

# Interim Project Eligibility Criteria and Prioritizing Factors For 2004 – 2007 Construction STIP

Adopted by Oregon Transportation Commission  
April 11, 2002

## Process Overview

<b>Modernization on the State Highway System</b>	<b>Pavement Preservation on the State Highway System</b>	<b>Bridge Replacement/ Rehabilitation on the State Highway System</b>
<b>Applied by ACTs</b>	<b>Applied by ODOT's Pavement Management System and Selection Committees Reviewed by ACTs</b>	<b>Applied by State Bridge Oversight Committee Reviewed by ACTs</b>
<p><u>Eligibility Criteria:</u> Modernization projects that:</p> <ul style="list-style-type: none"> <li>◆ Are consistent with the applicable acknowledged transportation system plan (TSP) or, in the absence of an applicable acknowledged TSP, the applicable acknowledged comprehensive plan and any applicable adopted TSP.<sup>1</sup></li> <li>◆ Are consistent with the Oregon Highway Plan policy on Major Improvements (1.G.1), where applicable.<sup>2</sup></li> </ul>	<p><u>Eligibility Criteria:</u> Pavement Preservation projects that:</p> <ul style="list-style-type: none"> <li>◆ Are consistent with the applicable acknowledged transportation system plan (TSP) or, in the absence of an applicable acknowledged TSP, the applicable acknowledged comprehensive plan and any applicable adopted TSP.<sup>1</sup></li> <li>◆ Are identified through the Pavement Management System process.</li> </ul>	<p>Bridge replacement and rehabilitation projects that:</p> <ul style="list-style-type: none"> <li>◆ Are identified and prioritized through the Bridge Management System process.<sup>3</sup></li> </ul>
<p><u>Prioritizing Factors:</u> (used to select projects for funding from the pool of eligible projects)</p> <p>Priority shall be given to:</p> <ul style="list-style-type: none"> <li>◆ Project readiness (an assessment of the likelihood of a project getting to construction in the timeframe contemplated).<sup>4</sup></li> <li>◆ Projects that most further the policies of the Oregon Highway Plan.<sup>5</sup></li> <li>◆ Projects that leverage other funds and public benefits.<sup>6</sup></li> </ul>	<p><u>Prioritizing Factors:</u> (used to select projects for funding from the pool of eligible projects)</p> <p>Priority shall be given to:</p> <ul style="list-style-type: none"> <li>◆ Project readiness (an assessment of the likelihood of a project getting to construction in the timeframe contemplated).<sup>4</sup></li> <li>◆ Projects that most further the policies of the Oregon Highway Plan.<sup>7</sup></li> <li>◆ Projects that leverage other funds and public benefits.<sup>6</sup></li> </ul>	<p><u>Prioritizing Factors:</u> (used to select projects for funding from the pool of eligible projects)</p> <p>Priority shall be given to:</p> <ul style="list-style-type: none"> <li>◆ Project readiness (an assessment of the likelihood of a project getting to construction in the timeframe contemplated).<sup>4</sup></li> <li>◆ Projects that most further the policies of the Oregon Highway Plan.<sup>8</sup></li> </ul>

## **Interim Project Eligibility Criteria and Prioritizing Factors Process Description and Guidance**

The Oregon Transportation Commission (OTC) will make the final selections for all projects included in the Statewide Transportation Improvement Program (STIP). The Commission will rely on the advice and recommendations that it receives from Area Commissions on Transportation (ACTs) and regional advisory groups. In making final project selections, the OTC will ensure that ACTs and regional advisory groups have based their considerations on the criteria and will ensure projects are distributed according to the funding allocations already approved by the OTC for the 2004 – 2007 STIP.

The OTC in making decisions applies both regional and statewide perspective to their considerations. The OTC needs to optimize the system effectiveness in the decisions they make for the state system as a whole.

ACTs and others, including those where an ACT does not exist, making recommendations under these criteria should apply both regional and statewide perspective to their considerations.

ACTs and regional advisory groups should use this document as a guide when they evaluate projects for Modernization, Preservation and Bridge on the state highway system. Projects recommended for funding need to have consistent application of the project eligibility criteria and prioritizing factors. ACTs and regional advisory groups may use additional criteria to select and rank projects provided the criteria are consistent with the criteria adopted by the Oregon Transportation Commission.

The Oregon Transportation Commission requests ACTs and regional advisory groups apply project eligibility criteria and prioritizing factors to modernization projects on the state highway system. The Commission will ensure that ACTs and regional advisory groups have based their considerations on these criteria and factors. The Commission anticipates that most projects considered by ACTs and regional advisory groups would be the outcomes of planning and the transportation management systems maintained by ODOT. A “modernization project” is any project that includes improvements that add capacity to highways, including but not limited to new or widened lanes and new bypasses. Projects that build bridges in places where there was no bridge or that rebuild a bridge to add travel lanes are modernization projects.

The Oregon Transportation Commission directs ODOT staff to inform ACTs and regional advisory groups about other projects funded through a state discretionary process during the initial STIP development. The OTC asks the ACTs and regional groups to provide input about these projects. In the case of Metropolitan Planning Organization Transportation Improvement Programs, these are included without modification in the STIP once approved by the MPO and the Governor and after needed air quality conformity findings are made.

## **Interim Project Eligibility Criteria and Prioritizing Factors Process Description and Guidance (Continued)**

### **I. Project Eligibility Criteria**

Area Commissions on Transportation (ACTs), the Joint Policy Advisory Committee on Transportation (JPACT), or any other body advising the Oregon Transportation Commission on the selection of Modernization, Preservation and Bridge projects on the state highway system for funding shall apply the project eligibility criteria. The project eligibility criteria are a first screen so that additional efforts can be focused to determine what projects they will evaluate further for funding. The eligibility criteria are not listed in any particular order. Projects must satisfy these criteria, at a minimum, before they are given further consideration.

#### **<sup>1</sup>Consistency with Comprehensive Plans and Transportation System Plans (TSP)**

If consistency cannot be demonstrated at the time an ACT or regional advisory group recommends a project, the ACT or regional advisory group, after consultation with the applicant, shall note what changes to the TSP or comprehensive plan are needed and when they need to be completed, in which case the ACT or regional advisory group may recommend that the project be included in the development STIP, and request that Transportation Planning Rule issues be addressed.

Proposed projects from within MPOs are identified in fiscally-constrained Regional Transportation Plans and meet air quality conformity requirements.

#### **<sup>2</sup>Consistency with Oregon Highway Plan policy on Major Improvements (1.G.1)**

In order to demonstrate that a project is consistent, the proposal must show that the project and/or the TSP clearly addressed the prioritization criteria found in Policy 1.G.1 of the Oregon Highway Plan.

Where needed to achieve consistency with the above-noted Oregon Highway Plan policy, the ACTs or regional advisory groups shall negotiate conditions for project approval with an applicant. These conditions shall be attached to the application approved by the ACT or regional advisory group, shall be as specific as possible given the stage of development of the project, and may include such items as access management and interchange management plans, needed local street improvements, traffic management plans, land use plan designations, and other similar conditions.

## **Interim Project Eligibility Criteria and Prioritizing Factors Process Description and Guidance (Continued)**

### **<sup>3</sup>Bridge Prioritization**

The process of identifying bridge projects for the STIP is two-fold in nature (1) bridges are inspected at least every two years, in order that the most current inspection information is used to develop a list of bridges and (2) the use of a Bridge Management System (BMS). The BMS is an electronic data management tool used by the department to identify, prioritize and develop needed bridge improvements. BMS data is linked to other technical databases to identify bridges that meet twelve separate deficiency parameters.

#### STATE BRIDGE PROJECT SELECTION

This criterion applies to bridges on the State highway system only. Through a formula distribution, 27% (% periodically reassessed) of the federal Highway Bridge Replacement and Rehabilitation Project funds go to local bridges, which are covered through a separate selection process.

State bridge projects proposed for funding will be selected based on the desire to maintain and improve transportation's role in Oregon's economy.

