysis. These included:

- Two manuals, developed by EcoNW (based in Oregon), that provide technical methodologies and theoretical backgrounds for analysis of transit and highway projects.
- Two guidebooks developed by the Transportation Research Board that provide a comprehensive discussion of transportation project analysis techniques, general methodologies and a state of the practice literature review.
- Free software developed by the Federal Highway Administration that uses information generated by travel demand models as inputs for benefit-cost analysis.

Metro does not conduct formal benefit-cost analysis but we found elements of this type of analysis in its planning process. For example, Metro has included an evaluation of cost-effectiveness as one of the selection criteria for projects applying for Flexible Funds. Cost-effectiveness criteria were a relatively small part of the quantitative scoring process, accounting for at

most 15% of the project score. In addition, elements of benefit-cost analysis were part of many transit-related plans and studies, such as the High Capacity Transit System Plan, corridor and alternative analysis studies, and applications to the Federal Transit Administration to fund light-rail and streetcar projects.

While systematic use of this type of analysis remained the exception rather than the rule, we believe Metro is better positioned than most MPOs to make greater use of benefit-cost analysis in transportation planning. Metro generates data from its travel demand model to meet mandated federal and state planning requirements (for example air quality conformity, scenario analysis, Environmental Impact Statements) which provide a rich foundation for this type of analysis. Moreover, Metro's unique structure, land-use authority, technical expertise, and willingness to go beyond compliance provide a favorable environment to incorporate benefit-cost analysis at various points in the planning process.



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## Recommendations

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**To improve Metro’s ability to evaluate the outcomes of its transportation planning efforts, the Chief Operating Officer and the Department should:**

1. Define roles and responsibilities for evaluation of 2040 Plan outcomes including:
  - a. What evaluation is expected
  - b. Who will do the work
  - c. What resources will be committed
  - d. When reporting will be done
  - e. How the evaluation will be incorporated in planning and decision-making processes
2. Improve data management and collection in line with defined roles and responsibilities established as part of recommendation number one, including:
  - a. Collect data about completed transportation projects
  - b. Collect sufficient information about each completed project to be able to evaluate progress toward outcomes
  - c. Develop a data management system that will facilitate data collection, maintenance and reporting
3. Improve tools used for outcome evaluation in line with defined roles and responsibilities established as part of recommendation number one, including:
  - a. Develop a methodology for equity analysis
  - b. Develop a consistent methodology for benefit-cost analysis and increase use



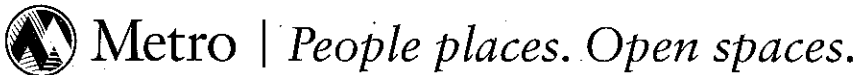


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## **MANAGEMENT RESPONSE**

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February 1, 2010

The Honorable Suzanne Flynn  
Metro Auditor  
600 NE Grand Ave  
Portland, Oregon 97232

Dear Ms. Flynn:

Thank you for the opportunity to respond to your audit "Tracking Transportation Outcomes." We appreciate the Auditor's recognition that Metro is unique among Metropolitan Planning Organizations (MPOs), in that we are a chartered government with regional planning authority in addition to functioning as the federally designated transportation planning entity. As Metro's regional planning program has evolved over the years, the agency has leveraged federal transportation funds to address both regional objectives and federal requirements.

However, our federal grants depend on successfully meeting federal regulations and the growing scope of our mandated MPO work has increasingly limited the ability to fund additional regional activities. The Auditor's report captured this reality with the conclusion that we are successfully meeting our federal transportation planning requirements, but not always fully meeting our regional planning objectives.

The Auditor's report includes findings that suggest that Metro's MPO staffing level lags behind other MPOs of similar size. Given that we are also carrying out regional tasks that extend beyond the federal transportation planning mandates, we believe that our limited staffing capacity has contributed to a number of the operational issues noted by the auditor. Therefore, our responses to the specific recommendations from the auditor, below, hinge on the extent to which Metro reprioritizes its work program and/or can find the capacity to staff the additional efforts proposed. We will also seek more efficient and effective ways of doing business.

### **Response to Specific Recommendations**

The following summarizes the Planning and Development Department's response to the specific recommendations in the Auditor's report.

#### **Recommendation No. 1:** *Define roles and responsibilities for evaluation of 2040 Plan outcomes including:*

- a. *What evaluation is expected;*
- b. *Who will do the work;*
- c. *What resources will be committed;*
- d. *When reporting will be done;*
- e. *How the evaluation will be incorporated in planning and decision-making processes?*

**Management Response:**

We recognize the need to become more efficient and effective in managing our varied tasks. We concur that a clearer definition of roles and responsibilities is essential in allocating our limited resources and recommend the following actions to improve our performance:

- **Implement Best Management Practices for Project Development:** The Planning & Development Department has been implementing Regional Leadership Initiative (RLI) best management practices and successfully used this approach for the current Regional Transportation Plan (RTP) update. We believe that this approach adds to our effectiveness, and plan to expand the RLI approach to all major projects carried out in the department to better address (b) and (c), above, related to identification of resources, roles and responsibilities.
- **Implement Outcomes Based Approach:** Unlike previous RTP's, the new RTP establishes an outcomes-based approach consistent with Region 2040 and federal and state requirements. It relies on an information feedback loop as called for by the auditor. This new approach addresses the Auditor's recommendations in (a), (d) and (e), above, by creating a more circular planning process centered on reporting and evaluation of progress toward Region 2040 goals. We have not fully developed and implemented the evaluation phase but will make substantial progress in 2010.

A possible way to create efficiencies with existing staff is to change the Metropolitan Transportation Improvement Program (MTIP) update schedule. The RTP follows a mandatory 4-year update cycle that allows for a feedback loop on plan performance. It would be beneficial to align the MTIP project/program funding component with this update cycle to provide sufficient time to evaluate performance prior to committing new funds. While federal regulations allow for a 4-year MTIP update cycle, the Oregon Department of Transportation currently operates on a 2-year update cycle for the State Transportation Improvement Plan. To support the Auditor's findings, we recommend that Metro discuss this possibility with to ODOT to adopt the longer MTIP cycle.

**Recommendation No. 2:** *Improve data management and collection in line with defined roles and responsibilities established as part of recommendation number one, including:*

- a. *Collect data about completed transportation projects;*
- b. *Collect sufficient information about each completed projects to be able to evaluate progress toward outcomes;*
- c. *Develop a data management system that will facilitate data collection, maintenance and reporting.*

**Management Response:**

We have made great strides in our data collection and analysis systems in the past few years. Our data emphasis focuses on complying with state and federal regulations. It does not fully address regional planning objectives and overall performance of the transportation system.

For example, we are nearing completion on a new database that will allow Metro to:

- track projects from planning to commitment of funds for construction
- conduct historical analyses of funding patterns, priorities and progress on plan implementation
- serve as a financial planning tool for tracking transportation revenues and project funding allocations

As pointed out by the auditor, this database does not include information on local projects funded outside of the regional process or state-funded projects that are not part of the RTP. We recognize this is a significant gap, but that level of effort is well beyond our current capacity. We estimate it would require an additional management analyst to support this work. Therefore, we recommend exploring other options for bringing this information to the regional planning process in order to fill this gap, including enacting reporting requirements for local governments or cooperative agreements with ODOT.

A second gap in our project-related data tracking identified by the auditor is information on projects that have been obligated, and are moving into the construction phase. Metro lacks the resources to track projects through construction to determine whether completed projects reflect the original funding purpose.

We concur with the auditor that this is essential information to track. While it may not be possible to meet this need in the current budget cycle in light of funding shortfalls, we may be able to pursue this if funds become available in the next federal transportation reauthorization.

A notable exception to this finding by the auditor is when project development is funded with regional funds. In recent years, Metro has begun to administer those contracts directly in order to ensure projects meet the original funding intent.

**Recommendation No. 3:** *Improve tools used for outcome evaluation in line with defined roles and responsibilities established as part of recommendation number one, including:*

- a. *Develop a methodology for equity analysis;*
- b. *Develop a consistent methodology for benefit-cost analysis and increase use.*

**Management Response:**

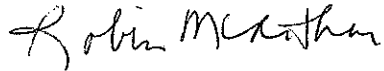
Metro began applying an equity analysis through the MTIP and RTP programs in the late 1990s, and has been refining the approach to this analysis in the years since. We recognize that the current approach is broad and left open to interpretation by stakeholders and policy makers, and concur with the auditor that the importance of the issue calls for continued improvement in our methodology. We will survey other MPOs to determine if they have perfected an approach to equity analysis that could be applied in our region. We also recommend enhancing existing partnerships between Metro's Research Center, the Portland Institute for Metropolitan Studies and the Oregon Transportation Research and Education Consortium to develop and maintain regional data to facilitate this analysis.

Councilor Collette, with staff support from the Transportation Planning Division, is currently serving on the STIP (State Transportation Improvement Program) Stakeholder Committee. The committee is an advisory group to the Oregon Transportation Commission that will soon be taking up the issue of how to apply the least cost planning as the preferred method of cost-benefit analysis in transportation planning and project selection. This work is expected to be completed in 2011, and the recommendations could provide a template for conducting least-cost planning in Metro's transportation planning programs (or any other infrastructure planning at Metro). It is important for this kind of approach to be advanced statewide, so we are excited to part of the effort.

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In her role as JPACT Chair, and as an advocate for least cost planning, Councilor Collette will also be able to have a direct impact on how we apply this approach to regional transportation planning. We believe this work will fully address the Auditor's recommendations in (b) above.

Sincerely,

A handwritten signature in black ink that reads "Robin McArthur". The signature is written in a cursive, flowing style.

Robin McArthur, AICP  
Director, Planning and Development Department

cc: Michael Jordan  
Scott Robinson  
Tom Kloster  
Ted Leybold

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## **APPENDIX**

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# Transportation Projects

ODOT Key#*	Project Name	Regional Flexible Fund**	2040 Plan	Transportation Type	Amount Paid to Contractor
11302	Interstate MAX (Rose Garden to Expo Center)	✓	Central City and Regional Centers	Transit	\$350,000,000 <sup>^</sup>
13199	Streetcar extension: PSU to South Waterfront	✓	Central City and Regional Centers	Transit	\$45,300,000 <sup>^</sup>
09393	St. Johns Bridge		None listed***	Roads/Boulevard	\$38,055,603
13459	US26: Cornell Road - OR217		Industrial Areas and Intermodal Facilities	Freeways/Highways	\$36,322,678
12493	Rehabilitation of Willamette River Bridges (Broadway)		None listed***	Bridges	\$22,492,738
12522	I-205 North Auxiliary Lane Improvements		None listed***	Freeways/Highways	\$21,847,663
09364	I-5: Capitol Hwy - Marquam Bridge		Town Centers, Main Streets and Station Communities	Bicycle/Pedestrian	\$21,785,138
12858	I-5: Capitol Hwy - Tualatin River		Unable to link to RTP****	Unable to link to RTP****	\$14,407,428
10685	I-5: Columbia River (NB/SB) Bridges		Unable to link to RTP****	Unable to link to RTP****	\$12,455,604
08815	North Lombard Railroad Overcrossing	✓	Industrial Areas and Intermodal Facilities	Roads/Boulevard	\$12,372,339
12374	Burnside Bridge		Central City and Regional Centers	Bridges	\$7,857,536
10680	TV Hwy: Hocken - Minter Bridge Road		None listed***	System Management	\$6,287,153
12855	OR99E: Kellogg Cr. - MP 9.19		Town Centers, Main Streets and Station Communities	Roads/Boulevard	\$5,821,766
14545	OR99E: Division St - Ross Island Br.		Unable to link to RTP	Unable to link to RTP	\$5,815,800
12854	OR217: Sunset Hwy - SW 72nd		None listed***	Freeways/Highways	\$5,302,104
12872	OR224: SE 17th Ave. - E. Portland Fwy.		Unable to link to RTP****	Unable to link to RTP****	\$5,281,936
03346	I-205: E Portland Freeway at Sunnybrook Interchange		None listed***	Freeways/Highways	\$4,671,171
10665	OR 212: Rock Creek Jct to Richey Road		Unable to link to RTP****	Unable to link to RTP****	\$4,421,697
11468	OR 213: At South Beaver Creek Road	✓	Central City and Regional Centers	Freeways/Highways	\$4,345,749
11435	SW Nyberg Rd @ I-5	✓	Industrial Areas and Intermodal Facilities	Freeways/Highways	\$3,263,838
10705	SE Bybee Blvd: McLoughlin/SPRR Br.		Central City and Regional Centers	Roads/Boulevard	\$3,096,021
10666	Beaverton-Hillsdale Hwy: Beaverton/Tigard Hwy		Unable to link to RTP****	Unable to link to RTP****	\$2,920,049
10731	US26: Ross Island Br. - SE 50th	✓	Other	System Management	\$2,746,875
10679	OR47: Quince - District Boundary		Town Centers, Main Streets and Station Communities	Roads/Boulevard	\$2,745,792
05651	OR 99E: Kellogg Creek-SE Harrison St	✓	None listed***	Freeways/Highways	\$2,420,675
13256	Tualatin River Bike Pedestrian Bridge	✓	Town Centers, Main Streets and Station Communities	Bicycle/Pedestrian	\$2,323,551
12477	Molalla Ave. Sidewalk Infill, Phase 2	✓	Central City and Regional Centers	Bicycle/Pedestrian	\$2,064,570
12158	OR-224: East Portland Fwy - SE Evelyn St.		Unable to link to RTP****	Unable to link to RTP****	\$2,054,026
10078	Abernethy Creek Bridge		Central City and Regional Centers	Roads/Boulevard	\$1,985,935
11425	Divison: NW Wallula Ave - NE Kelly Ave	✓	Central City and Regional Centers	Roads/Boulevard	\$1,803,219
14272	92nd Ave: SE Powell - SE Holgate	✓	Town Centers, Main Streets and Station Communities	Bicycle/Pedestrian	\$1,568,226
14454	Washington County Sidewalk Projects	✓	Town Centers, Main Streets and Station Communities	Bicycle/Pedestrian	\$1,522,927
11064	Stark Street Boulevard: SE 181st - SE 190th	✓	Town Centers, Main Streets and Station Communities	Roads/Boulevard	\$1,480,842
12295	I-205 Multi-Use Path O-Xing Powell	✓	Central City and Regional Centers	Bicycle/Pedestrian	\$1,191,621
10258	Johnson Creek Blvd: 32nd Ave to 45th Ave	✓	Town Centers, Main Streets and Station Communities	Roads/Boulevard	\$1,120,447
12905	OR10: Hwy 217 - SW Maple Dr.		Unable to link to RTP****	Unable to link to RTP****	\$994,912
14057	Rose Biggi Ave: Crescent Street to Millikan	✓	Central City and Regional Centers	Roads/Boulevard	\$900,333
12148	SW Rosemont Road @ SW Stafford Road		Other	Roads/Boulevard	\$743,881
10867	Hillsboro/Silverton Hwy @ SE Walnut		Unable to link to RTP****	Unable to link to RTP****	\$742,830
13258	Hillsboro Regional Center Pedestrian Project	✓	Central City and Regional Centers	Bicycle/Pedestrian	\$641,796
11454	Fuller Road: SE King Rd. - SE Harmony Rd.	✓	Central City and Regional Centers	Bicycle/Pedestrian	\$587,954
11420	Gresham/Fairview Trail: NE Halsey - NE Burnside Rd	✓	Other	Bicycle/Pedestrian	\$564,341
10663	Stark Street Viaduct		Unable to link to RTP****	Unable to link to RTP****	\$550,464
13107	Beaverton/Tualatin Hwy - Tigard Hwy @ Scholls Ferry Rd		Unable to link to RTP****	Unable to link to RTP****	\$543,091
14518	I-84: Wilkes Sound Wall		Unable to link to RTP****	Unable to link to RTP****	\$517,188
11462	Cornell Rd Bike Path: NE Elam Yound Parkway - NE Ray Cr	✓	Town Centers, Main Streets and Station Communities	Bicycle/Pedestrian	\$506,909
14472	122nd @ Whitaker & Lombard @ Portsmouth		Unable to link to RTP****	Unable to link to RTP****	\$505,770
13454	Linnton Improvements: NW Harbor - NW 112th		Unable to link to RTP****	Unable to link to RTP****	\$487,614
07146	E. Burnside/MLK to 37th Ave.		Unable to link to RTP****	Unable to link to RTP****	\$440,278
10877	OR 99E/Canemah Rockfall Mitigation		Unable to link to RTP****	Unable to link to RTP****	\$368,674
13644	I-405 @ Kerby Avenue Offramp		Central City and Regional Centers	Roads/Boulevard	\$341,617
14010	US 30: Lake Yard Hub Facility Access Improvement		Unable to link to RTP****	Unable to link to RTP****	\$327,361
13233	OR 43: Laurel Street - Glenmorrie Dr.		Unable to link to RTP****	Unable to link to RTP****	\$302,910
11422	Bertha Sidewalk Improvement: Vermont - Capitol Hwy	✓	Town Centers, Main Streets and Station Communities	Roads/Boulevard	\$276,085
09394	Lombard: Pacific East - Philadelphia Ave.		Unable to link to RTP****	Unable to link to RTP****	\$243,879
12149	US26: Powell Blvd @ 82nd Ave		Unable to link to RTP****	Unable to link to RTP****	\$236,662
11459	Greely/Interstate: Russel/Killingsworth Bike Path	✓	Central City and Regional Centers	Bicycle/Pedestrian	\$54,619