Focusing on the Interstate Highway and Freight Route systems, consider bridges as candidates based on the following:

- Bridges that are presently load restricted.
- Bridges that have needed temporary repair but still have some load restrictions.
- Bridges that have deterioration that will cause load restrictions in the near future.

## **Interim Project Eligibility Criteria and Prioritizing Factors Process Description and Guidance (Continued)**

### **II. Prioritization Factors**

The prioritization factors are guidance offered by the OTC to ensure consistent consideration of projects by ACTs and regional advisory groups. With the exception of project readiness which shall have greater weight, the prioritization factors are not listed in any particular order and do not have any implied weight. ACTs and regional advisory groups may use additional criteria to rank projects provided the factors are consistent with the criteria adopted by the OTC. If an ACT or regional advisory group chooses to use additional prioritization factors, they must inform those developing project proposals about the factors.

#### **<sup>4</sup> Project Readiness**

Projects that can begin construction within the timeframe of the STIP and within the timeframe expected are considered to be more ready than those that have many or complicated remaining steps. The overall judgement of a project's readiness is dependent on timeliness of construction expectations not on the number of steps to be completed. Projects are not required to have met environmental and land use requirements, purchased right of way, developed final construction and traffic flow management plans, and completed public involvement, but the hurdles in accomplishing each of those must be assessed. If those aspects are not completed, a plan to complete them must be described to assist in judging the likelihood that all of those aspects can be addressed, and construction began within the timeframe projected. The project budget and time line must include execution of the plan.

**<sup>5</sup> Oregon Highway Plan policies that are applicable to modernization projects may include but are not necessarily limited to the following:**

- ◆ 1A, 1B, 1C, 1F, 1G, 2A, 2C, 2E, 2F, 2G, 3A, 3B, 3C, 4A, 4B, 4C, 4E, and 5A

#### **<sup>6</sup> Leverage and Public Benefit**

ACTs and regional advisory groups should evaluate how proposed projects leverage additional funding or collateral community benefits and make wise and efficient use of infrastructure and natural resources. Examples of leverage could include:

- Other funding contributions, such as additional federal funds, local matching funds or provision of project right-of-way, private funding.

- Bundling with other infrastructure projects (provided there is no adverse affect on project readiness).
- Fish enhancement, such as culvert replacement and improved drainage.
- Transfer of jurisdiction from state to local control.
- Leverage additional funds that contribute to transportation system effectiveness, revitalization of the downtown or mainstreet, etc.
- Direct benefits to multiple modes of travel.

*For modernization projects only:*

- Potential for collecting toll revenues.

**<sup>7</sup>Oregon Highway Plan policies that are applicable to preservation projects may include but are not necessarily limited to the following:**

- ◆ 1A, 1B, 1C, 1D, 2A, 2C, 2F, 4A, and 5A

**<sup>8</sup>Oregon Highway Plan policies that are applicable to bridge projects may include but are not necessarily limited to the following:**

- ◆ 1A, 1C, 1E, 1G, 2A, 4A, 5A, and 5B

## Interim Project Eligibility Criteria and Prioritizing Factors Process Description and Guidance (Continued)

### Oregon Highway Plan Policies Applicable to Prioritizing Projects Statewide Transportation Improvement Program

<b>Goal 1: System Definition</b>
Policy 1A: State Highway Classification System
Policy 1B: Land Use and Transportation
Policy 1C: State Highway Freight System
Policy 1D: Scenic Byways
Policy 1E: Lifeline Routes
Policy 1F: Highway Mobility Standards
Policy 1G: Major Improvements
<b>Goal 2: System Management</b>
Policy 2A: Partnerships
Policy 2B: Off-System Improvements
Policy 2C: Interjurisdictional Transfers
Policy 2D: Public Involvement
Policy 2E: Intelligent Transportation Systems
Policy 2F: Traffic Safety
Policy 2G: Rail and Highway Compatibility
<b>Goal 3: Access Management</b>
Policy 3A: Classification and Spacing Standards
Policy 3B: Medians
Policy 3C: Interchange Access Management Areas
Policy 3D: Deviations
Policy 3E: Appeals
<b>Goal 4: Travel Alternatives</b>
Policy 4A: Efficiency of Freight Movement
Policy 4B: Alternative Passenger Modes
Policy 4C: High-Occupancy Vehicle (HOV) Facilities
Policy 4D: Transportation Demand Management
Policy 4E: Park-and-Ride Facilities
<b>Goal 5: Environmental and Scenic Resources</b>
Policy 5A: Environmental Resources
Policy 5B: Scenic Resources



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# Oregon

DEPARTMENT OF  
TRANSPORTATION  
Region 1  
Planning & Development

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**DATE:** July 12, 2002

**MEMO**

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**TO:** Jeri Bohard

**C:** Kay Van Sickle  
Andy Cotugno  
Matt Garrett

123 NW Flanders  
Portland, OR 97209

**FROM:** Dave Williams

**SUBJECT: JPACT Comments on Interim Project Eligibility Criteria**

I presented at JPACT (7/11/02) the "Interim Project Eligibility and Prioritization Factors" for the 2004-07 STIP. There were two substantive questions.

1. Rex Burkholder (Metro Councilor) asked why the eligibility criterion regarding TSP consistency did not apply to bridge projects as it does to MOD and PRES. He is concerned that our bridge rehabilitation projects seem to ignore other plan objectives such as bike and pedestrian improvements.

My answer was: We do what he is asking to the degree feasible within certain physical and fiscal constraints. Also, the main criterion for PRES and Bridge was that relating to the management systems – we do not have the money to do pavement and bridge rehabilitation solely to add street amenities. Hence, we shall only consider such projects if the physical condition of the roadway warrants it.

That said, I am not sure adding the TSP criterion does great harm to the bridge program – what do you think?

2. Fred Hansen (Tri-Met) asked whether the "narrow" interpretation of Modernization we applied to OTIA remains in effect for the next STIP update. What he is referring to is a presentation Rep. Stark made to JPACT at the outset of the OTIA process in which he emphasized the legislature's desire for roadway lane capacity projects as opposed to bikeway, pedestrian or ITS improvements even though they might meet our standard definition of MOD. Tri-Met introduced some projects which enhanced bus performance into the OTIA process, but they ranked poorly in part due to our "narrow" interpretation.



He believes, and I agreed with him, that the 2004-07 STIP in not OTIA and the standard definition of MOD applies. Further, if JPACT finds his projects worthy (e.g., inclusion in the constrained RTP), then ODOT would consider them for funding. If my reading is wrong, I need to know it and inform Fred.

Not asked at JPACT but still confusing to me are (A) do the criteria apply to MTIP MOD and PRES jobs? and (B) how do the criteria apply to pre STIP prioritization exercises by the ACT's? Both of these are important if we are to fend off late challenges by DLCD as we saw with OTIA. Please give me a call when you can and let's chat about this.

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ADOPTING THE POLICY ) RESOLUTION NO. 02-3206  
DIRECTION, PROGRAM DEVELOPMENT AND )  
EVALUATION CRITERIA FOR THE PRIORITIES ) Introduced by  
2003 METROPOLITAN TRANSPORTATION ) Councilor Rod Monroe  
IMPROVEMENT PROGRAM (MTIP) UPDATE. ) JPACT Chair

WHEREAS, JPACT and the Metro Council are identified in federal regulations as the Portland area Metropolitan Planning Organization responsible for the allocation of federal highway and transit funding; and

WHEREAS, Federal regulations identify preparation of a metropolitan transportation improvement program (MTIP) as the means for making the allocation of such funds; and

WHEREAS, Federal regulations require that the MTIP be included without change in the State TIP by incorporation or by reference; and

WHEREAS, JPACT and the Metro Council have directed Metro staff to perform an assessment of whether the allocation process and criteria support transportation and land use goals and objectives of the Region 2040 Growth Concept; and

WHEREAS, Transportation funding and public opinion research was performed and elected officials, agency staff, public interest groups and other stakeholders were interviewed and invited to respond to a questionnaire concerning MTIP issues; and

WHEREAS, new MTIP policy direction, program development and evaluation criteria have been developed as described in Exhibit A to address the issues identified through the outreach process; and

WHEREAS, The Regional Transportation Plan was adopted in August 2000 and represents the transportation implementation component to the Region 2040 Growth Concept; and

WHEREAS, New funding for transportation projects is limited to about \$52 million, split between federal fiscal years 2006 and 2007; and.

WHEREAS, Approximately half of these funds cannot be used to design or construct general purpose automobile travel lanes; and

WHEREAS, JPACT and the Metro Council Transportation Planning Committee propose the Priorities 2002 MTIP Update policy direction, program development and evaluation criteria as defined in Exhibit A; and

WHEREAS, All projects selected for funding in the MTIP must also either be included, or amended into a Financially Constrained Network of the Regional Transportation Plan which is shown to conform with the State (Air Quality) Implementation Plan; and

WHEREAS, Metro staff will coordinate with staff at ODOT Region 1 and Tri-Met regarding prioritization of projects and allocation of funds primarily subject to their discretion, that must however, also be reflected in the MTIP and the financially constrained RTP system; and

WHEREAS, further opportunity for agency and public input to the project evaluation and selection process will be provided in spring 2003, before final approval of an FY 2003-04 MTIP; now, therefore,

BE IT RESOLVED,

1. The Priorities 2003 MTIP Update policy direction, program development and evaluation criteria stated in Exhibit A are approved.

2. The list of proposed projects shall be submitted based on a review by the governing body of the jurisdiction at a meeting that is open to the public. Submitting the list of projects by adopted resolution will meet this intent.

ADOPTED by the Metro Council this \_\_\_\_\_ day of \_\_\_\_\_, 2002.

\_\_\_\_\_  
Carl Hosticka, Presiding Officer

APPROVED AS TO FORM:

\_\_\_\_\_  
Daniel B. Cooper, General Counsel

**Exhibit A**  
**To Metro Resolution 02-3206**

**Metropolitan Transportation Improvement Program  
Refinement and Policy Report**

TPAC Recommendation to JPACT  
June 28, 2002

## **I. Introduction and Charge**

Metro Council and the Joint Policy Advisory Committee on Transportation (JPACT) have directed Metro staff to review and refine the Metropolitan Transportation Improvement Program (MTIP) prior to the next round of allocation of regional flexible funds (Metro Resolution 01-3025B). The next allocation is currently scheduled to begin in August.

The review and refinement process is to examine the objectives of the program in the context of other transportation spending in the region and the process by which projects are solicited, prioritized and selected for funding.

## **II. Related Policies**

To assess whether the MTIP process supports transportation and land use goals and objectives of the Region 2040 Growth Concept and the Regional Transportation Plan (RTP), policies related to the concept and plan are listed below.

The transportation funding policies of the RTP are relevant to all transportation funding in the region, not just the allocation of regional flexible funds. An evaluation of how all of the other transportation spending in the region addresses the RTP policies, however, will provide valuable information to where funding deficiencies exist in addressing regional policies and where it may be advantageous to allocate regional flexible funds to address those deficiencies.

### RTP Section 1.3.7; Policy 20.0 - Transportation Funding

Ensure that the allocation of fiscal resources is driven by both land use and transportation benefits.

- a. Objective: Maintain and preserve the existing transportation infrastructure.
- b. Objective: Improve the efficiency of the existing transportation system.
- c. Objective: Consider a full range of costs and benefits in the allocation of transportation funds.
- d. Objective: Use funding flexibility to the degree necessary to implement the adopted Regional Transportation Plan.
- e. Objective: Establish a set of criteria for project selection based on the full range of policies in this plan and fund projects in accordance with those selection criteria.
- f. Objective: Develop a transportation system necessary to implement planned land uses, consistent with the regional performance measures.

The following 2040 Fundamentals were adopted by MPAC and the Metro Council as the fundamental elements of the 2040 Growth Concept. The MTIP program and allocation of regional flexible transportation funds should analyze projects based on their ability to implement or address these fundamentals.

## 2040 Fundamentals

- Focus development in mixed-use centers and corridors
- Protect and restore the natural environment
- Provide a multi-modal transportation system
- Enable community identity and physical sense of place
- Maintain separation from neighboring communities
- Ensure diverse housing options in every jurisdiction
- Create vibrant places to live and work
- Encourage a strong local economy

### **III. Tools to Evaluate Public and Stakeholder Opinion**

#### Davis - Hibbitts survey summary

#### Metro Growth Conference results summary

#### MTIP Questionnaire

##### *Elected Officials*

All of the elected officials and agency director members of JPACT and the Metro Council members were provided a questionnaire and were interviewed by Metro staff regarding their concerns and issues with the MTIP process.

##### *Other Stakeholders*

All members of the following Metro committees were given presentations by Metro staff and asked to complete a questionnaire:

- TPAC
- MTAC
- GTAC
- WRPAC
- MPAC

Metro staff also met with the Washington Square regional center funding implementation work team to receive their verbal comments and distribute the questionnaire.

##### *Community Interest Groups*

A series of meetings were held to solicit input from specific community interest groups; business and freight, neighborhood activists, development, architect and real estate professionals, and the Coalition for a Livable Future transportation subcommittee.

Many of the stakeholders supplemented the questionnaire with a cover letter outlining their overall concerns and issues.

#### **IV. MTIP and Regional Flexible Fund Allocation Policy Direction**

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

- Leverage economic development in priority 2040 land-use areas through investment to support
  - centers,
  - industrial areas and
  - UGB expansion areas with completed concept plans

Other policy objectives include:

- Emphasize modes that do not have other sources of revenue
- Complete gaps in modal systems
- Develop a multi-modal transportation system

#### **V. Allocation Process and Program Development Options**

Several methods of allocating the regional flexible funds and developing the emphasis of the program were suggested during stakeholder interviews and in response to the questionnaire. The suggestions are summarized by the five options outlined below.

1. Existing Program
  - a. Coordinating committees submit applications within 200% target cost ceiling.
  - b. Projects divided into project categories for technical ranking.
  - c. Staff, TPAC recommend, JPACT/Metro Council adopts 150% cut list (consider technical ranking, administrative criteria and balance modes).
  - d. Staff, TPAC recommend, JPACT/Metro Council adopts final project list.
2. Local Allocation Approach
  - a. Sub-allocation to regional categories (Planning, TDM, TOD, LRT match).
  - b. Sub-allocation of cost targets by geography.
  - c. Coordinating committees decide projects to submit at 110% of total cost target and submit findings on how projects meet regional program objectives.
  - d. Staff, TPAC recommend, JPACT/Metro Council adopt final project list, balancing allocations through reduction of 10% extra cost from each committee.
3. 2040 Rating
  - a. Coordinating committees submit applications within 200% target cost ceiling.
  - b. Projects divided into project categories for technical ranking (no 2040 criteria/measure).
  - c. All projects ranked relative to one another based on measures of implementing 2040 land use objectives.
  - d. Staff, TPAC recommend, JPACT/Metro Council adopts 150% cut list (consider technical ranking within categories, 2040 ranking, and administrative criteria).
  - e. Staff, TPAC recommend, JPACT/Metro Council adopts final project list.

4. Mode Emphasis
  - a. Limit project applications to a set of project categories that best meet a set of policy directions and program objectives.
  - b. Follow any of the other allocation process steps identified.
  
5. 2040 Match Advantage
  - a. Coordinating committees submit applications within 200% target cost ceiling.
  - b. Projects divided into project categories for technical ranking.
  - c. Priority emphasis (places or modes) eligible for an 89.73% regional match of funding. Non-priority emphasis (places or modes) eligible for a 70% match of funding.
  - d. Staff, TPAC recommend, JPACT/Metro Council adopts 150% cut list (consider technical ranking and administrative criteria).
  - e. Staff, TPAC recommend, JPACT/Metro Council adopts final project list.