Source: Auditor's Office analysis based on data from ODOT, TriMet, Portland Streetcar and Metro

\* Some projects were listed under multiple ODOT key numbers in various transportation improvement program documents.

\*\* Check mark (✓) indicates that Regional Flexible Funds were used for a portion of the project cost.

\*\*\* Indicates that no information about 2040 Plan land-use information was listed in the Regional Transportation Plan.

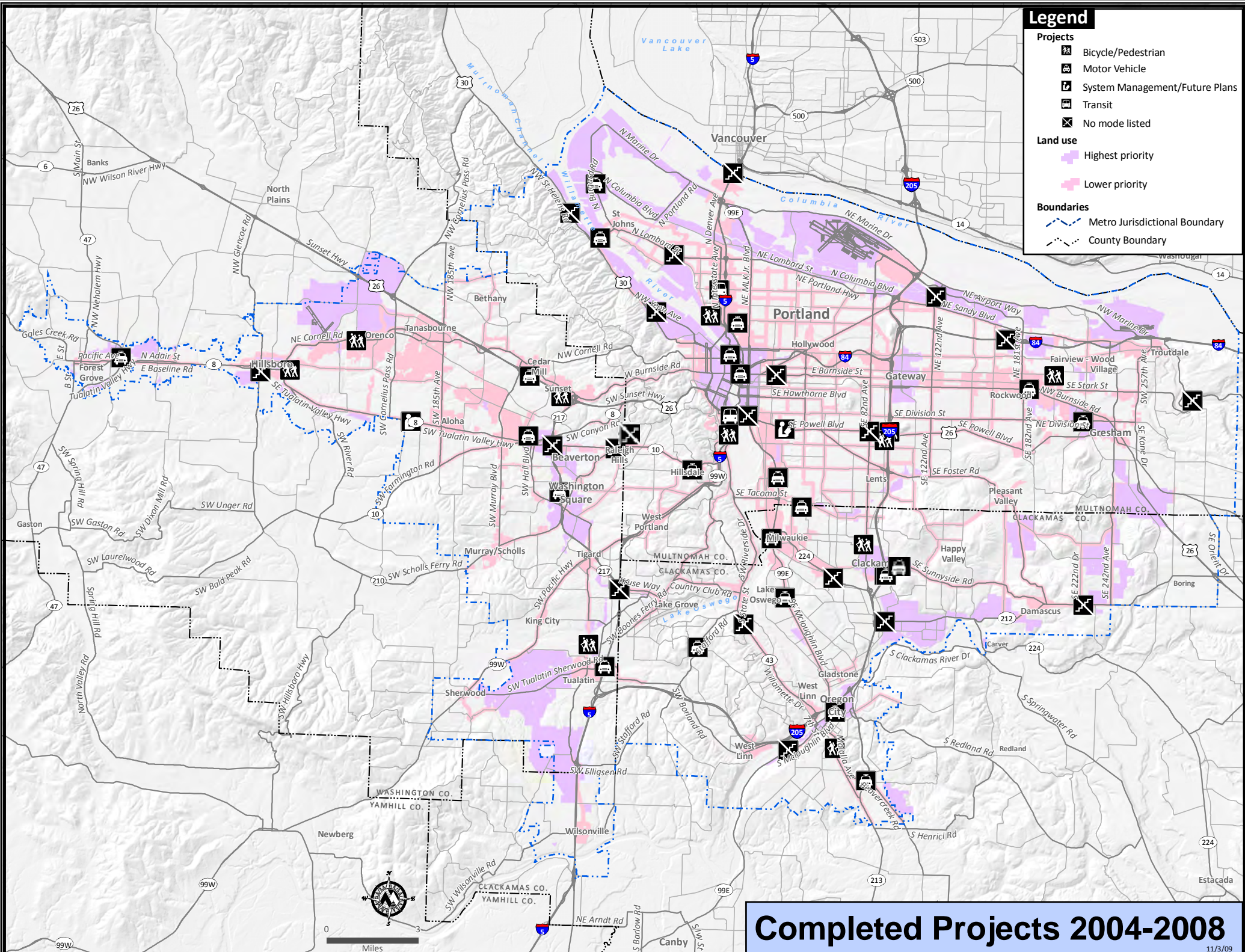
\*\*\*\* Indicates that auditors were unable to match a project to the Regional Transportation Plan.

<sup>^</sup> This is the total for the entire project as reported by TriMet or Portland Streetcar. The total may include expenditures in excess of the amount paid to the contractor.



# Legend

- Projects**
- Bicycle/Pedestrian
  - Motor Vehicle
  - System Management/Future Plans
  - Transit
  - No mode listed
- Land use**
- Highest priority
  - Lower priority
- Boundaries**
- Metro Jurisdictional Boundary
  - County Boundary

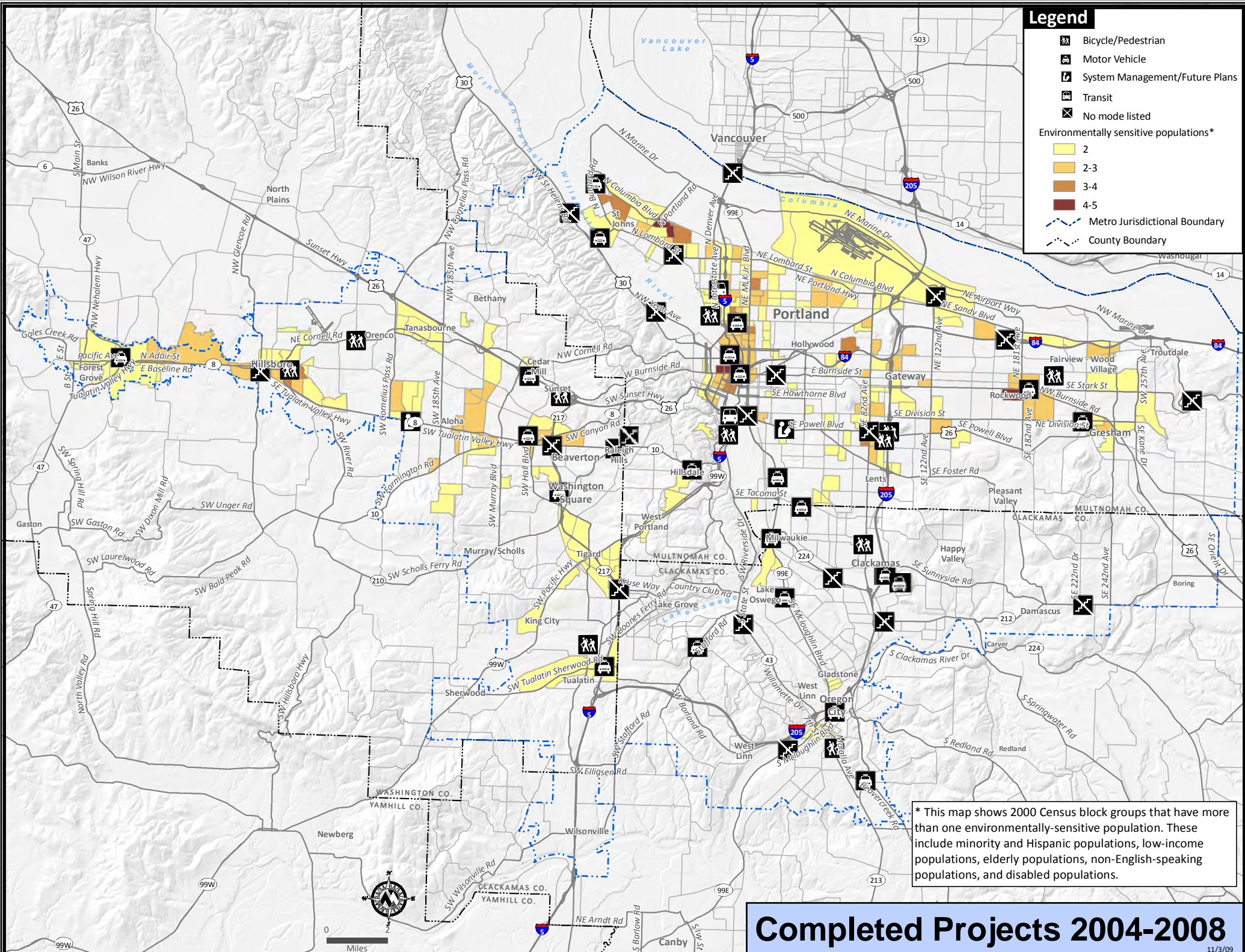


# Completed Projects 2004-2008



# Legend

- Bicycle/Pedestrian
  - Motor Vehicle
  - System Management/Future Plans
  - Transit
  - No mode listed
- Environmentally sensitive populations\*
- 2
  - 2-3
  - 3-4
  - 4-5
- Metro Jurisdictional Boundary
  - County Boundary



\* This map shows 2000 Census block groups that have more than one environmentally-sensitive population. These include minority and Hispanic populations, low-income populations, elderly populations, non-English-speaking populations, and disabled populations.

# Completed Projects 2004-2008



**METRO**

Office of the Metro Auditor  
600 NE Grand Avenue  
Portland, Oregon 97232  
503-797-1892  
[www.oregonmetro.gov](http://www.oregonmetro.gov)







Agenda Item Number 4.1

**Consideration of Minutes for the February 4, 2010 Metro Council  
Regular Meeting.**

*Consent Agenda*

Metro Council Meeting  
Thursday, February 11, 2010  
Metro Council Chamber



Agenda Item Number 5.1

**Ordinance No. 10-1234**, For the Purpose of Amending the  
FY 2009-10 Budget and Appropriations Schedule to Add 1.0 FTE  
Natural Resources Technician to Support Stabilization Activities on  
Newly Acquired Chehelam Ridge Natural Area and Declaring an  
Emergency.

ORDINANCES – FIRST READING  
COUNCILOR HARRINGTON

Metro Council Meeting  
Thursday, February 11, 2010  
Metro Council Chamber



BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE FY	)	ORDINANCE NO. 10-1234
2009-10 BUDGET AND APPROPRIATIONS	)	
SCHEDULE TO ADD 1.0 FTE NATURAL	)	Introduced by Michael Jordan, Chief
RESOURCES TECHNICIAN TO SUPPORT	)	Operating Officer, with the concurrence of
STABILIZATION ACTIVITIES ON NEWLY	)	Council President David Bragdon
ACQUIRED CHEHALEM RIDGE NATURAL	)	
AREA AND DECLARING AN EMERGENCY	)	

WHEREAS, on December 10, 2009, the Metro Council adopted Resolution No. 09-4095, “Authorizing the Chief Operating Officer to Purchase Certain Property in the Chehalem Ridgetop to Refuge Target Area Under the 2006 Natural Areas Bond Measure and Subject to Unusual Circumstances”; and

WHEREAS, on January 7, 2010 Metro acquired the Chehalem Ridge Natural Area; and

WHEREAS, as property owners Metro wishes to steward the property by taking actions to stabilize the wildlife habitat and water quality it wishes to protect and enhance with this acquisition; and

WHEREAS, the Trust for Public Land has offered a \$90,000 stewardship contribution for the first three years of Metro’s ownership; and

WHEREAS, the Metro Council has reviewed and considered the need to hire an additional Natural Resource Technician and change appropriations within the FY 2009-10 Budget; and

WHEREAS, the need for the change of appropriation has been justified; and

WHEREAS, adequate funds exist for other identified needs; now, therefore,

THE METRO COUNCIL ORDAINS AS FOLLOWS:

Now therefore,

THE METRO COUNCIL ORDAINS AS FOLLOWS:

1. The FY 2009-10 Budget and Schedule of Appropriations are hereby amended as reflected in Exhibit A attached hereto to authorize the addition of a full-time Natural Resource Technician, transfer \$24,212 from contingency to personal services within the Natural Areas Fund, and accept \$90,000 of revenue from the Trust for Public Land to be used to help defray the costs of the salary and benefits for the additional Natural Resource Technician.
2. This Ordinance being necessary for the health, safety, and welfare of the Metro area because Metro now owns the site and must care for it, an emergency is declared to exist, and this Ordinance shall take effect immediately upon adoption, pursuant to Metro Charter Section 39(1).

ADOPTED by the Metro Council this \_\_\_\_\_ day of \_\_\_\_\_, 2010.