## **VI. Description of Existing Transportation Funding and Policy Implementation**

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

Recent data demonstrates that approximately \$430 million is spent in this region on operation and maintenance of the existing transportation system. While there are unmet needs within operations and maintenance, the relatively small potential impact that regional flexible funds would have on these needs and because there are other potential means to address these needs, TPAC is recommending against using regional flexible funds for these purposes. Exceptions are recommended for Transportation Demand Management (TDM) programs as they have demonstrated a high cost-effectiveness at reducing the need for capital projects, because they lack other sources of public funding to leverage private funding and because they directly benefit priority 2040 land-use areas. A second exception is recommended for expenditures on transit capital that allow expansion of transit service. This exception is recommended to be limited to situations where the transit provider can demonstrate the ability to fund the increased transit service in the subsequent MTIP funding cycle.

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

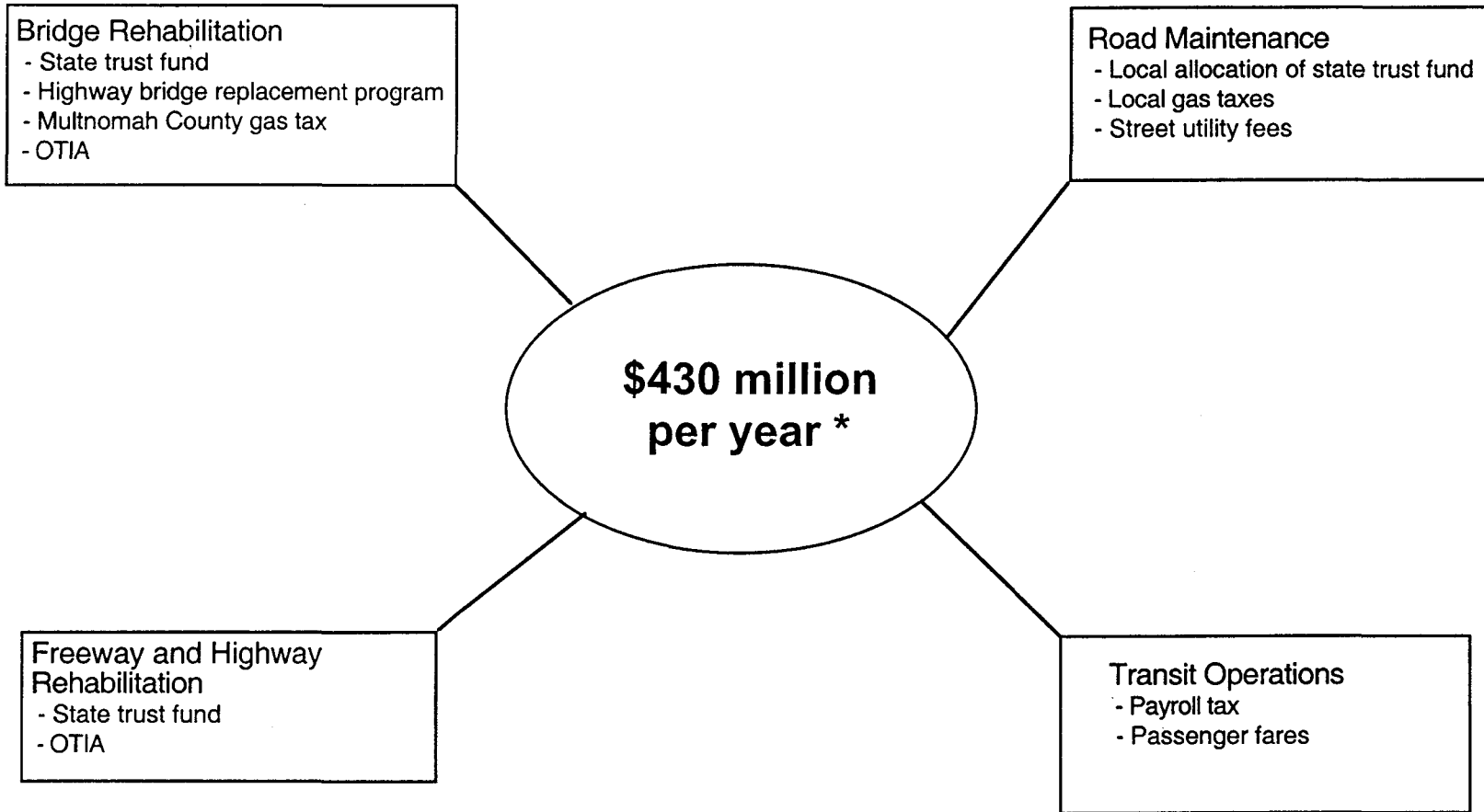
Approximately \$26 million of regional flexible funds are spent each year in the Metro region. Given the relative size of the regional flexible funds relative to the other capital spending in the region, Metro staff recommends that it is appropriate to focus these monies on transportation projects and programs that leverage development of the 2040 growth concept.

The cost categories and the sources of their funding are summarized on Figures 1 through 3.



Figure 1

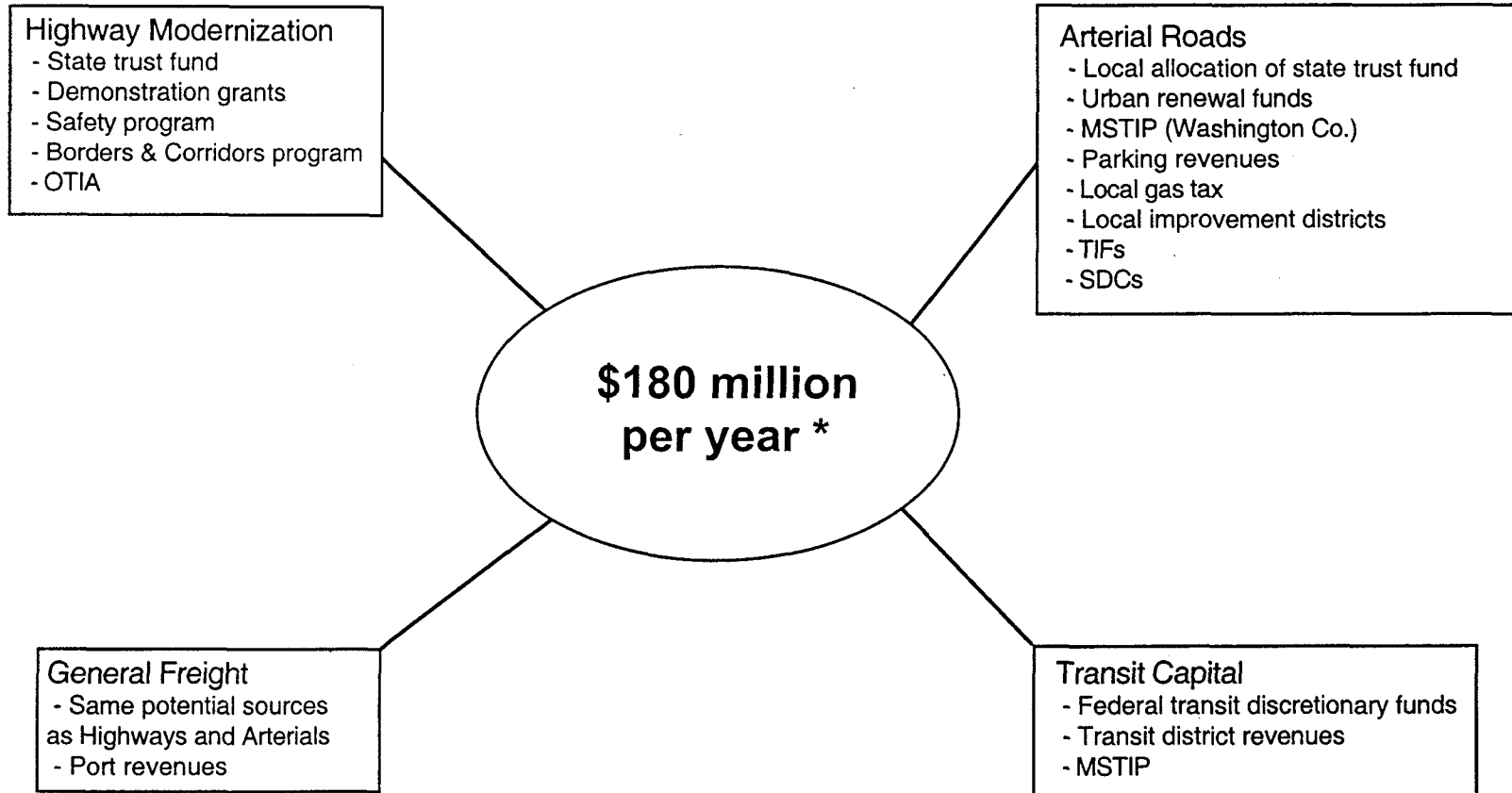
## Operations and Maintenance Spending Metro Region (All Roads and Transit)



Source: Metro (1998) and 1/20 of portion of OTIA 20 year bond program used for O&M purposes.

Figure 2

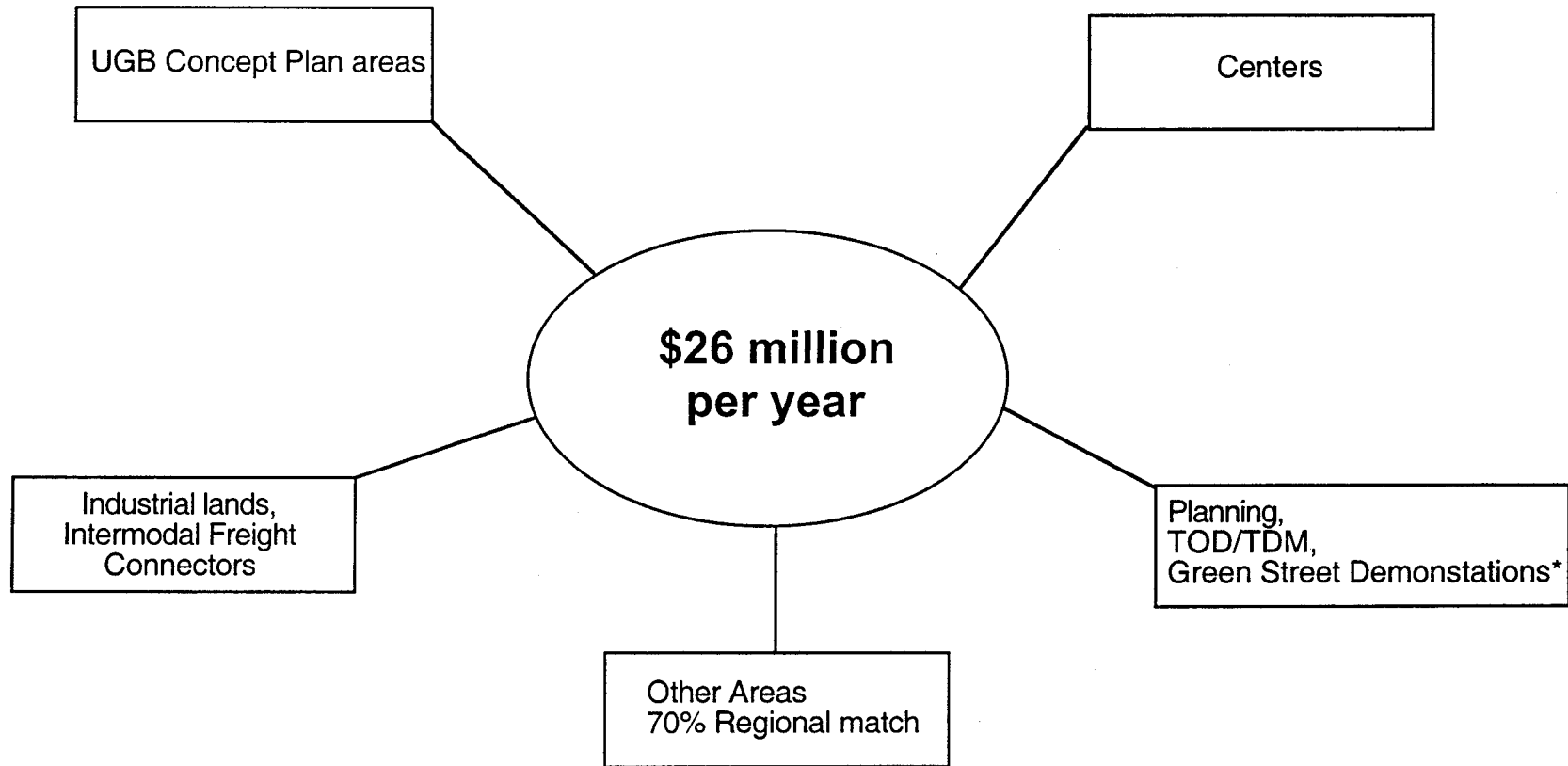
## Other Capital Spending Metro Region (All Roads and Transit)



\* Source: Metro (1998) and 1/20 of OTIA 20 year bond program used for capital projects.  
Arterial road modernization projects typically replace or provide new bicycle and pedestrian facilities.  
One percent of state trust fund money must be spent on bicycle or pedestrian projects or maintenance.

Figure 3

### Regional Flexible Funds Metro Region (STP and CMAQ)



\* May include culvert repair to enhance passage of endangered fish species.

## VII. Recommended Allocation Process and Program Development

TPAC is recommending an allocation process and program that is a specific version of option 5 outlined in Section V. This option best implements the policy objectives listed in Section IV by not only retaining a technical rating of 2040 land use criteria but also by creating a monetary incentive to applying agencies to nominate projects that best leverage development of 2040 priority land-use areas. While further advancing this program objective, this option retains flexibility to fund projects that do not directly benefit a regional priority land-use area but that are deemed to be important and effective transportation projects due to other considerations.

The recommended option is summarized below.

### Modified Regional 2040 Match Advantage

- a. Projects that highly benefit:
  - i. Industrial areas and inter-modal freight connectors
  - ii. Centers, main streets, and station communities
  - iii. UGB concept plan areas
 are eligible for up to 89.73% match of regional funds.
- b. Planning, TOD, TDM and Green Street Demonstration projects are also eligible for up to an 89.73% match of regional funds.
- b. Projects determined to not provide a direct, significant benefit to a priority land-use area would be eligible for up to a 70% match of regional funds.
- c. No funding for operations or maintenance, except for TDM programs and start-up transit operations that demonstrate capacity for future operation funds to replace regional flexible funds by the next MTIP funding cycle.
- d. The technical measures of the 2040 land use criteria will be modified and the method for determining which projects qualify for a regional match of up to 89.73% will be developed using lessons learned from current centers and industrial lands research and the Pleasant Valley concept plan and implementation study. Technical measures will attempt to rate the direct benefit (or negative effect) of a project to the priority land-use area, not simply assess whether a project is located in or near the priority area.

In conjunction with this approach, TPAC is recommending consideration of a smaller cost target to limit the number of applications that may be submitted to Metro through the Coordinating Committee process. The current cost target is 200% of a potential share of funds based on rough geographic equity of fund distribution. TPAC would like consideration of a 150% cost target of the potential share of funds. Such a limit may allow elimination of a step in the allocation process that screens the project list down to a 150% cut list.

## VIII. Screening and Evaluation Criteria

### Screening Criteria for all projects

- Highway, road and boulevard projects must be consistent with regional street design guidelines (no change)
- Project designs must be consistent with the Functional Classification System of the 2000 RTP (no change)
- Project on RTP Financially Constrained list (no change)
- Project has received support of governing body at a public meeting as a local priority for regional flexible funding. Adoption of a resolution at a public meeting would

qualify as receiving support of the governing body. Documentation of such support would need to be provided prior to release of a technical evaluation of any project. (clarification, no change)

- Statement that project is deliverable within funding time frame and brief summary of anticipated project development schedule (new)

### Evaluation Criteria

General support was expressed in the questionnaire and during interviews for keeping the technical measures of the criteria by existing modal category. Several issues were identified by program stakeholders, however, regarding the evaluation and measuring of criteria.