\_\_\_\_\_  
David Bragdon, Council President

Attest:

Approved as to Form:

\_\_\_\_\_  
Anthony Andersen, Recording Secretary

\_\_\_\_\_  
Daniel B. Cooper, Metro Attorney

**Exhibit A**  
**Ordinance No. 10-1234**

ACCT	DESCRIPTION	Current Budget		Revision		Amended Budget	
		FTE	Amount	FTE	Amount	FTE	Amount
<b>Natural Areas Fund</b>							
<b>Natural Areas Fund</b>							
<b>Resources</b>							
BEGBAL	Beginning Fund Balance						
	* Prior year ending balance		75,000,000		0		75,000,000
GRANTS	Grants						
4105	Federal Grants-Indirect		835,710		0		835,710
INTRST	Interest Earnings						
4700	Interest on Investments		1,875,000		0		1,875,000
DONAT	Contributions from Private Sources						
4750	Donations and Bequests		0		90,000		90,000
<b>TOTAL RESOURCES</b>			<b>\$77,710,710</b>		<b>\$90,000</b>		<b>\$77,800,710</b>
<b>Personal Services</b>							
SALWGE	Salaries & Wages						
5010	Reg Employees-Full Time-Exempt						
	Associate Natural Resource Scientist	1.00	61,294	-	0	1.00	61,294
	Associate Regional Planner	1.00	55,590	-	0	1.00	55,590
	Manager II	0.20	18,914	-	0	0.20	18,914
	Principal Regional Planner	0.20	17,217	-	0	0.20	17,217
	Program Director	1.00	108,630	-	0	1.00	108,630
	Property Management Technician	1.20	53,597	-	0	1.20	53,597
	Real Estate Negotiator	4.00	298,243	-	0	4.00	298,243
	Program Supervisor II	0.50	41,001	-	0	0.50	41,001
	Senior Management Analyst	1.00	64,314	-	0	1.00	64,314
	Senior Public Affairs Specialist	0.80	72,134	-	0	0.80	72,134
	Senior Regional Planner	0.80	56,703	-	0	0.80	56,703
5015	Reg Empl-Full Time-Non-Exempt						
	Park Ranger	1.00	40,637	-	0	1.00	40,637
	Natural Areas Technician	-	0	0.33	16,426	0.33	16,426
5089	Salary Adjustment						
	Merit Adjustment Pool (non-represented)		2,130		0		2,130
	Step Increases (AFSCME)		11,972		0		11,972
	COLA (represented employees)		24,870		0		24,870
	Other Adjustments (non-represented)		1,594		0		1,594
	Other Adjustments (AFSCME)		7,982		0		7,982
	Other Adjustments (class & comp study)		935		0		935
FRINGE	Fringe Benefits						
5100	Fringe Benefits				0		
	Base Fringe (variable & fixed)		305,860		6,767		312,627
5100	PERS Bond Recovery		30,008		526		30,534
<b>Total Personal Services</b>		<b>12.70</b>	<b>\$1,273,625</b>	<b>0.33</b>	<b>\$23,719</b>	<b>13.03</b>	<b>\$1,297,344</b>
<b>Materials &amp; Services</b>							
IGEXP	Intergov't Expenditures						
5300	Payments to Other Agencies		10,000,000		0		10,000,000
OTHEXP	Other Expenditures						
5445	Grants & Loans		2,150,000		0		2,150,000
<b>Total Materials &amp; Services</b>			<b>\$12,150,000</b>		<b>\$0</b>		<b>\$12,150,000</b>
<b>Capital Outlay</b>							
CAPCIP	Capital Outlay (CIP Projects)						
5700	Land		40,937,532		0		40,937,532
5715	Improve-Oth thn Bldg		4,182,080		0		4,182,080
<b>Total Capital Outlay</b>			<b>\$45,119,612</b>		<b>\$0</b>		<b>\$45,119,612</b>

**Exhibit A**  
**Ordinance No. 10-1234**

ACCT	DESCRIPTION	Current Budget		Revision		Amended Budget	
		FTE	Amount	FTE	Amount	FTE	Amount
<b>Natural Areas Fund</b>							
<b>Natural Areas Fund</b>							
<i><b>Interfund Transfers</b></i>							
<i>INDTEX</i>	<i>Interfund Reimbursements</i>						
5800	Transfer for Indirect Costs						
	* to General Fund-Bldg		43,036		0		43,036
	* to General Fund-Support Services		799,330		0		799,330
	* to General Fund		26,282		0		26,282
	* to Risk Mgmt-Liability		2,108		0		2,108
<i>INTCHG</i>	<i>Internal Service Transfers</i>						
5820	Transfer for Direct Costs						
	* to General Fund-Planning		216,213		0		216,213
	* to General Fund-Regional Parks		359,110		0		359,110
	* to General Fund-General Gov't		7,097		0		7,097
	* to General Fund-Support Services		19,116		0		19,116
<b>Total Interfund Transfers</b>			<b>\$1,472,292</b>		<b>\$0</b>		<b>\$1,472,292</b>
<i><b>Contingency and Ending Balance</b></i>							
<i>CONT</i>	<i>Contingency</i>						
5999	Contingency						
	* General contingency		17,667,050		(24,212)		17,642,838
<i>UNAPP</i>	<i>Unappropriated Fund Balance</i>						
5990	Unappropriated Fund Balance						
	* Unappropriated Balance		0		90,000		90,000
	* PERS Reserve		28,131		493		28,624
<b>Total Contingency and Ending Balance</b>			<b>\$17,695,181</b>		<b>\$66,281</b>		<b>\$17,761,462</b>
<b>TOTAL REQUIREMENTS</b>		<b>12.70</b>	<b>\$77,710,710</b>	<b>0.33</b>	<b>\$90,000</b>	<b>13.03</b>	<b>\$77,800,710</b>



**Exhibit B**  
**Ordinance 10-1234**  
**Schedule of Appropriations**

	<b><u>Current</u></b> <b><u>Appropriation</u></b>	<b><u>Revision</u></b>	<b><u>Revised</u></b> <b><u>Appropriation</u></b>
<b>NATURAL AREAS FUND</b>			
Sustainability Center	58,543,237	24,212	58,567,449
Non-Departmental			
Interfund Transfers	1,472,292	0	1,472,292
Contingency	17,667,050	(24,212)	17,642,838
Unappropriated Balance	28,131	90,000	118,131
<b>Total Fund Requirements</b>	<b>\$77,710,710</b>	<b>\$90,000</b>	<b>\$77,800,710</b>

*All Other Appropriations Remain As Previously Adopted*

## **STAFF REPORT**

### **FOR THE PURPOSE OF AMENDING THE FY 2009-10 BUDGET AND APPROPRIATIONS SCHEDULE TO ADD 1.0 FTE NATURAL RESOURCES TECHNICIAN TO SUPPORT STABILIZATION ACTIVITIES ON NEWLY ACQUIRED CHEHALEM RIDGE NATURAL AREA AND DECLARING AN EMERGENCY**

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Date: January 12, 2010

Prepared by: Kathleen Brennan-Hunter  
503-797-1948

#### **BACKGROUND**

The 1143-acre Chehalem Ridge Natural Area is a landmark for the Natural Areas Bond Program, rich in opportunity and challenge and by far the program's largest acquisition. It will anchor wildlife and water quality conservation, complement the conservation efforts of the United States Fish and Wildlife Service in the Wapato unit of the Tualatin National Wildlife Refuge, and provide tremendous future recreation opportunities for an underserved area in the Chehalem Ridgetop to Refuge Target Area.

Currently dominated with young Douglas fir plantations, the site is rich in ecological and recreation potential. It includes the mapped headwaters of 28 drainages, 3 perennial creeks, wetlands, remnants of oak-madrone woodlands, and stunning views of the surrounding area. A well maintained gravel and dirt road system offers the basis for a future trail system. Realizing such potential will however, require resources. Fortunately our partner in this acquisition, The Trust for Public Land, has pledged \$90,000 during the first three years to help support sound stewardship of this site.

Because of the site's history and especially because of the large size, there are substantial challenges and need for staff time in regulating human use, effectively and safely managing the site's natural resources and evaluating recreation opportunities. Despite an official no access policy by the current owner, there is historic and current use of the property for hunting, ATV use, shooting, dumping, "partying" and horseback riding. Modifying such behavior will take substantial staff time in community outreach and education, as well as direct actions such as initial clean-up, fence repair, patrols (including evenings and weekends), setting up gates, decommissioning roads and erecting signage.

The property is primarily commercial forest plantations less than 25 years old, and many of the ecological benefits of the site will be realized only through decades of active forest management. Necessary early stabilization activities such as weed control, forest thinning, oak release and developing a fire response and natural resources management plan will directly affect nearly every acre. Such activities are routine and easily accomplished within the normal stabilization period on smaller sites, but become significant on nearly two square miles of land.

In order to conduct necessary stabilization activities in a safe and timely fashion, and begin realizing the site's potential, without compromising our ability to continue effective and efficient work elsewhere, and while managing fire risk, site control and aesthetics on what is likely to be a high visibility site; we need to increase our current staff, as well as extend our now customary two year timeline for stabilization to three years. We believe the addition of an additional Natural Resource Technician for at least the three years of site stabilization would best allow us to:

- Immediately establish a significant management presence on the site and in the community in order to start on the "right foot."
- Efficiently put the forests and streams on a path towards long-term health.

- Have capacity to offer a series of regular staff led tours to provide early managed access for the public while staff develops a management plan
- Adequately analyze different management alternatives for the site
- Develop and begin implementing a management plan and fire response plan to maximize future contributions to wildlife habitat, water quality and access to nature.

Specifically, there will be a substantial need for resources to protect young trees, thin overcrowded forests, manage invasive species, initiate riparian and oak-madrone habitat restoration, patrol, maintain, and decommission roads, control unauthorized use; and last, but certainly not least, invest time in building relationships with neighbors and the local / regional community. All of these site-based activities will occur concurrently with the development of a long-term management plan that identifies the desired future conditions and public use options and charts a path towards achieving them.

## ANALYSIS/INFORMATION

1. **Known Opposition** – None known.
2. **Legal Antecedents** – The voters’ approved Metro’s 2006 Natural Areas Bond Measure at the general election held on November 7, 2006.

Resolution No. 07-3766A, “Authorizing the Chief Operating Officer to Purchase Property With Accepted Acquisition Guidelines as Outlined in the Natural Areas Implementation Work Plan,” was adopted by the Metro Council on March 1, 2007, and established the Acquisition Parameters and Due Diligence Guidelines for the purchase of properties as part of the 2006 Natural Areas Bond Program

Resolution No. 07-3857, “Approving the Natural Areas Acquisition Refinement Plan for the Chehalem Ridgetop to Refuge Target Area,” was adopted by the Metro Council on September 20, 2007.

Resolution No. 09-4095, “Authorizing the Chief Operating Officer to Purchase Certain Property in the Chehalem Ridgetop to Refuge Target Area Under the 2006 Natural Areas Bond Measure and Subject to Unusual Circumstances,” was adopted by the Metro Council on December 10, 2009.

ORS 294.450 provides for transfers of appropriations within a fund, including transfers from contingency, if such transfers are authorized by official resolution or ordinance of the governing body for the local jurisdiction.

3. **Anticipated Effects** – Successful active management of the property for high quality wildlife habitat, water quality protection and access to nature, including fire protection, human use management, habitat restoration and protection of scenic views will require human and financial resources beyond those currently available.
4. **Budget Impacts** – This ordinance provides for three actions:
  - a. It authorizes the addition of a limited duration Natural Resources Technician to provide stabilization activities in the Natural Areas Fund for at least the first three full fiscal years; through FY 2012-13. The status and function of the position will be evaluated as part of the FY 2013-14 annual budget development. It is anticipated that at that time the need for the position will continue but will transfer to ongoing operations. The additional impact on the General Fund in FY 2013-14 is estimated to be approximately \$81,000 annually.

- b. It accepts \$90,000 from the Trust for Public Lands to help support the stewardship activities of the Chehelam Ridge Natural Areas. Funding from the Trust for Public Lands will be placed in the Natural Areas Fund reserves to assist in offsetting the costs of the additional Natural Resource Technical over a period of three years. Metro's contribution to management of the Property shall be funded utilizing 2006 Regional Bond proceeds.
- c. It transfers \$24,212 from the Natural Areas contingency to personal services to provide budget authority for the new position.

**RECOMMENDED ACTION**

The Chief Operating Officer recommends passage of Ordinance No. 10-1234.

Agenda Item Number 6.1

**Ordinance No. 10-1231**, For the Purpose of Determining that  
Providing Financial Resources to Increase the Supply of Affordable  
Housing is a Matter of Metropolitan Concern.

ORDINANCES – SECOND READING  
COUNCILOR LIBERTY

Metro Council Meeting  
Thursday, February 11, 2010  
Metro Council Chamber



BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF DETERMINING THAT ) ORDINANCE NO. 10-1231  
PROVIDING FINANCIAL RESOURCES TO )  
INCREASE THE SUPPLY OF AFFORDABLE )  
HOUSING IS A MATTER OF METROPOLITAN ) Introduced by Councilor Robert Liberty  
CONCERN )

WHEREAS, Section 4 of the Metro Charter, entitled “Jurisdiction of Metro,” provides that, “Metro has jurisdiction over matters of metropolitan concern. Matters of metropolitan concern include the powers granted to and duties imposed on Metro by current and future state law and those matters the Council by ordinance determines to be of metropolitan concern. The Council shall specify by ordinance the extent to which Metro exercises jurisdiction over matters of metropolitan concern”; and

WHEREAS, Section 7 (1) of the Metro Charter, entitled “Assumption Ordinance,” provides that “The Council shall approve by ordinance the undertaking by Metro of any function not authorized by Sections 5 and 6 of this charter. The ordinance shall contain a finding that the function is of metropolitan concern and the reasons it is appropriate for Metro to undertake it”; and

WHEREAS, Fundamental 7 of the Metro Council’s Regional Framework Plan charges Metro to “Enable communities to provide diverse housing options for all residents by providing a mix of housing types as well as affordable housing in every jurisdiction”; and

WHEREAS, Chapter 1.3.1 Housing Choice of Metro’s Regional Framework Plan states that it is the policy of the Metro Council to encourage affordable housing opportunities in the Metro Area by addressing current and future supply of affordable housing production goals; and

WHEREAS, Title 7 Housing Choice of Metro Code Chapter 3.07 Urban Growth Management Functional Plan, Metro Code Section 3.07.750 Technical Assistance, encourages cities and counties to take advantage of the programs of technical and financial assistance provided by Metro to help achieve the goal; and

WHEREAS, on January 25, 2007, the Metro Council amended and adopted the Regional Framework Plan and the Metro Code, via Ordinance No. 06-1129B, which took effect on April 25, 2007 (“For the Purpose of Amending the Regional Framework Plan to Revise Metro Policies on Housing Choice and Affordable Housing and Amending Metro Code Sections 3.07.710 through 3.07.760 to Implement the New Policies”); and

WHEREAS, the Metro Council has acknowledged that continued and accelerated population growth is likely to negatively affect the availability and affordability of housing in the Metro Area, and that the lack of sufficient funding for affordable housing remains a major barrier to the production of affordable housing; and

WHEREAS, it is the Metro Council’s goal that the Metro Area grow and reinvest in ways that assure a high quality of life for residents of all incomes, races and ethnicity, including the development and preservation of housing affordable to families and individuals of modest means in mixed-use, walkable neighborhoods close to services and public transit; and