#### 1. 2040 Criteria

There were several comments about the lack of clarity of how the 2040 criteria were measured and how effectively it was being applied to projects.

Recommendation: Review the work of the current centers research and industrial lands studies to clarify how transportation funding can most effectively leverage successful development of these priority land-use areas. This includes developing methods to distinguish between the readiness of different mixed-use areas and industrial areas to develop and methods to evaluate and measure the positive and negative impacts of a project or program on leveraging development of a priority land use area other than simply the location of the facility. Applicants will be asked to elaborate on how the project contributes to the most critical objectives a center plan or industrial area needs to achieve to become a successful area in terms of 2040 development objectives and describe what actions the local jurisdiction is taking to address its most critical needs.

#### 2. Multi-modal Road Projects

A request for a finer consideration of the multi-modal benefits of road projects has been requested by some Washington County jurisdictions.

Recommendation: The provision of pedestrian and bicycle improvements within priority 2040 priority land-use areas as a part of a road modernization or reconstruction project qualify a project for additional technical points over a multi-modal road project outside of these priority areas. The creation of new pedestrian and bicycle improvements qualify a road project for additional technical points over a road project that is simply moving or replacing pedestrian and/or bicycle facilities.

Similarly, the TIP Subcommittee will be asked to review potential methods for awarding additional technical points to road projects that provide a significant freight or transit benefit, particularly benefits supporting priority land-use areas over road projects that do not provide this multi-modal benefit.

#### 3. Administrative Criteria

While a few stakeholders objected to the use of administrative criteria, there was general support for their use to adjust the raw technical ranking of projects. However, many people expressed interest in a tight limit on the degree to which administrative criteria could be used to elevate a low technically ranked project above better technically ranked projects to receive funding.

Recommendation: Use the following administrative criteria and limitation on their ability to elevate a project to receive funding over other higher technically ranked projects within their

project categories. No administrative consideration will be listed if there is already technical scoring consideration for the project.

#### Administrative criteria

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

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

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

#### 4. Green Streets Design Elements

Many stakeholders interviewed expressed strong support of developing Green Street infrastructure improvements and using the MTIP program to implement those improvements. Several jurisdictional technical staff, however, expressed caution that implementation of these design elements needed to move slowly and may only be appropriate in site-specific conditions.

To further develop understanding of these design elements, pilot project funding is recommended to be available with regional flexible funds. A pilot project approach will allow interested jurisdictions to test local application of these design concepts.

TPAC has also recommended reviewing how “proven” Green street design concepts, such as providing adequate space for and planting large, broad canopied, long-lived tree species, could be incorporated into the technical scoring of project categories. This issue will be brought to the TIP Subcommittee.

#### 5. Measurement of Safety Criteria

Several stakeholders commented that measuring project safety solely by measurement of accident data does not provide a comprehensive consideration of safety issues.

Recommendation: An “expert analysis” approach using general guidelines of safety considerations, including but not limited to Safety Priority Indexing System (SPIS) data, will be developed for all relevant project categories as a means of providing a comprehensive method for considering safety issues. This approach will utilize a panel of project professionals to review each project relative to a list of quantitative and qualitative safety considerations and score each project accordingly.

#### 6. Multi-Use Paths

Many stakeholders expressed interest in providing full possible match allocations (89.73%) to multi-use paths as these projects generally address the stated program objectives of not having other dedicated sources of funding and completing gaps in modal systems. TPAC recommends that equal to other modes, these projects should receive full potential match of 89.73% only when they provide a direct benefit to a priority 2040 land-use area.

#### 7. Other Specific Measures

There were several requests to modify the specific measures used to score each criteria. Local transportation staff will be consulted through the TIP Subcommittee in refinement of measures for the criteria adopted within the program policy process.

#### 8. Multi-modal and Geographic Equity Analysis

In previous allocation processes, a summary of the distribution of funding between modes and between geographic regions of the draft recommended project list has been completed. There is no policy direction for equity of allocations between modes or geographic areas; the summary is prepared for informational purposes only. No change is recommended in providing this information.

### IX. Solicitation, Allocation and Follow-up Process Issues

There were many requests for modification of the process used to solicit and allocate regional flexible funds. Metro staff is also interested in performing new follow-up activities to the allocation process.

#### Recommendations:

1. Additional Time for Application Process; A third month will be added to the project solicitation phase of the process. This will allow more time to for coordination among jurisdictional staff and for completing the applications with more complete information.
2. Public Kick-off Notice; To address concerns about the ability for community interest groups and jurisdictional staff from outside of transportation agencies to influence project applications, Metro will provide public announcements of the kick-off of the application process and provide stakeholders with a list of local agency contacts
3. Regional Objectives; In order to provide better information about regional objectives, successful project examples and assistance on completing project applications, Metro staff will provide presentations to jurisdictional staff early in the solicitation period.
4. STIP Coordination; Metro and ODOT will identify areas for coordination related to STIP projects that could be supplemented for 2040 implementation and coordination of public outreach opportunities.
5. Other Funding; Other significant transportation funding will be identified for potential of coordination with regional flexible funds.

6. **MTIP Subcommittee;** The MTIP Subcommittee of TPAC will be used to review the draft technical scoring by project staff. This could include the use of field trips to review potential projects on the 150% cut list.
7. **Public Outreach;** Metro will utilize a similar public involvement program as the previous allocation process, consistent with Metro's policies on public involvement. This included early notification of process kick-off and key decision points and opportunities for comment and a response to those comments. Key components will include a review of the technical ranking and draft 150% list and formal hearings on the recommended allocation package.
8. **Public Information;** Metro will be increasing public understanding of the MTIP and regional flexible funding program. This will be done through the inclusion of Metro information, including signage, on funded project or program materials, participation in public events and new informational materials, such as a website highlighting funded projects.
9. **Allocation Follow-up Activities;** Metro staff will also be improving project monitoring to ensure project development that is consistent with application materials post-construction data collection (particularly with demonstration projects) and awards or other recognition for quality project implementation.



## **Issues to be Addressed Prior to Solicitation For Projects and Outside of Policy Report Adoption**

### 1. Refinement of Criteria

The TIP Subcommittee of TPAC will be convened in July to make a recommendation to TPAC concerning:

- a. Technical scoring of 2040 centers, main streets and station communities. May involve qualitative descriptions or meeting a check list of issues based on lessons learned from the centers study currently underway.
  - b. Review technical scoring of 2040 industrial areas. Develop a better understanding of job growth in trade sectors.
  - c. Developing technical scoring or administrative considerations for projects in UGB expansion areas and tie to relevant UGB expansion policies.
  - d. Incorporate qualitative evaluation considerations for safety criteria within each project category.
  - e. Review model inputs and model driven outputs used to measure criteria for effectiveness as a technical measure and propose improvements.
- ### 2. Develop Application Materials
- a. Forms that reflect updated criteria and technical measures.
  - b. Letters that provide clear instructions.
  - c. Project examples that demonstrate project elements that will score well under new criteria and technical measures.
- ### 3. Develop criteria and measures and feedback process for determination on qualifications for project match eligibility based on direct benefits to a priority 2040 land-use area.

**Draft**  
**2004-07 MTIP Allocation Schedule**

August 2002; Project Solicitation

November 2002; Project Applications Due

January 2003; Release Technical Rankings, Public Hearings

February/March 2003; 150% Cut List Recommendations/Adoption

March/April 2003; Public Hearings, Adoption of Project Allocation

May/June 2003; Air Quality Conformity, STIP Reporting, Documentation

July 2003; Full MTIP Adoption

October 2003; Obligation of Funding Begins

## STAFF REPORT

### CONSIDERATION OF RESOLUTION NO. 02-3206 FOR THE PURPOSE OF ADOPTING THE POLICY DIRECTION, PROGRAM OBJECTIVES, PROCEDURES AND CRITERIA FOR THE PRIORITIES 2003 METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM (MTIP) AND ALLOCATION OF REGIONAL FLEXIBLE FUNDS.

July, 2002

Presented by: Michael Hoglund

#### PROPOSED ACTION

This resolution would approve a report outlining the policy direction, program objectives, procedures and the basic technical and administrative criteria that will be used during the Priorities 2003 MTIP update to nominate, evaluate and select projects to receive federal transportation funds in the fiscal year 2006-07 biennium.

#### EXISTING LEGISLATION

Federal planning regulations designate JPACT and the Metro Council as the Portland area metropolitan planning organization that is responsible for allocating federal highway and transit funds to projects in the metropolitan area. Preparation of an MTIP is the means prescribed for doing this. JPACT and the Metro Council have directed staff in Metro Resolution 01-3025B to assess whether the existing MTIP process and criteria support transportation and land use goals and objectives of the Region 2040 Growth Concept prior to initiating the next project solicitation and selection process. Projects approved for inclusion in the MTIP must come from a conforming, financially constrained transportation plan. The 2000 RTP is the current conforming plan.

#### BACKGROUND AND ANALYSIS

The Metro Council and the Executive Officer are preparing a request to local jurisdictions to submit projects to Metro for evaluation and award of regional flexible transportation funding. Regional flexible transportation funds are those portion of federal funds accounted for in the MTIP that are allocated through the JPACT/Metro Council decision-making process. This allocation process is referred to as the Priorities 2003 MTIP update.

Metro and ODOT update the MTIP/STIP every two years to schedule funding for the following four-year period. The Priorities 2003 MTIP update encompasses the four-year period of federal fiscal year's 2004 through 2007 (FY 04 - FY 07). This update will therefore adjust, as necessary, funds already allocated to projects in FY 04 and FY 05 in the current approved MTIP. It will also allocate funds to new projects in the last two years of the new MTIP (i.e., FY 06 and FY 07).

The regional flexible funds available for allocation in the Priorities 2003 MTIP update is composed of two types of federal transportation assistance, which come with differing restrictions. The most flexible funds are surface transportation program (STP) funds that may be used for virtually any transportation purpose, identified in the Financially Constrained RTP, short of building local residential streets. The region can allocate about \$33 million of STP funds to new projects in FY 06 – 07.

The second category of money is Congestion Mitigation/Air Quality (CMAQ) funds. CMAQ funds cannot be used to build new lanes for automobile travel. Also, projects that use CMAQ funds must

demonstrate that some improvement of air quality will result from building or operating the project. The region can allocate about \$19 million of CMAQ funds to new projects.

The Oregon Transportation Commission (OTC) decided not to allocate Transportation Enhancement (TE) funds in the previous MTIP update. TE funds support non-automotive transportation projects, including bike and pedestrian paths and historic and environmental mitigation improvements. The OTC suspended allocation of this class of federal funds in order to focus resources on significant maintenance and rehabilitation needs of the state's existing roads and bridges. There is no indication that the OTC intends to resume allocation of TE funds at the local level. Again though, STP funds can also be used to fund many of these types of projects.

#### BUDGET IMPACT

None.

TL:MH: RC

M E M O R A N D U M

600 NORTHEAST GRAND AVENUE | PORTLAND, OREGON 97232 2736  
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**METRO**

To: JPACT  
From: TPAC  
Date: June 28, 2002  
Subject: Oregon Highway Plan amendment on designation of Special Transportation Areas (STAs)

\*\*\*\*\*

**Background**

On May 28, 2002, the Oregon Transportation Commission solicited comments on a proposed amendment to the Oregon Highway Plan (OHP) that would make the designation of Special Transportation Areas (STAs) easier to accomplish in certain communities. Comments on the policy are due by July 15, 2002.

Attachment 1 is a draft letter recommending changes to the proposed amendment. Attachment 2 shows the double-strikethrough and double-underscore to reflect the changes outlined in Attachment 1. JPACT approval of the letter and recommended changes is requested.

**Summary of proposed amendment**

The proposed OHP amendment creates three separate categories of STAs that vary depending on the existing and planned land use characteristics of the area. A designation process for each category is also included in the amendments.

- Category 1 STAs include those highway segments located in fast-growing or congested areas or on the State Highway Freight System. An STA management plan must be approved by ODOT for the designation to occur.
- Category 2 STAs can be proposed by a Metropolitan Planning Organization (MPO) in those areas where an acknowledged regional land use and transportation plan is in effect, and is consistent with the STA management plans described in the amendment. Category 2 appears to apply to the designation of STAs in the Portland metropolitan region. As proposed, the amendment requires Metro, individual cities and counties in the Portland metropolitan region to enter into an IGA/MOU with ODOT to designate the region's 2040 centers as STAs along state-owned facilities
- Category 3 STAs can be designated by ODOT in those areas where existing characteristics and attributes of the area are consistent with certain provisions outlined in the Oregon Highway Plan.

### **Summary of recommended changes**

The attached letter recommends changes to streamline the Category 2 designation process even further:

- The Oregon Transportation Commission should acknowledge the work already completed in the Metro 2040 Growth Concept and Regional Transportation Plan (RTP) for the Metro area by accepting an IGA/MOU between ODOT and the Metro Council with approval through JPACT and MPAC to allow immediate STA designation in the region's 2040 centers. This would entail a collaborative effort between Metro and the regional partners to develop a more detailed description of RTP "boulevard" designations, which correspond to the STA criteria.
- Many of the STA requirements identified in the proposed amendments appear driven by project-level design considerations and should be interpreted more broadly under the category 2 process to respond to the level of detail addressed in transportation system plan development. The letter recommends that specific design considerations, such as safety and maintenance, be addressed separately through the project development process rather than the plan designation process.
- The proposed amendment should be revised to provide Regional Managers and engineers the flexibility to solve design issues without further approval from the "Technical Services Manager." Instead, ODOT regional managers should make the determination since they are most acquainted with the local issues that are being addressed through project development. At a minimum, a work group from the region with an ODOT-Salem representative should be established to work through the issues early in the project process.

June 28, 2002

Oregon Transportation Commission  
c/o Oregon Department Of Transportation Planning  
555 13th Street, NE  
Salem, Oregon 97301-4178

Dear Commissioners:

Thank you for undertaking an amendment to the Oregon Highway Plan to ease the process for designation of Special Transportation Areas (STAs) in our Region 2040 centers. We appreciate your efforts to help this region implement the 2040 vision.

As previously mentioned in our January 2, 2002 correspondence with you, the 2040 centers have proven to be the most challenging areas to develop for a variety of reasons. Compounding this is that these areas are the most critical for successful implementation of the 2040 Growth Concept. The design of a roadway also determines what kind of land uses can best implement 2040 and complement local zoning and land use plans. The Metro region's ability to construct boulevards is an important piece for supporting existing and planned land uses in the 2040 centers with improved access by walking, biking and transit.

We also support the Oregon Department of Transportation (ODOT) revisions to the Oregon Highway Design Manual and the recognition of the need for design standards for urban facilities. The design of state highways through urban areas is as much about building successful communities as it is for moving traffic. Hopefully, the proposed amendments will make it clearer to ODOT planners and engineers that the revised highway design manual standards should be applied in STAs and not require an exception, as is currently the case. It is important to note that state facilities are just a small portion of the overall transportation system that serves the 2040 centers. It is equally important for the modified design standards (e.g., boulevard designs) to be allowed on non-state facilities in these areas.