WHEREAS, on June 26, 2008, the Metro Council adopted Metro Resolution No. 08-3940 (“For the Purpose of Affirming a Definition of a “Successful Region” and Committing Metro to Work with Regional Partners to Identify Performance Indicators and Targets and to Develop a Decision-Making Process to Create Successful Communities”), establishing six defining measures of a successful region, one of which seeks to minimize geographic concentrations of poverty, by providing affordable housing choices in centers and corridors, such that the benefits and the burdens of growth and change are distributed equally; and

WHEREAS, at regular meetings on November 28, 2007 and February 13, 2008, MPAC [Metro Policy Advisory Committee] discussed Metro’s Housing Need Study, the Metro Region’s Affordable Housing Inventory, and the proposed \$10 million Regional Housing Choice Revolving Fund, which was later established by Metro Council ordinance adopting a June, 2008 budget amendment, and committing \$1 million in seed money from Metro limited duration funds, contingent on a \$9-19 million match from public, private, and charitable partners, and

WHEREAS, the national economic crisis and associated collapse of the housing boom made it impossible to complete the matching program needed to establish the Regional Housing Choice Revolving Fund; and

WHEREAS, on June 25, 2009, the Metro Council adopted the Metro FY 2009-10 budget via Resolution No. 09-1215B (“Adopting the Annual Budget for Fiscal Year 2009-10, Making Appropriations, Levying Ad Valorem Taxes, Authorizing an Interfund Loan and Declaring an Emergency”), and determined to use the remaining limited duration fund to provide regional funding for affordable housing, to accomplish some key objectives of the regional housing choice implementation strategy; and

WHEREAS, the Metro Council has identified \$850,000 of limited duration funds that is available for loans for a term up to five years that aid in the construction of ownership or rental housing for persons and families of below average incomes in the centers, corridors and station areas designated for growth in Metro’s 2040 Regional Framework Plan, with such available for uses such as pre-development work, land acquisition and construction; and

WHEREAS, in determining that providing regional funding for affordable housing is a matter of metropolitan concern, Metro will not exercise any authority to direct or regulate local government efforts to provide such funding, in order to avoid providing or regulating any existing service provided by local governments; and

WHEREAS, pursuant to Section 7(3) of the Metro Charter, “Assumption of Other Service Functions, the [Metro] Council shall seek the advice of the [Metro Policy Advisory Committee] MPAC before adopting an ordinance authorizing provision or regulation by Metro of a service, which is not a local government service”; and

WHEREAS, in accord with the provisions of the Metro Charter, MPAC’s advice has been sought for this ordinance, and MPAC advises approval; now therefore,

**THE METRO COUNCIL ORDAINS AS FOLLOWS:**

1. In accord with Section 4 of the Metro Charter, Metro Council finds that providing Metro funding for increasing the Metro Area’s supply of affordable housing is a function of metropolitan concern.



2. In accord with Section 7(1) of the Metro Charter, this finding is supported and justified by the legislation cited in the preceding recitals and by Metro Council's findings contained in the Regional Housing Choices Implementation Strategy report accepted by the Metro Council in March 2006, which recommended that Metro should direct effort towards development of new resources for affordable housing and advocate for increased funding at the Federal, State, and regional levels.

3. The Metro Council directs that Metro should not exercise any authority to direct or regulate local government efforts to provide such funding and therefore finds that Metro is not providing or regulating any existing service provided by local governments. In accord with Section 7(2) of the Metro Charter, Metro Council finds that this ordinance is therefore not subject to approval by either the Metro Policy Advisory Committee or the voters of the Metro Area.

4. In accord with Sections 4 and 7 of the Metro Charter, Metro Council hereby undertakes jurisdiction over increasing the Metro Area's supply of affordable housing, by utilizing Metro funds to provide short-term loans to assist in the development of additional affordable housing in the Metro Area.

ADOPTED by the Metro Council this \_\_\_\_\_ day of \_\_\_\_\_ 2010.

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David Bragdon, Council President

Attest:

Approved as to Form:

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Tony Andersen, Recording Secretary

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Daniel B. Cooper, Metro Attorney

## STAFF REPORT

Date: January 26, 2009

Prepared by: Kayla Mullis and Ina Zucker

813-7554; 797-1543

### **BACKGROUND**

This ordinance declares affordable housing an issue of metropolitan concern, and authorizes Metro to spend funds to provide short-term loans to assist in the development of additional affordable housing in the Metro area.

The funds in question were approved when the Metro Council adopted the FY2009-10 budget which included the use of remaining limited duration funds to provide regional funding for affordable housing. Specifically the use of these funds was approved to accomplish key objectives of the Regional Housing Choice Implementation Strategy report, accepted by the Metro Council in March 2006, which recommended that Metro develop new resources for affordable housing and advocate for increased funding at federal, state and regional levels. The funds were originally part of \$1 million in seed money that the Metro Council approved for the FY2008-09 budget, and were contingent on finding matching fund of \$9-19 million from public, private and charitable partners. This was known as the Regional Housing Choice Revolving Fund. When the expected matching contributions were not forthcoming, the Metro Council approved use of \$850,000 of the original \$1 million to establish a revolving loan fund for affordable housing that will provide short-term loans for pre-development work, land acquisition and construction. This is now known as the Regional Housing Choice Revolving Loan Fund.

The Metro Council's decision to allocate these funds was rooted in a series of actions that recognize affordable housing supply as an important issue in the region and include:

- Fundamental 7 of the Metro Council's Regional Framework Plan which charges Metro to "enable communities to provide diverse housing options for all residents by providing a mix of housing types as well as affordable housing."
- Chapter 1.3.1 of the Regional Framework Plan which states that it is the policy of the Metro Council to encourage affordable housing opportunities by addressing current and future supply of affordable housing production goals.
- Resolution No. 08-3940, adopted by the Metro Council in June 2008, which established six defining measures of a successful region, one of which seeks to minimize geographic concentrations of poverty by providing affordable housing choices in centers and corridors in order to equitably distribute the benefits and burdens of growth and change.
- Title 7 of the Urban Growth Management Functional Plan, codified to be part of the Metro code in 2007, entitled Housing Choice which establishes voluntary affordable housing production goals to be adopted by local governments, and encourages cities and counties to take advantage of Metro programs to help "achieve the goal of increased production and preservation of housing choices and affordable housing."

Ordinance No. 10-1231 will officially recognize affordable housing as a matter of metropolitan concern, and directs the Metro Council to undertake jurisdiction over increasing the Metro area's supply of affordable housing by utilizing Metro funds to provide short-term loans to assist in developing affordable housing.

### **ANALYSIS/INFORMATION**

1. **Known Opposition:** None known.
2. **Legal Antecedents:** Sections 4 and 7 of the Metro Charter provide that Metro has jurisdiction over "matters of metropolitan concern," including those matters the Council determines to be of metropolitan concern by ordinance. Such an ordinance shall contain a finding that a function is of metropolitan concern and the reasons for which it is appropriate to be undertaken by Metro. As outlined above, the Metro Council has approved legislation supporting affordable housing in accepting the Regional Housing Choices Implementation Strategy report in March 2006, including Fundamental 7 and chapter 1.3 in the Metro Council's Regional Framework Plan, amending the Regional Framework Plan by adopting Title 7 on Housing Choice by ordinance in 2007, by adopting six defining measures of a successful region in 2008 and including a measure that focuses on affordable housing, and by approving the Regional Housing Choice Revolving Fund in the FY 2008-09 budget.
3. **Anticipated Effects:** The Metro Council will undertake jurisdiction over increasing the Metro area's supply of affordable housing by utilizing Metro funds to provide short-term loans to assist in the development of additional affordable housing in the Metro area.
4. **Budget Impacts:** Future revenues and expenditures associated with the implementation of a short-term loan program to assist in development of affordable housing will be determined as part of the budget process.

### **RECOMMENDED ACTION**

The Office of the Metro Attorney and staff recommend the adoption of Ordinance No. 10-1231.



Agenda Item Number 6.2

**Ordinance No. 10-1233**, For the Purpose of Establishing an Audit Committee and Amending Metro Code Section 2.15.080 External Audits and Adding a New Metro Code Section 2.19.250 Audit Committee.

ORDINANCES – SECOND READING  
COUNCILOR PARK

Metro Council Meeting  
Thursday, February 11, 2010  
Metro Council Chamber



BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ESTABLISHING AN	)	ORDINANCE NO. 10-1233
AUDIT COMMITTEE AND AMENDING	)	
METRO CODE SECTION 2.15.080 EXTERNAL	)	Introduced by Suzanne Flynn, Metro Auditor,
AUDITS AND ADDING A NEW METRO CODE	)	with consent by David Bragdon, Council
SECTION 2.19.250 AUDIT COMMITTEE	)	President

WHEREAS, pursuant to Metro Code Chapter 2.15 Metro Auditor, the Office of Auditor provides financial and performance audits of Metro; and

WHEREAS, the Office of Auditor is committed to ensuring the independence of the external auditor; and

WHEREAS, an audit committee helps to ensure that management properly develops and adheres to a sound system of internal controls, that procedures are in place to objectively assess management’s practices, and that the independent auditors, through their own review, objectively and independently assess the government’s financial reporting practices.; and

WHEREAS, Metro Code Section 2.15.080 External Audits is amended as shown in the attached Exhibit “A”; and

WHEREAS, a new Metro Code Section 2.19.250 Audit Committee is added to Metro Code Chapter 2.19; as shown in the attached Exhibit “B”; now therefore

THE METRO COUNCIL ORDAINS AS FOLLOWS:

- Section 1. Metro Code Section 2.15.080 External Audits is hereby amended, attached hereto as Exhibit “A.”
- Section 2. Metro Code Chapter 2.19.250 Audit Committee is hereby added to Metro Code Chapter 2.19, attached hereto as Exhibit “B.”

ADOPTED by the Metro Council this \_\_\_\_\_ day of \_\_\_\_\_ 2010.

\_\_\_\_\_  
David Bragdon, Council President

Attest:

Approved as to Form:

\_\_\_\_\_  
Tony Andersen, Recording Secretary

\_\_\_\_\_  
Daniel B. Cooper, Metro Attorney

Exhibit A to Ordinance No. 10-1233  
Amendments to Metro Code Chapter 2.15 Metro Auditor  
Section 2.15.080 External Audits

2.15.080 External Audits

Subject to the requirements of the Metro Code pertaining to contracts, the Metro Auditor shall appoint external certified public accountants to conduct certified financial statement audits, as specified by state or local law. The Metro Auditor will monitor the process for the annual financial audit with the advice of the Audit Committee provided for in Section 2.19.250. The Metro Auditor shall coordinate and monitor the conduct of and the responses to external financial statement audits. The Metro Auditor shall work toward the elimination of duplicative audit work through cooperation with state, federal and external auditors. The Metro Auditor may also, within budgeted appropriations, contract with other professionals to assist in the performance of the audit function. The Metro Auditor will coordinate and monitor audit related assistance provided by such professionals.

(Ordinance No. 95-610A, Sec. 1.)



2.19.250 Audit Committee

(a) Committee Established. There is established an Audit Committee to serve as a liaison between the Metro Council, the independent external auditor, the Metro Auditor and management, as their duties relate to financial accounting, reporting, and internal controls and compliance.

(b) Duties. The Committee assists the Metro Council in reviewing Metro Council accounting policies and reporting practices as they relate to the Metro Council's Comprehensive Annual Financial Report. The Committee is the Metro Council's agent in assuring the independence of the Council's external auditors, the integrity of management, and the adequacy of disclosures to the public.

(c) Meetings. The Committee meets at least twice annually and as many times as it deems necessary to:

- (1) Review, prior to the annual audit, the scope and general extent of the external auditor's planned examination, including their engagement letter.
- (2) Review with management, the Metro Auditor and the external auditor, upon completion of their audit, financial results for the year prior to the presentation to the Metro Council. This review should encompass:
  - (A) The Metro Council's Comprehensive Annual Financial Report and Supplemental Disclosures required by General Accepted Accounting Principles (GAAP).
  - (B) Significant transactions not a normal part of the Metro Council's operations.
  - (C) Selection of and changes, if any during the year, in the Metro Council's accounting principles or their application.
  - (D) Significant adjustment proposed by the external auditor.
  - (E) Any disagreements between the external

Exhibit B to Ordinance No. 10-1233  
Metro Code Chapter 2.19 Metro Advisory Committees  
New Metro Code Section 2.19.250 Audit Committee

auditor and management about matters that could be significant to the Metro Council's financial statement or the Metro Auditor's report.

- (F) Difficulties encountered in performance of the audit.
  - (G) Violation of federal and state law, Metro Council ordinance, and contractual agreements reported by the external auditor.
- (3) Request comments from management regarding the responsiveness of the external auditor to the Metro Council's needs. Inquire of the Metro Auditor whether there have been any disagreements with management that, if not satisfactorily resolved, would have caused them to issue a nonstandard report on the Metro Council's financial statements.
  - (4) Review with the external auditor the performance of the Metro Council's financial and accounting personnel and any recommendations that the external auditor may have. Topics to be considered during this discussion include improving internal financial controls, controls over compliance, the selection of accounting principles, and financial reporting systems.
  - (5) Review written responses of management to "letter of comments and commendations" from the external auditor and discuss with management the status of implementation of prior period recommendations and corrective action plans.
  - (6) Ensure the final report is presented to the Metro Council within 90 days of completion of the audit. Upon presentation to the Metro Council, the audit will be considered complete.
  - (7) Recommend to the Metro Council revisions that should be made to the Metro Council's financial policies or internal controls.

Exhibit B to Ordinance No. 10-1233  
Metro Code Chapter 2.19 Metro Advisory Committees  
New Metro Code Section 2.19.250 Audit Committee

- (8) Recommend to the Metro Council appropriate extensions or changes in the duties of the Committee.
- (9) Assist with external auditor selection:
  - (A) The selection of the external auditor by the Metro Auditor shall be made according to Oregon Revised Statutes (ORS) and Metro procurement procedures, rules and regulations concerning proper selection procedures.
  - (B) The Metro Auditor shall, after consultation with the Committee, procure a request for proposals for the external auditor at least every five (5) years for the Metro Council's Comprehensive Annual Financial Report.
  - (C) The Committee will review the responses to the requests for proposals and make a recommendation to the Metro Auditor on the selection of the external auditor.
- (10) Adopt rules or bylaws consistent with this section and all state and federal laws for its operation.

(d) Membership. The Committee is composed of:

- (A) A Metro Councilor.
- (B) A MERC Commissioner.
- (C) The Metro Auditor (Non-Voting Capacity).
- (D) Four (4) citizens recommended by the Metro Auditor.
- (E) Metro's head finance staff person as designated by the Metro Chief Operating Officer (Non-Voting Capacity).

(e) Appointments. Appointments of voting members shall be made by the Metro Council President subject to confirmation by

Exhibit B to Ordinance No. 10-1233  
Metro Code Chapter 2.19 Metro Advisory Committees  
New Metro Code Section 2.19.250 Audit Committee

the Metro Council.

(f) Selection. Selection of the Audit Committee will be designed to ensure the maximum degree of independence for the audit management process. At least two (2) of the four (4) independent citizen members should have financial expertise. Voting members must reside in the jurisdictional Metro Area in the counties of Multnomah, Clackamas and Washington. The citizen members shall serve four (4) year terms, with the terms of the initial members being staggered so that in any one year only one term expires. In the event of a vacancy, the appointment shall be only for the remainder of the term.

(g) Members of the Committee must have no monetary or investment interest in any matters concerning the selection of the external auditor.

(h) Metro employees and employees of any organization providing or competing for audit contract services to Metro are not eligible for membership on the Committee.

(i) The Committee elects or appoints a chairperson to preside at all meetings. The chairperson's duties rotate annually, with no chairperson presiding for more than one year in any term. The Committee designates a person as chair-elect to preside as vice-chair.

(j) The Office of Metro Auditor provides technical and clerical support to the Committee and arranges meetings for the Committee.

## STAFF REPORT

IN CONSIDERATION OF ORDINANCE NO. 10-1233 FOR THE PURPOSE OF  
ESTABLISHING AN AUDIT COMMITTEE AND AMENDING METRO CODE SECTION  
2.15.080 EXTERNAL AUDITS AND ADDING A NEW METRO CODE SECTION 2.19.250  
AUDIT COMMITTEE

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Date: February 4, 2009

Prepared by: Suzanne Flynn  
Metro Auditor  
503-797-1891

### BACKGROUND

The Government Finance Officers Association and the American Institute of Certified Public Accountants recommend an audit committee as a best practice. It is a practical means for a governing body to provide independent review and oversight of the government's financial reporting processes, internal controls, and independent auditors. An audit committee also provides a forum separate from management in which auditors and other interested parties can candidly discuss concerns.

Since 2007, the Office of the Metro Auditor has appointed an audit committee to assist in monitoring the activities of the external audit, reviewing the response of management, and selecting the external auditor. This support has been extraordinarily valuable but creating an audit committee as an agent of the Metro Council would strengthen and clarify their role.

### ANALYSIS/INFORMATION

1. **Known Opposition:** None Known
2. **Legal Antecedents:** Metro Code Chapters 2.15 and 2.19 provide authority for the Metro Auditor and for the creation of advisory committees.
3. **Anticipated Effects:** The establishment of an audit committee as an agent of the Metro Council will increase the ability of the external auditor to maintain independence and objectivity. It will provide additional assurance to the Metro Council that financial reporting processes are strong.
4. **Budget Impacts:** None. The Metro Auditor has supported meetings of an auditor-appointed audit committee since 2007 within the current Office's budget.

### RECOMMENDED ACTION

It is recommended that the Council approve amendment to Metro Code Chapter 2.15 Metro Auditor Section 2.15.080 External Audits and the addition of a new Metro Code Section 2.19.250 Audit Committee to Metro Code Chapter 2.19 Metro Advisory Committees.



Agenda Item Number 7.1

**Resolution No. 10-4123**, For the Purpose of Approving the Portland Metropolitan Regional Federal Transportation Priorities for Federal Fiscal Year 2011 Appropriations.

RESOLUTIONS  
COUNCILOR COLLETTE

Metro Council Meeting  
Thursday, February 11, 2010  
Metro Council Chamber





BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF APPROVING THE	)	RESOLUTION NO. 10-4123
PORTLAND METROPOLITAN REGIONAL	)	
FEDERAL TRANSPORTATION PRIORITIES	)	Introduced by Councilor Carlotta Collette
FOR FEDERAL FISCAL YEAR 2011	)	
APPROPRIATIONS	)	

WHEREAS, the Portland metropolitan region relies heavily on various federal funding sources to adequately plan for and develop the region’s transportation infrastructure; and

WHEREAS, Metro must comply with a wide variety of federal requirements related to transportation planning and project funding; and

WHEREAS, the Metro region’s Congressional delegation has advised the region’s transportation agencies to develop a coordinated request for legislation related to the annual federal transportation appropriations bill; and

WHEREAS, the region has prioritized the requested projects as regional priorities endorsed for support by all members of the Congressional delegation and local priorities endorsed for support by individual Congressmen; and

WHEREAS, on February \_\_\_\_\_, 2010, the Joint Policy Advisory Committee on Transportation (JPACT) recommended adoption of this resolution; now therefore

BE IT RESOLVED that the Metro Council hereby approves Exhibit A and B of this resolution, entitled “The Portland Metropolitan Fiscal Year 2011 Federal Appropriations Request List” and directs the Chief Operating Officer to submit this resolution to the Oregon Congressional delegation.

ADOPTED by the Metro Council this \_\_\_\_ day of February, 2010.

\_\_\_\_\_  
David Bragdon, Council President

Approved as to Form:

\_\_\_\_\_  
Daniel B. Cooper, Metro Attorney

**FY 2011 Appropriation Requests**

Project Number	Project Description	Funding Request (\$millions)	Sponsor	Congressional District	Source of Federal Funds	Purpose
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<b>Projects Recommended as Priorities in Congressional District 1</b>						
OR1-1	OR 8/OR 10/Beaverton-Hillsdale Hwy Adaptive Signal Control System	\$0.75	City of Beaverton	OR-1	FHWA - Surface Transportation or Congestion Mitigation/Air Quality Programs	Construction
OR1-2	OR 217 Improvements	\$4.00	Washington County	OR-1	FHWA - Surface Transportation Program	Construction
OR1-3	U.S. 26 - Helvetia/Brookwood Parkway Interchange Improvement Project*	\$2.00	Port of Portland/Hillsboro	OR-1	FHWA - Surface Transportation Program	Construction
	Project Development for trail/bike projects in pending TIGER application, including:	\$2.00	Metro		FHWA - Surface Transportation Program	Preliminary Engineering
OR1-4	- Last Mile Transit Connection, Hillsboro (TIGER)*		Metro/Hillsboro	OR-1		

<b>Projects Recommended as Priorities in Congressional District 3</b>						
<b>First Priority</b>						
OR3-1	St. Johns Rail Line Relocation	\$2.00	Port of Portland	OR-3	FRA - 9002 Rail Line Relocation & Improvement Program	Relocation
OR3-2	MLK-Columbia Transportation Improvement Program	\$1.90	City of Portland	OR-3	FHWA - Surface Transportation Program	ROW/Construction
OR3-3	U.S. 30/Sandy Boulevard between 185th Ave. and 201st Ave.	\$1.97	City of Gresham	OR-3	FHWA - Surface Transportation Program	PE/ROW/Construction
<b>Second Priority</b>						
OR3-4	Lake Road (Phase 2)	\$2.00	City of Milwaukie	OR-3	FHWA- Surface Transportation Program	PE//ROW/Construction
OR3-5	122nd Avenue Intelligent Transportation System (ITS) Improvement	\$1.08	City of Portland	OR-3	FHWA - Surface Transportation Program	PE/Construction
OR3-6	I-205 Multi-Use Path	\$2.00	ODOT	OR-3	FHWA - Transportation, Community & System Preservation (TCSP) Program	Design/Construction
	Project Development for trail/bike projects in pending TIGER application, including:	\$2.00	Metro		FHWA - Surface Transportation Program	Preliminary Engineering
OR3-7	- North/NE Bike Way Network, Portland (TIGER)*		Metro/Portland	OR-3		
OR3-8	- Active Access to Industrial Jobs, Milwaukie/Clackamas Co.*		Metro/Clackamas	OR-3		
OR3-9	- Urban to Rural: Mt. Hood Connections, Boring & Unincorporated Clackamas Co. *		Metro/State Parks	OR-3		

<b>Projects Recommended as Priorities in Congressional District 5</b>						
OR5-1	Oregon City Main Street: 5th to 15th Streets	\$3.00	City of Oregon City	OR-5	FHWA - Surface Transportation Program	

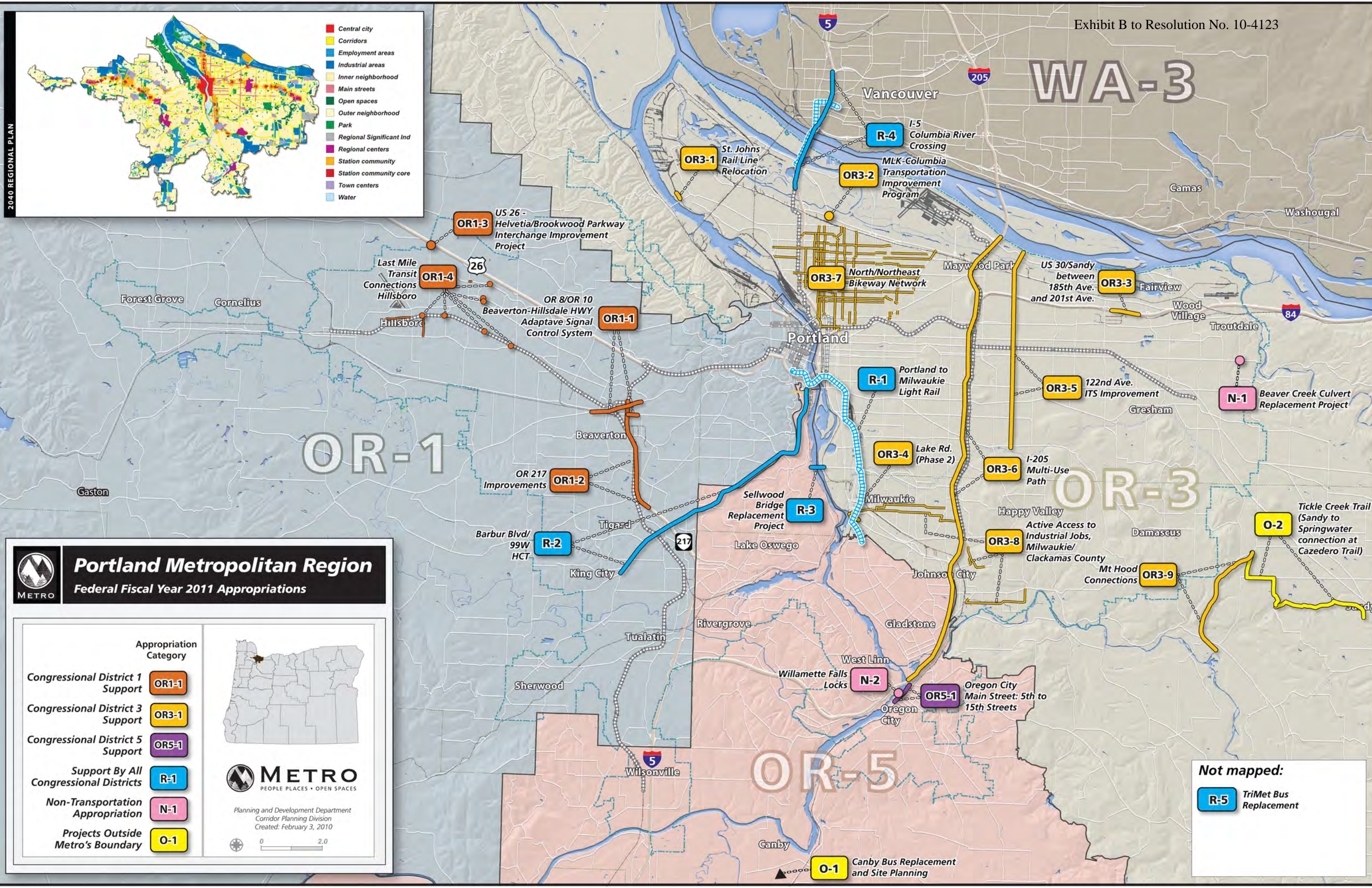
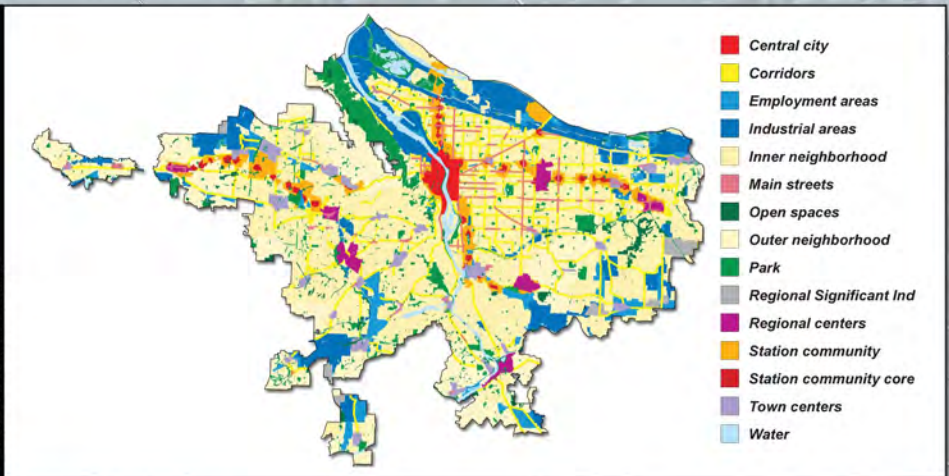
<b>Projects Recommended for Support by all Congressional Districts</b>						
R-1	Portland to Milwaukie Light Rail	\$60.00	TriMet	OR-1	FTA - 5309 New Starts	PE/ROW/Final Design
R-2	Barbur Blvd/99 W HCT	\$2.50	TriMet/Metro	OR-1,5	FTA - 5339 Alternatives Analysis	AA/PE
R-3	Sellwood Bridge Replacement Project	\$5.00	Multnomah County	OR-3, 5	FHWA - Transportation, Community & System Preservation (TCSP) Program	Final Design/ROW
R-4	I-5 Columbia River Crossing	\$3.00	ODOT	OR-3/WA-3	FHWA - Interstate Maintenance Discretionary Program	Design/ROW
R-5	TriMet Bus Replacement	\$15.82	TriMet	OR-1,3,5	FTA - 5309 Bus & Bus Facilities	Acquisition

<b>Projects Recommended from Non-Transportation Appropriation Bills</b>						
N-1	Beaver Creek Culvert Replacement	\$6.00	Multnomah County	OR-3	Interior & Environment / Fish & Wildlife	PE/ROW/Construction
N-2	Willamette Falls Locks	\$1.00	Clackamas County	OR-5	Energy/Water	Operations

<b>Projects Being Sought Outside Metro's Boundary</b>						
O-1	Canby Bus Replacement and Site Planning	\$0.60	Canby Area Transit	OR-5	FTA - 5309 Bus & Bus Facilities	Acquisition
O-2	Tickle Creek Trail (Sandy to Springwater Connection at Cazadero Trail)	\$1.50	City of Sandy	OR-3	FHWA - Surface Transportation Program	Design/ROW/Construction

\*May be dropped if TIGER grant is awarded.

2040 REGIONAL PLAN



**Portland Metropolitan Region**  
Federal Fiscal Year 2011 Appropriations

- Appropriation Category
- Congressional District 1 Support **OR1-1**
  - Congressional District 3 Support **OR3-1**
  - Congressional District 5 Support **OR5-1**
  - Support By All Congressional Districts **R-1**
  - Non-Transportation Appropriation **N-1**
  - Projects Outside Metro's Boundary **O-1**



**METRO**  
PEOPLE PLACES • OPEN SPACES

Planning and Development Department  
Corridor Planning Division  
Created: February 3, 2010

**Not mapped:**

- R-5** TriMet Bus Replacement

## **STAFF REPORT**

### **IN CONSIDERATION OF RESOLUTION NO. 10-40123, FOR THE PURPOSE OF APPROVING PORTLAND REGIONAL FEDERAL TRANSPORTATION PRIORITIES FOR FEDERAL FISCAL YEAR 2011 APPROPRIATIONS**

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Date: February 1, 2010

Prepared by: Andrew Cotugno

## **BACKGROUND**

The region annually produces a position paper that outlines the views of the Metro Council and the Joint Policy Advisory Committee on Transportation (JPACT), a regional body that consists of local elected and appointed officials, on issues concerning transportation funding that are likely to be considered by Congress during the coming year. This year priorities are focused on both the FY '11 appropriations bill and the new six-year authorization bill. This resolution establishes project priorities for funding consideration through the FY '11 appropriations bill. A separate resolution establishes project and policy priorities for the authorization bill.

The region undertook a concerted effort to focus and prioritize project requests for the delegation to consider. Each regional agency or group of local jurisdictions limited their requests to no more than two each for the following:

- a. Portland
- b. Multnomah County and Cities of Multnomah County
- c. Clackamas County and Cities of Clackamas County
- d. Washington County and Cities of Washington County
- e. TriMet
- f. Metro
- g. ODOT
- h. Port of Portland

Following that narrowing step, the requests were organized as projects recommended for support by all three Congressional Districts and projects requested for support by each individual Congressional District and prioritized for each District. The result, reflected in Attachments 1, 2 and 3 of this staff report, is a more focused and prioritized request. In addition, the resolution acknowledges transportation related appropriations from other non-transportation appropriations bills and several requests outside the Metro boundary.

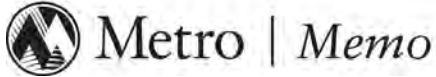
**Minority Opinion:** There was a strong minority opinion expressed from one member that an appropriations request is not the appropriate vehicle for the two large bridge projects – I-5 Columbia River Crossing and Sellwood Bridge replacement. This is based upon the recognition that an earmark (likely under \$2 million) is inconsequential to the overall project budget. While these should be very high regional priorities for the authorization bill, they should not be sought through the appropriations bill.

## **ANALYSIS/INFORMATION**

- 1. Known Opposition:** None, other than the above reference minority opinion.
- 2. Legal Antecedents:** Projects within the region earmarked for federal funding must be consistent with the Regional Transportation Plan, adopted by Resolution No. 09-4099, For the Purpose of Accepting the Draft 2035 Regional Transportation Plan.
- 3. Anticipated Effect:** Resolution would provide the US Congress and the Oregon Congressional delegation specifically with the region's priorities for transportation funding for use in the federal transportation appropriation process.
- 4. Budget Impacts** Metro is involved in planning related to several of the projects included in the priorities paper and must approve many of the requested funding allocations. Failure to obtain funding for one or more of the projects could affect the FY 10-11 Planning Department budget. However, most of the funding requests deal with implementation projects sponsored by jurisdictions other than Metro.

## **RECOMMENDED ACTION**

Approve Resolution 10-4123 for submission to the Oregon Congressional delegation for consideration in the Federal Fiscal Year '11 Transportation Appropriations Bill.



Attachment 1 to Staff Report

Date: Friday, January 29, 2010  
To: JPACT  
From: Councilor Kathryn Harrington, on behalf of the Congressional District 1 appropriations earmark prioritization subgroup  
Subject: Transportation appropriations priorities

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- A. The initial step was for each jurisdiction or group of jurisdictions to narrow the candidate list of appropriations to 2 each (see attached Exhibit A for project ranking). In District 1, this resulted in the following narrowing:
1. Portland dropped from further consideration at this time:  
OHSU Campus Drive Safety and Accessibility Improvements.
  2. Washington County and Cities of Washington dropped from further consideration at this time:  
99W/Elwert/Kruger/Sunset Intersection Safety Improvements  
95th/Boones Ferry/Commerce Circle Intersection Improvements  
Fanno Creek Regional Trail Infill  
Hillsboro to Forest Grove HCT
- B. Proposed priorities recommended for support by all Congressional Districts:
- Portland to Milwaukie LRT \$60.00 million
  - Southwest Corridor (Barbur/99W) HCT Alternatives Analysis \$2.50 million
  - Sellwood Bridge Replacement \$5.00 million
  - I-5/Columbia River Crossing Final Design \$3.00 million
  - TriMet Bus Replacements \$15.82 million
- C. Proposed Priorities for Congressional District 1:
1. OR 8/OR 10/Beaverton Hillsdale Adaptive Signals \$0.75 million
  2. OR 217 Improvements \$4.00 million
  3. US 26/Helvetia Interchange \$2.00 million
  4. Active Transportation Project Development \$2.00 million  
Last Mile Transit Connections, Hillsboro

## JPACT Federal FY '11 Appropriations - Congressional District 1

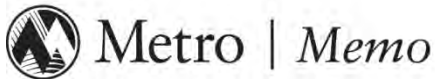
Regional Project Selection Criteria											
Project Number	Project Request & Description	Fed. Funding Request (mil\$)	Sponsor(s)	Modal Priority	Project Activity	1. Congressional Interest	2. Job Creation	3. Project Readiness	4. On RTP Financially Constrained List	5. Ability to Proceed with Partial Earmark	Comments
<b>New Starts/Small Starts</b>											
NS-2	Barbur Blvd./99W HCT	\$2.500	TriMet/Metro	FTA- 5339 Alternatives Analysis	Alternative Analysis/Preliminary Engineering	High	Long-term, very high impact	Just starting	Yes	Will be part of a multi-year funding strategy	Consider as a "Regional" priority
NS-3	Hillsboro to Forest Grove HCT	\$0.500	City of Forest Grove	FTA- 5339 Alternatives Analysis	Alternative Analysis						
<b>Transit</b>											
T-1	TriMet Bus Replacement	\$15.820	TriMet	FTA - 5309 Bus & Bus Facilities	Acquisition		Medium: Access to jobs	Very easy to process a grant	Yes	Can be scaled to partial order	Consider as a "Regional" priority
<b>Road/Street/Bridge/Highway</b>											
T-5	OR-217 Improvements	\$4.000	Washington County	FHWA - Surface Transportation Program	Construction	Very high including past earmarks	Serves major job concentration; 2 regional centers	In development now	Yes	Can be phased	
T-6	U.S. 26 - Helvetia/Brookwood Parkway Interchange Improvement Project	\$2.000	Port of Portland/Hillsboro			High	Access to major job center	In development	Yes	Partially funded through HB 2001	
T-7	99W/Elwert/Kruger/Sunset Intersection Safety Improvements	\$1.000	City of Sherwood	FHWA - Surface Transportation Program	Design/ROW		Medium	In development	Yes		
T-8	OR 8/OR 10/Beaverton-Hillsdale Hwy. Adaptive Signal Control System	\$0.750	City of Beaverton	FHWA - Surface Transportation of Congestion Mitigation/Air Quality Programs	Construction	High	Access to regional center	In development	Yes	Can be phased	
T-15	95th/Boones Ferry/Commerce Circle Intersection Improvements	\$1.250	City of Wilsonville	FHWA - Surface Transportation of Congestion Mitigation/Air Quality Programs	Construction	High	Industrial access	In development	Yes		
T-?	124th Extension	\$2.00	Washington County/Tualatin		Construction	Medium	Long-term access to industrial land	Start of development	Yes	Yes for project development	Serves new UGB expansion area

**JPACT Federal FY '11 Appropriations - Congressional District 1**

Active Transportation											
T-17	Fanno Creek Regional Trail Infill	\$0.785	City of Tigard	FHWA - Surface Transportation Act	Construction		Access to regional center	Ready to construct	Yes		
	Project development for trail/bike projects in pending TIGER application including:	\$2.000	Metro	FHWA - Surface Transportation Program	Preliminary Engineering	High interest by Blumenauer and Wu	Supports job access	Starts development	Yes	Can be phased	
T-21	- Last Mile Transit Connection, Hillsboro (TIGER)		Metro/Hillsboro								Access to jobs from light rail

Revised February 1, 2010





Date: Wednesday, January 27, 2010  
To: JPACT  
From: Councilor Rex Burkholder, on behalf of the Congressional District 3 appropriations earmark prioritization subgroup  
Subject: Transportation appropriations priorities

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After narrowing the candidate list of appropriations to 2 per jurisdiction or group of jurisdictions (see attached Exhibit A for project ranking), the following prioritization is recommended:

A. Majority Opinion: Proposed priorities recommended for support by all Congressional Districts:

- Portland to Milwaukie LRT \$60.00 million
- Southwest Corridor (Barbur/99W) HCT Alternatives Analysis \$2.50 million
- Sellwood Bridge Replacement \$5.00 million
- I-5/Columbia River Crossing Final Design \$3.00 million
- TriMet Bus Replacements \$15.82 million

Minority Opinion: There was a strong minority opinion expressed from one member that an appropriations request is not the appropriate vehicle for the two large bridge projects – I-5 Columbia River Crossing and Sellwood Bridge replacement. This is based upon the recognition that an earmark (likely under \$2 million) is inconsequential to the overall project budget. While these should be very high regional priorities for the authorization bill, they should not be sought through the appropriations bill.

B. Proposed Priorities for Congressional District 3:

First Priority Projects based upon Jobs and the Economy (not in any particular order)

- St. Johns Rail Line Relocation \$2.00 million
- MLK-Columbia Blvd. \$1.90 million
- US 30/Sandy Blvd. NE 185<sup>th</sup> to 201<sup>st</sup> \$1.97 million

Second Priority Projects based upon Active Transportation and Greenhouse Gas Reduction (not in any particular order)

- Lake Road (Phase 2) \$2.00 million
- 122<sup>nd</sup> Avenue ITS Improvement \$1.22 million
- I-205 Multi-Use Path \$2.00 million
- Active Transportation Project Development \$2.00 million
- North/NE Bikeway Network
- Active Access to Industrial Jobs
- Urban to Rural Trail – Mt. Hood Connections

C. Proposed Non-Transportation Appropriations Bills:

- Beaver Creek Culvert Replacement \$6.00 million

D. Acknowledgement of requests submitted outside the Metro/JPACT MPO boundary:

- Tickle Creek Trail connection to Sandy \$1.50 million

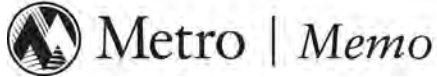
## JPACT Federal FY '11 Appropriations - Congressional District 3

Regional Project Selection Criteria											
Project Number	Project Request & Description	Fed. Funding Request (mil\$)	Sponsor(s)	Modal Priority	Project Activity	1. Congressional Interest	2. Job Creation	3. Project Readiness	4. On RTP Financially Constrained List	5. Ability to Proceed with Partial Earmark	Comments
<b>New Starts/Small Starts</b>											
NS-1	Portland to Milwaukie Light Rail	\$60.000	TriMet	FTA - 5309 New Starts	Preliminary Engineering/ROW/Final Design	Very high	Very high	Scheduled for Full-Funding Grant Agreement	Yes	Part of a multi-source, multi-year funding strategy	Considered as a "Regional" priority
<b>Transit</b>											
T-1	TriMet Bus Replacement	\$15.820	TriMet	FTA - 5309 Bus & Bus Facilities	Acquisition		Medium: Access to jobs	Very easy to process a grant	Yes	Can be scaled to partial order	Consider as a "Regional" priority
<b>Road/Street/Bridge/Highway</b>											
T-4	I-5 Columbia River Crossing	\$3.000	ODOT	FHWA - Interstate Maintenance Discretionary Program	Design/ROW	High	Very high during construction (26,000 jobs)	In FEIS	Yes	Yes	Considered as a "Regional" priority
T-9	Sellwood Bridge Replacement Project	\$5.000	Multnomah County	FHWA - Transportation, Community & System Preservation (TSCP) Program	Final Design/ROW	Very high from Congressmen Schrader, Blumenauer and DeFazio for both appropriations and authorization	Final design jobs; 3600 construction jobs; supports nearby businesses	In FEIS, ready for construction in 2012	Yes	Major funding commitments have been made	Consider as a "Regional" priority
T-10	122nd Avenue Intelligent Transportation System (ITS) Improvement	\$1.080	City of Portland	FHWA - Surface Transportation Program	Preliminary Engineering/Construction		Serves Gateway Regional Center	Can be implemented quickly	Yes	Portland will phase and back fill	
T-11	MLK-Columbia Transportation Improvement Program	\$1.900	City of Portland	FHWA - Surface Transportation Program	ROW/Construction		Major freight access bottleneck	Can be implemented quickly	Yes	Portland will back fill	#1 City of Portland priority
T-12	U.S. 30/Sandy Boulevard between 185th Ave. and 201st Ave.	\$1.970	City of Gresham	FHWA - Surface Transportation Program	Preliminary Engineering/ROW/Construction		Serves shovel-ready industrial land		Yes	Can be phased	
O-4	St. Johns Rail Line Relocation	\$2.000	Port of Portland	FRA - 9002 Rail Line Relocation & Improvement Program	Relocation	High	Serves existing and new Rivergate business	Can be implemented quickly	Yes		
T-14	Lake Road (Phase 2)	\$2.000	City of Milwaukie	FHWA - Surface Transportation Program	Preliminary Engineering/ROW/Construction						

**JPACT Federal FY '11 Appropriations - Congressional District 3**

Active Transportation											
T-16	I-205 Multi-Use Path	\$2.000	ODOT	FHWA - Transportation, Community & System Preservation (TSCP) Program	Design/ROW		Access to Green Line	Project development underway	Yes	Can be phased	
T-18	Tickle Creek Trail (Sandy to Springwater Connection at Cazadero Trail)	\$2.000	City of Sandy	FHWA - Surface Transportation Program	Design/ROW/Construction						
	Project development for trail/bike projects in pending TIGER application including:	\$2.000	Metro	FHWA - Surface Transportation Program	Preliminary Engineering	High interest by Blumenauer and Wu	Supports job access and tourism	Starts project development	Yes	Can be phased	
T-20	- North/NE Bike Way Network, Portland (TIGER)		Metro/Portland								20% mode share target
T-22	- Active Access to Industrial Jobs, Milwaukie/Clackamas Co.		Metro/Clackamas								Focus on light rail access to industrial jobs
T-23	- Urban to Rural: Mt. Hood Connections, Boring & Unincorporated Clackamas Co.		Metro/State Parks								Extends Springwater Corridor

Other Non-Surface Transportation Bills											
O-1	Beaver Creek Culvert Replacement	\$6.000	Multnomah County	Interior & Environment/Fish & Wildlife	Preliminary Engineering/ROW/Construction						



Attachment 3 to Staff Report

Date: Wednesday, January 20, 2010  
To: JPACT  
From: Councilor Carlotta Collette, on behalf of the Congressional District 5 appropriations earmark prioritization subgroup  
Subject: Transportation appropriations priorities

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A. The initial step was for each jurisdiction or group of jurisdictions to narrow the candidate list of appropriations to 2 each (see attached Exhibit A for project ranking). In District 5, this resulted in the following narrowing:

Clackamas County and the Cities of Clackamas County dropped from further consideration at this time:

Wilsonville SMART Fleet Services Facility

B. Proposed priorities recommended for support by all Congressional Districts:

- Portland to Milwaukie LRT \$60.00 million
- Southwest Corridor (Barbur/99W) HCT Alternatives Analysis \$2.50 million
- Sellwood Bridge Replacement \$5.00 million
- I-5/Columbia River Crossing Final Design \$3.00 million
- TriMet Bus Replacements \$15.82 million

C. Proposed Priorities for Congressional District 5:

1. Oregon City Main Street Pedestrian Improvements \$3.00 million

D. Proposed Non-Transportation Appropriations Bills:

- Willamette Falls Locks \$1.00 million

E. Acknowledgement of requests submitted outside the Metro/JPACT MPO boundary:

- Canby Bus Replacement and Site Planning \$0.60 million

## JPACT Federal FY '11 Appropriations - Congressional District 5

Regional Project Selection Criteria											
Project Number	Project Request & Description	Fed. Funding Request (mil\$)	Sponsor(s)	Modal Priority	Project Activity	1. Congressional Interest	2. Job Creation	3. Project Readiness	4. On RTP Financially Constrained List	5. Ability to Proceed with Partial Earmark	Comments
<b>New Starts/Small Starts</b>											
NS-2	Barbur Blvd./99 W HCT	\$2.500	TriMet/Metro	FTA - 5339 Alternative Analysis	Alternatives Analysis/ Preliminary Engineering	High	Long-term, very high impact	Just starting	Yes	Will be part of a multi-year funding strategy	Consider as a "Regional" priority
<b>Transit</b>											
T-1	TriMet Bus Replacement	\$15.820	TriMet	FTA - 5309 Bus & Bus Facilities	Acquisition		Medium: Access to jobs	Very easy to process a grant	Yes	Can be scaled to partial order	Consider as a "Regional" priority
T-2	Canby Bus Replacement and Site Planning	\$0.600	Canby Area Transit	FTA - 5309 Bus & Bus Facilities	Acquisition						Recognize project outside Metro/JPACT boundary
T-3	Wilsonville SMART Fleet Services Facility	\$2.000	City of Wilsonville	FTA - 5309 Bus & Bus Facilities	Design/Construction	Very high support from Congressman Schrader	Medium: Good for workforce access	Very high: SMART must vacate current site; Preliminary engineering is underway	Yes	Multiple funding sources will be completed by City	#2 Local priority
<b>Road/Street/Bridge/Highway</b>											
T-9	Sellwood Bridge Replacement Project	\$5.000	Multnomah County	FHWA - Transportation, Community & System Preservation (TSCP) Program	Final Design/ROW	Very high from Congressmen Schrader, Blumenauer and DeFazio for both appropriations and authorization	Final design jobs; 3600 construction job; supports nearby businesses	In FEIS, ready for construction in 2012	Yes	Major funding commitments have been made	Consider as a "Regional" priority
<b>Active Transportation</b>											
T-19	Oregon City Main Street: 5th to 15th Streets	\$3.000	City of Oregon City	FHWA - Surface Transportation Program	Construction	Very high from Congressman Schrader	Mitigates impact of Arch Bridge closure	In preliminary engineering	Yes	Project can be phased	#1 Local priority
<b>Other Non-Surface Transportation Bills</b>											
O-3	Willamette Falls Locks	\$1.000	Clackamas County	Energy/Water	Operations	Very high	Supports river traffic	Rehabilitation design done by Corps of Engineers	N/A		



Agenda Item Number 7.2

**Resolution No. 10-4124**, For the Purpose of Endorsing a Regional  
Position on the Authorization of the Surface Transportation Act of  
2009.

RESOLUTIONS  
COUNCLIOR COLLETTE

Metro Council Meeting  
Thursday, February 11, 2010  
Metro Council Chamber





BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ENDORSING A ) RESOLUTION NO. 10-4124  
REGIONAL POSITION ON THE )  
AUTHORIZATION OF THE SURFACE ) Introduced by Councilor Carlotta Collette  
TRANSPORTATION ACT OF 2009 )

WHEREAS, the House Transportation and Infrastructure Committee introduced a new authorization bill entitled the Surface Transportation Act of 2009, which is pending approval by the full committee; and

WHEREAS, in anticipation of the new authorization bill the Portland metropolitan area, through Joint Policy Advisory Committee on Transportation (JPACT), endorsed a comprehensive statement of policy priorities to pursue in January 2009; and

WHEREAS, Resolution No. 09-4016, "For the Purpose of Endorsing a Regional Position on Reauthorization of the Safe, Accountable, Flexible, Efficient, Transportation Act: A Legacy for Users" recommended by JPACT and adopted by the Metro Council on January 22, 2009 communicated the region's position and outlined the policy priorities; and

WHEREAS, the region has continued to refine both policy and project recommendations in the Surface Transportation Act of 2009 based on the adopted policy direction; and

WHEREAS, on February \_\_\_\_\_, 2010 JPACT recommend approval of this resolution; now therefore

BE IT RESOLVED that the Metro Council:

- 1. Advances the refined policy priorities as defined in Exhibit A.
- 2. Approves the refined authorization project list as defined in Exhibits B and C.

ADOPTED by the Metro Council this \_\_\_\_\_ day of February, 2010.

\_\_\_\_\_  
David Bragdon, Council President

Approved as to Form:

\_\_\_\_\_  
Daniel B. Cooper, Metro Attorney

## **Policy and project priorities for the Surface Transportation Act of 2009**

- Emphasize the importance of adopting a new six-year authorization bill soon. The bill should be structured based upon the policy initiative established through the bill pending before the House T&I Committee. If such a policy initiative is not embraced, adopt a stop-gap 2-year extension.
- Support a substantial increase to the revenue base, both to address current shortfalls now being supported by transfers from the General Fund and to provide for an increase in the program.
- Support the House Transportation and Infrastructure Committee bill as the framework for the new authorization bill. In particular, support the following program structure elements:
  - Creation as the region’s highest priority of a new discretionary Metropolitan Mobility and Access Program;
  - Support for other improvements in the bill, including:
    - ⇒ Creation of a new competitive “Projects of National Significance” program from which the region would seek the federal share of the highway elements of the Columbia River Crossing Project.
    - ⇒ Strong linkage to a Climate Change policy direction;
    - ⇒ Incorporation of a “practical design” directive;
    - ⇒ Continuation of the current Surface Transportation Program (STP) and Congestion Mitigation/Air Quality (CMAQ) Programs;
    - ⇒ Consolidation of the current Interstate, National Highway System (NHS) and Highway Bridge Repair and Replacement Program (HBRR) into a program to maintain a “Good State of Highway Repair;”
    - ⇒ Creation of a new Freight Improvement Program;
    - ⇒ Significant program improvements in the New Starts and Small Starts Programs;
    - ⇒ Consolidation of several smaller programs into a new Critical Access (transit) Program;
    - ⇒ Consolidation of several smaller programs into a comprehensive Safety Program.
- Continue to seek refinements in the bill through the remainder of the House and Senate authorization bill process based upon the adopted policy direction last year.

## Surface Transportation Act of 2009 Project Priorities

Map Number	Project Description	Funding Request (\$Millions)	Sponsor	Congressional District	Purpose	Program Category
<b>Metropolitan Mobility</b>						
M-1	I-205/I-5 Interchange	\$7.00	ODOT	OR-1	Construction	Metropolitan Mobility
M-2	OR 99W/McDonald/Gaarde Intersection	\$5.00	City of Tigard/ODOT	OR-1	PE/ROW/Construction	Metropolitan Mobility
M-3	I-205/Airport Way Interchange	\$10.00	Port of Portland/ODOT	OR-3	Construction	Metropolitan Mobility
M-4	172nd Ave. Improvements (Sunnyside Rd. to 177th Ave.)	\$15.00	City of Happy Valley	OR-5	ROW/PE	Metropolitan Mobility
M-5	OR 213/Redland Road Lane Improvements	\$6.80	City of Oregon City	OR-5	PE/Construction	Metropolitan Mobility
M-6	OR 10 Farmington Rd. at Murray Blvd. Intersection Safety & Mobility Improvements	\$8.00	City of Beaverton	OR-1	ROW/Construction	Metropolitan Mobility
M-7	US 26/Brookwood-Helvetia Interchange	\$25.00	City of Hillsboro	OR-1	ROW/Construction	Metropolitan Mobility
M-8	Bethany Overcrossing of Hwy 26	\$12.00	Washington County	OR-1	Construction	Metropolitan Mobility
M-9	OR10: Oleson/Scholls Ferry Intersection	\$11.00	Washington County	OR-1	ROW	Metropolitan Mobility
M-10	Walker Road: 158th to Murray	\$10.00	Washington County	OR-1	Construction	Metropolitan Mobility
M-11	Farmington Rd.: Kinnaman to 198th	\$30.00	Washington County	OR-1	Construction	Metropolitan Mobility
M-12	Hwy. 99W/Sunset/Elwert/Kruger Intersection	\$2.50	City of Sherwood	OR-1	Construction	Metropolitan Mobility
M-13	72nd Ave.: Dartmouth St. to Hampton St.	\$13.00	City of Tigard	OR-1	Construction	Metropolitan Mobility
M-14	Union Station Rehabilitation	\$24.00	City of Portland	OR-1	Construction	Metropolitan Mobility
M-15	SW Capitol Hwy: Multnomah to Taylors Ferry	\$10.00	City of Portland	OR-1	PE/Construction	Metropolitan Mobility
<b>Freight</b>						
F-1	I-84/257th Ave. Troutdale Interchange	\$22.00	Port of Portland/ODOT	OR-3	Construction	Freight
F-2	Sunrise System Improvements	\$30.00	Clackamas County/ODOT	OR-3	ROW/Construction	Freight
F-3	Kinsman Road Freight Route Extension Project, Phase I	\$10.50	City of Wilsonville	OR-5		Freight
F-4	Troutdale Reynolds Industrial Park Road Improvements	\$6.00	Port of Portland	OR-3	Construction	Freight
F-5	124th Ave. Extension: Tualatin-Sherwood to Tonquin	\$8.00	Washington County	OR-1	Planning, PE, ROW	Freight
<b>Managing the Existing System</b>						
S-1	Regional Multi-Modal Safety Education Initiative	\$4.50	Metro	OR-1,3,5	Planning/Implementation	Managing the Existing System
<b>System Management</b>						
ITS -1	I-84/Central Multnomah County ITS	\$3.00	City of Gresham/ODOT	OR-3		System Management
ITS -2	Regional Arterial Management Program (signal system coordination)	\$12.00	Metro	OR-1,3,5	PE/Construction	System Management
<b>Demand Management</b>						
TDM-1	Drive Less Save More Marketing Pilot Project	\$4.50	Metro	OR-1,3,5	Marketing	Transportation Demand Management
<b>Transit Oriented Development</b>						
TOD-1	College Station TOD (at PSU)	\$10.00	PSU/TriMet	OR-1	Construction	Transit Oriented Development
TOD-2	Gresham Civic Neighborhood Station/TOD/Parking Structure	\$5.00	City of Gresham	OR-3	Acquisition	Transit Oriented Development
TOD-3	Transit Station Area Connectivity Program to promote transit oriented development	\$20.00	Metro	OR-1,3,5	PE/ROW/Construction	Transit Oriented Development
TOD-4	Rockwood Town Center	\$10.00	City of Gresham	OR-3	PE/Construction	Transit Oriented Development
<b>Bridges</b>						
B-1	Sellwood Bridge on SE Tacoma St. between Hwy 43 & SE 6th Ave.	\$40.00	Multnomah County	OR-3,5	Construction	Bridges
<b>Transit and Greenhouse Gases</b>						
T-1	TriMet Buses (\$15.4 million per year/6-years)	\$92.40	TriMet	OR-1,3,5	Acquisition	Transit
T-2	West Metro HCT Bus Rapid Transit Alternatives Analysis		Washington Co./TriMet/Metro	OR-1	AA	Transit
T-3	Central East HCT Bus Rapid Transit Alternatives Analysis		City of Gresham/TriMet/Metro	OR-3	AA	Transit
T-4	Prototype Diesel Multiple Unit (commuter rail vehicles)	\$5.00	TriMet	OR-1,3,5	Engineer/manufacture	Transit
T-5	Wilsonville SMART Fleet Services Facility	\$7.00	City of Wilsonville/SMART	OR-5	Construction	Transit
T-6	SMART Bus Replacements (\$2.7 million per year/6-years)	\$16.20	City of Wilsonville/SMART	OR-5	Acquisition	Transit
T-7	Wilsonville SMART Offices/Administration Facility	\$1.50	City of Wilsonville/SMART	OR-5	Construction	Transit
T-8	City of Sandy Transit	\$1.50	City of Sandy	OR-3	Acquisition	Transit
T-9	Canby Area Transit	\$1.25	City of Canby	OR-5	Acquisition	Transit
T-10	South Clackamas Transit	\$0.75	City of Molalla	OR-5	Acquisition	Transit
<b>New Starts/Small Starts</b>						
NS-3	Portland to Milwaukie - New Starts	\$850.60	TriMet	OR-1,3	PE/Final Design/Construction	New Starts
NS-4	Portland to Lake Oswego Streetcar - New Starts or Small Starts	\$237.30	City of Lake Oswego/City of Portland/TriMet	OR-1,5	PE/DEIS/FEIS	New or Small Starts
NS-5	Columbia River Crossing - New Starts	\$750.00	ODOT/WSDOT	OR-3/WA-3	PE/Final Design/Construction	New Starts
NS-6	Portland to Tigard and Sherwood/99W/Barbur Blvd. New Starts Alternatives Analysis	\$11.40	Metro/TriMet/Portland/Tigard	OR-1,5	Planning/PE/DEIS/FEIS	New Starts
NS-7	Portland Streetcar Planning and Alternatives Analysis	\$5.00	City of Portland/City of Gresham	OR-3	Planning/Alternatives Analysis	Small Starts

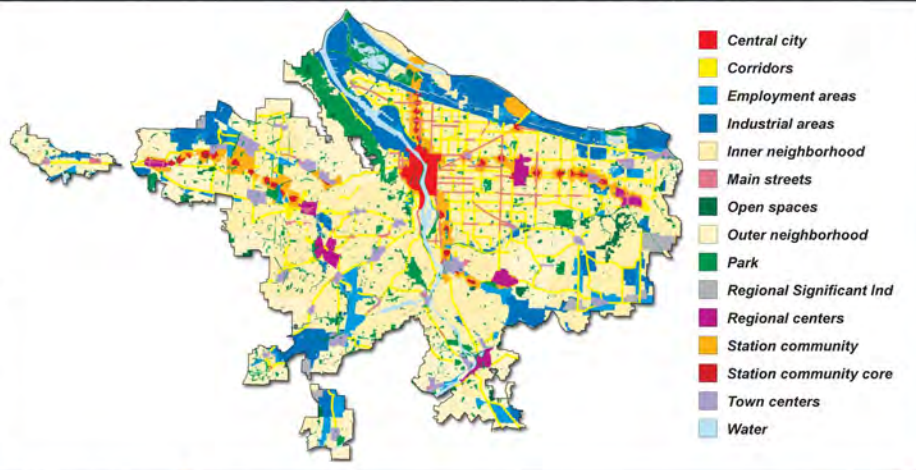
Map Number	Project Description	Funding Request (\$Millions)	Sponsor	Congressional District	Purpose	Program Category
<b>Walking and Cycling</b>						
TBP-1	Congressional District 1 Trails/Bikepath Program	\$10.00	Washington County & Cities	OR-1	PE/ROW/Construction	Trails/Bicycle/Pedestrian
TBP-2	Congressional District 3 Trails/Bikepath Program	\$10.00	City of Portland/City of Gresham	OR-3	PE/ROW/Construction	Trails/Bicycle/Pedestrian
TBP-3	Congressional District 5 Trails/Bikepath Program	\$10.00	Clackamas County & Cities	OR-5	PE/ROW/Construction	Trails/Bicycle/Pedestrian
<b>Projects under consideration:</b>						
<b>Multnomah County Jurisdictions*</b>						
TBP-4	Portland Bicycle Boulevard Project	\$25.00				
TBP-5	Gresham/Fairview Trail, Phase 4/5	\$6.10	City of Gresham	OR-3	PE/ROW/Construction	Trails/Bicycle/Pedestrian
<b>Clackamas County Jurisdictions*</b>						
TBP-6	French Prairie Bike-Ped-Emergency Bridge Over Willamette River	\$12.60	City of Wilsonville	OR-5	PE/ROW/Construction	Trails/Bicycle/Pedestrian
TBP-7	Springwater to Trolley Trail - 17th Avenue from Ochoco to McLoughlin Blvd.	\$3.20	NCPRD/City of Milwaukie	OR-3	PE/ROW/Construction	Trails/Bicycle/Pedestrian
TBP-8	Mt. Scott Creek Trail - Mt. Talbert to Springwater Corridor	\$4.60	NCPRD/City of Happy Valley	OR-3	PE/ROW/Construction	Trails/Bicycle/Pedestrian
TBP-9	Scouter's Mt. Trail - Springwater/Powell Butte to Springwater	\$7.37	NCPRD/Happy Valley	OR-4	PE/ROW/Construction	Trails/Bicycle/Pedestrian
TBP-10	Phillips Creek Trail - I-205 Trail to N. Clackamas Greenway	\$2.27	NCPRD/Clackamas County	OR-5	PE/ROW/Construction	Trails/Bicycle/Pedestrian
TBP-11	Monroe Bike Blvd.	\$2.00	City of Milwaukie	OR-3	PE/ROW/Construction	Trails/Bicycle/Pedestrian
TBP-12	Iron Mtn. Bike Lanes - 10th St. to Bryant Rd.	\$3.80	City of Lake Oswego	OR-3	PE/ROW/Construction	Trails/Bicycle/Pedestrian
TBP-13	Carmen Drive Sidewalk and Bike Lanes from Meadow Rd. to I-5	\$1.70	City of Lake Oswego	OR-3	PE/ROW/Construction	Trails/Bicycle/Pedestrian
TBP-14	Pilkington Sidewalk and Bike Lanes from Boones Ferry to Childs Rd.	\$5.25	City of Lake Oswego	OR-3	PE/ROW/Construction	Trails/Bicycle/Pedestrian
<b>Washington County Jurisdictions*</b>						
TBP-15	Council Creek Regional Trail: Banks to Hillsboro	\$5.25	City of Forest Grove	OR-1	PE/ROW/Construction	Trails/Bicycle/Pedestrian
TBP-16	Tonquin Trail/Cedar Creek Corridor	\$2.50	City of Sherwood	OR-1	PE/ROW/Construction	Trails/Bicycle/Pedestrian
TBP-17	Fanno Creek Trail Projects	\$0.80	City of Tigard	OR-1	PE/ROW/Construction	Trails/Bicycle/Pedestrian
TBP-18	Westside Regional Trail	\$12.00	Tualatin Hills Parks & Rec. Districts/Washington Co.	OR-1	PE/ROW/Construction	Trails/Bicycle/Pedestrian
<b>Critical Highway Corridors</b>						
H-1	Columbia River Crossing Project	\$400.00	ODOT and WSDOT	OR-3/WA-3	Design/ROW/Construction	Project of National Significance
<b>Boulevards/Main Streets</b>						
MB-1	Downtown Milwaukie Station Streetscape	\$5.00	City of Milwaukie	OR-3	Construction	Blvd./Main Streets
MB-2	Main Street Ped. & Streetscape Improvements (5th St. to Division)	\$2.20	City of Gresham	OR-3	PE/Construction	Blvd./Main Streets
MB-3	102nd Ave. St. Improvement: Project Phase II - NE Glisan to SE Washington St.	\$3.00	City of Portland	OR-3	Construction	Blvd./Main Streets
<b>Parkways</b>						
P-1	Sunrise System: Parkway Demonstration Project	\$30.00	Clackamas County	OR-3	Planning	Parkway
<b>Green Infrastructure</b>						
G-1	Kellogg Creek Bridge Replacement	\$4.00	City of Milwaukie	OR-3	Construction	Green Infrastructure
G-2	Tabor to the River/SE Division St. Reconstruction, Streetscape & Green Infrastructure Project	\$3.60	City of Portland	OR-3	PE/Construction	Green Infrastructure
<b>Research</b>						
R-1	Oregon Transportation Research & Education Consortium (OTREC)	\$16.00	PSU/UO/OSU/OIT	OR-1,2,3,4,5	Research	Research

\*Note: Congressman Blumenauer has proposed the "Active Transportation Act of 2009" to fund projects to provide safe and convenient options to bicycle and walk for routine travel. The program is proposed to be administered on a national competitive basis. The projects listed are under consideration for funding either through these earmarks or through the competitive program if it is created and the region competes successfully.

# WA-3

# OR-3

# OR-1




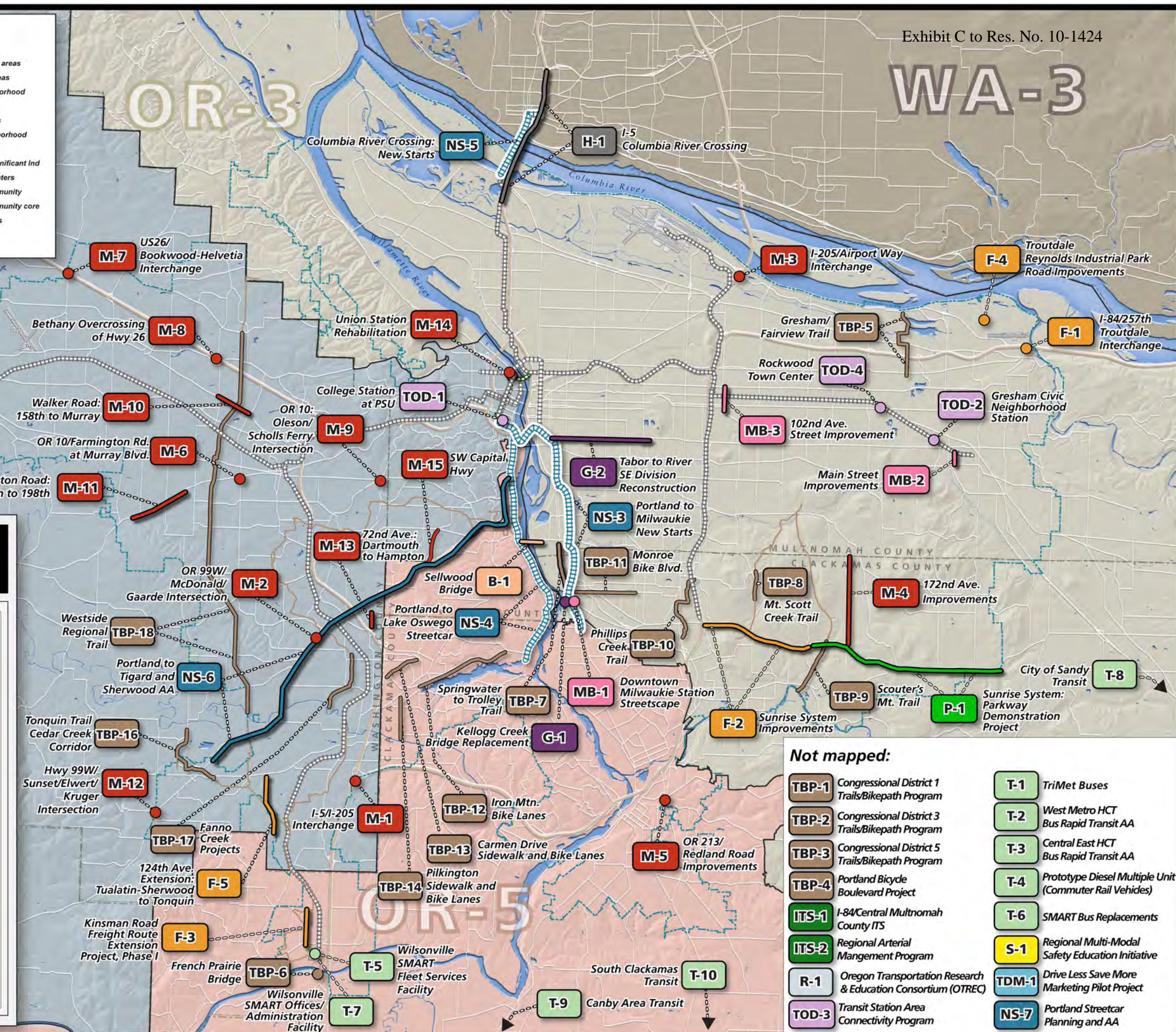
2040 REGIONAL PLAN



## Portland Metropolitan Region Authorization

Authorization Category	Authorization Category
<b>Metropolitan Mobility</b> M-1	<b>TDM-1</b> Demand Management
<b>Freight</b> F-1	<b>TOD-1</b> Transit Oriented Development
<b>Managing the Existing System</b> S-1	<b>T-1</b> Transit and Greenhouse Gases
<b>System Management</b> ITS-1	<b>NS-1</b> New Starts/ Small Starts
<b>Bridges</b> B-1	<b>TBP-1</b> Walking and Cycling
<b>Critical Highway Corridors</b> H-1	<b>MB-1</b> Boulevards/ Main Streets
<b>Parkways</b> P-1	<b>R-1</b> Research
<b>Green Infrastructure</b> G-1	

Metro Planning and Development Department  
Corridor Planning Division

**Not mapped:**

<b>TBP-1</b> Congressional District 1 Trails/Bikepath Program	<b>T-1</b> TriMet Buses
<b>TBP-2</b> Congressional District 3 Trails/Bikepath Program	<b>T-2</b> West Metro HCT Bus Rapid Transit AA
<b>TBP-3</b> Congressional District 5 Trails/Bikepath Program	<b>T-3</b> Central East HCT Bus Rapid Transit AA
<b>TBP-4</b> Portland Bicycle Boulevard Project	<b>T-4</b> Prototype Diesel Multiple Unit (Commuter Rail Vehicles)
<b>ITS-1</b> I-84/Central Multnomah County ITS	<b>T-6</b> SMART Bus Replacements
<b>ITS-2</b> Regional Arterial Management Program	<b>S-1</b> Regional Multi-Modal Safety Education Initiative
<b>R-1</b> Oregon Transportation Research & Education Consortium (OTREC)	<b>TDM-1</b> Drive Less Save More Marketing Pilot Project
<b>TOD-3</b> Transit Station Area Connectivity Program	<b>NS-7</b> Portland Streetcar Planning and AA

## **STAFF REPORT**

### **IN CONSIDERATION OF RESOLUTION NO. 10-4124, FOR THE PURPOSE OF ENDORSING A REGIONAL POSITION ON THE AUTHORIZATION OF THE SURFACE TRANSPORTATION AUTHORIZATION ACT OF 2009**

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Date: January 29, 2010

Prepared by: Andrew Cotugno

## **BACKGROUND**

The region annually produces a position paper that outlines the views of the Metro Council and the Joint Policy Advisory Committee on Transportation (JPACT), a regional body that consists of local elected and appointed officials, on issues concerning transportation funding that are likely to be considered by Congress during the coming year. This year priorities are focused on both the FY '11 appropriations bill and the new six-year authorization bill. This resolution establishes policy and project priorities that will be addressed through the authorization bill, the Surface Transportation Act of 2009, now pending before the House Transportation and Infrastructure Committee. A separate resolution establishes project priorities for the FY '11 appropriations bill.

In 2009, in preparation for the new 6-year authorization bill, the region established policy and project priorities to serve as the basis for advocacy at the federal level. This was adopted by Resolution No. 09-4016. In June 2009, the Surface Transportation Authorization Act of 2009 was introduced to the House Transportation and Infrastructure Committee where it is still pending. That bill takes a significant step towards implementing the policy recommendations being sought by the Metro region and therefore serves as an excellent platform for consideration by the Congress. In particular, the bill:

- Creates new discretionary, competitive programs for Metropolitan Mobility and Projects of National Significance which provide an opportunity for the region to pursue;
- Continues the Surface Transportation Program (STP) and Congestion Mitigation/Air Quality (CMAQ) programs, of importance to the Metro region;
- Consolidates and emphasizes a program focused on keeping the current investment in the highway system in a state of good repair;
- Streamlines the federal transit New Starts/Small Starts program.

The region also endorsed a set of projects for consideration of earmarking through the authorization bill. These projects have been submitted to the delegation and, in many cases, submitted by the member to the authorizing committee.

The purpose of this resolution is to clearly identify the priority attributes of the authorization bill to advocate for and to refine the list of projects. Attachment A provides a statement of priority for the region's preferred policy direction based upon the bill now pending before Congress and supplements the positions established through Resolution No. 09-4016. The region will continue to pursue refinements based upon Resolution No. 09-4016 but the priorities established through this resolution will be the issues of greatest emphasis. In addition, the projects have been refined to reflect their current status. Several have been removed because they have been fully funded and some have more refined cost estimates. There are no added projects included.

## **ANALYSIS/INFORMATION**

- 1. Known Opposition:** None
- 2. Legal Antecedents:** Projects within the region earmarked for federal funding must be consistent with the Regional Transportation Plan, adopted by Resolution No. 09-4099, For the Purpose of Accepting the Draft 2035 Regional Transportation Plan.
- 3. Anticipated Effects:** Resolution would provide the US Congress and the Oregon Congressional delegation specifically with the region's priorities for transportation funding policy for use in the federal transportation authorization process.
- 4. Budget Impacts:** Metro is involved in planning related to several of the projects included in the priorities paper and must approve many of the requested funding allocations. Failure to obtain funding for one or more of the projects could affect the FY 10-11 and later Planning Department budgets. However, most of the funding requests deal with implementation projects sponsored by jurisdictions other than Metro.

## **RECOMMENDED ACTION**

Approve Resolution 10-4124 for submission to the Oregon Congressional delegation.