Following is a summary of our comments, which are attached in strike-thru/underscore format:

- The Category 2 designation process, as proposed, is obviously intended to make it easier to implement the 2040 vision in the Portland metropolitan region. However, we feel the goal of streamlining the STA designation process would quickly be confounded by the proposed language, which requires all 24 cities and the 3 counties in the Portland metropolitan region to enter into an IGA/MOU with ODOT and Metro to designate the region's 2040 centers as STAs along state-owned facilities. To expedite the implementation of STAs, we recommend that the Oregon Transportation Commission acknowledge the work already completed in the Metro 2040 Growth Concept and Regional Transportation Plan (RTP) for the Metro area. We believe Metro's Regional Transportation Plan was acknowledged by the Land Conservation and Development Commission and approved by the Oregon Transportation Commission because it represents the best set of solutions for these areas and is consistent with the management plan proposed for STAs.

We propose that that Metro lead the process to designate STAs and to identify the specific streets within the 2040 centers where the modified highway design manual standards do and do not apply. In addition, we propose that the IGA/MOU be executed between ODOT and the Metro Council with approval through JPACT and MPAC to allow immediate STA designation in the region's 2040 centers and implementation of the region's boulevard vision for these areas.

- Many of the STA requirements identified in the proposed amendments are driven by project-level design considerations and need to be interpreted more broadly to respond to the level of detail addressed in transportation system plan development. An STA is a planning designation, not a design standard. Specific design considerations, such as safety and maintenance, should be addressed separately through the project development process.

In addition, we recommend that Regional Managers and engineers be given the flexibility to solve these urban design issues without further approval from the Technical Services Manager because the regional managers are most acquainted with the local issues that being addressed through project development. At a minimum, a work group from the region with an ODOT-Salem representative should be established to work through the issues early in the project process.

We have identified other minor comments to the proposed amendments that are not specifically addressed in this letter. Thank you for your timely response to concerns we have raised regarding the designation of STAs in the Portland metropolitan region. We understand that the designation and development of STAs is in its infancy, and recognize that future amendments to the OHP may be needed to resolve additional issues that come to light during implementation. We look forward to working with you in the future to implement STAs in this region and to bring our 2040 vision to reality.

Sincerely,

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Mike Burton  
Executive Officer

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Rod Monroe  
Chair, JPACT

attachments



**Track Changes Text**  
**DRAFT Amendments to Oregon Highway Plan Action 1B.11**  
**Establishing Categories of Special Transportation Areas (STAs) and**  
**Designation Processes**

**Action 1B.11**

Work cooperatively with local governments to designate existing and future Special Transportation Areas. STAs may include less restrictive highway mobility standards (see Policy 1F) and may use flexible streetscape designs in order to improve local access and community functions.

**a. Categories of STAs.** Special Transportation Areas (STAs) may be designated according to three different categories, depending on the existing and planned characteristics of the area, as set out below.

**b. Category 1 STAs – OHP Management Plan Required.** Category 1 STAs include those highway segments located in fast-growing or congested areas or on the State Highway Freight System as designated in Oregon Highway Plan Table 5 or between classified Expressways.<sup>1</sup> Any potential STA not fitting within Category 2 or Category 3 will fall into Category 1.

**a. Designation.****Category 1 Designation Process.** The first step is to identify potential STAs in a corridor plan or regional or local transportation system plan. The second step is for ODOT and the local jurisdiction to mutually develop and agree to the management plan, within an Intergovernmental Agreement or Memorandum of Understanding. The agreement for an STA in an unincorporated community shall be with the affected county government. ~~The STA management plan may include less restrictive highway mobility standards (see Policy 1F) and may use flexible streetscape designs in order to improve local access and community functions.~~ The agreement will be in effect when the STA is adopted as part of a local transportation system plan and comprehensive plan and in the corresponding corridor plan where a corridor plan exists.

**b. Category 1 Management Plans.** The management plan for each STA in the local transportation system plan shall include:

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<sup>1</sup>Each STA designation process is unique. Location on an OHP statewide Freight Route or between classified Expressways does not automatically require a Category 1 STA designation. Where a community located in these areas clearly meets Category 2 or 3 requirements, where the interests of designating an STA outweigh the interests of Freight Route mobility, or where Expressway mobility is protected, it is possible to designate an STA through a Category 2 or 3 process.

- Goals and objectives;
- Clearly defined STA boundaries;
- Design standards that are to be applied to the STA to improve local access and community functions. These may include highway mobility standards, street spacing standards, signal spacing standards and street treatments, ~~and must be reviewed by the Exhibition Services Manager or his/her designee;~~
- Strategies for addressing freight and through traffic including traffic speed, possible signalization, parallel or other routes, and actions in other parts of the corridor which address through traffic needs;
- Parking strategies, which address on and off street and shared parking;
- Provisions for a network of local traffic, transit, pedestrian, and bicycle circulation;
- An analysis of the regional and local traffic ~~and safety~~ impacts of the STA to determine the effects of the STA designation. All parties must agree to the analysis methodology, and it must be consistent with regional plans and ODOT analysis methods;
- Identification of needed improvements within the STA or improvements that will support access to the STA and designation of the party responsible for implementation, likely funding source and anticipated time frame; and

~~• Identification of maintenance and operational strategies to be employed.~~

**c. Category 2 STAs – Metropolitan Planning Organization (MPO) designations .**

Category 2 STAs may be designated where acknowledged MPO and affected city or county transportation and land use plans are the same as or substantially similar to requirements for STA management plans described in subsection 1B.11b above.

**Category 2 Designation Process.** ODOT, the MPO and ~~city and/or county, the Metro Council in the Metro region~~ jointly acknowledge in a Memorandum of Understanding that the MPO regional transportation plan ~~and applicable city or county land use and transportation plan~~ contains the same or substantially similar planning and design standards as identified in an OHP management plan ~~and that ODOT, the MPO or city and/or county either support or do not object to the designation~~. A copy of the signed agreement and an ODOT staff report shall be provided to the Oregon Transportation Commission for formal designation of the highway segment as a Special Transportation Area.

**d. Category 3 STAs – Existing characteristics and attributes.** Category 3 STAs may be designated where the following conditions exist:

- The proposed segment is consistent with contains a majority, if not all, of the characteristics and attributes listed in Action 1B.9a and b of the Oregon Highway Plan ;
- The area is identified and planned for special treatment that is consistent with and furthers STA objectives in an adopted Transportation System Plan, downtown plan or other adopted land use plan;
- The area has a posted speed limit of 25 MPH or less; and
- The affected local government supports or does not object to the STA designation.

**Category 3 designation process.** An ODOT staff report containing information on how the proposed STA meets the requirements of a Category 3 designation shall be submitted to the Oregon Transportation Commission for formal designation of the highway segment as a Special Transportation Area.

Track Changes Text

Amended Table 3: Highway Segment Designations and Designating Process

Highway Segment Designation	Designation Process*	Designating Body
Commercial Center	Corridor plan Local transportation system plan	ODOT & local government in a plan
Urban Business Area	Corridor plan Local transportation system plan	ODOT & local government in a plan
Special Transportation Area	Corridor plan Local transportation system plan, downtown plan or other land use plan	<p><del>ODOT &amp; local government in an IGA/MOU &amp; plan</del></p> <p><u>Cat. 1 - ODOT &amp; local government in an **IGA/MOU and adopted plan. OTC formally approves.</u></p> <p><u>Cat. 2 – ODOT and local MPO government(s) in MOU. OTC formally approves.</u></p> <p><u>Cat. 3 – ODOT recommends. OTC formally approves.</u></p>

\* Reference to plans assumes adopted plans for Categories 1 and 3 and acknowledged plans for Category 2.

\*\* IGA = Intergovernmental Agreement  
MOU = Memorandum of Understanding

**Track Changes Text**  
**DRAFT Amendments to Oregon Highway Plan Action 1B.11**  
**Establishing Categories of Special Transportation Areas (STAs) and**  
**Designation Processes**

**Action 1B.11**

Work cooperatively with local governments to designate existing and future Special Transportation Areas. STAs may include less restrictive highway mobility standards (see Policy 1F) and may use flexible streetscape designs in order to improve local access and community functions.

**a. Categories of STAs.** Special Transportation Areas (STAs) may be designated according to three different categories, depending on the existing and planned characteristics of the area, as set out below.

**b. Category 1 STAs – OHP Management Plan Required.** Category 1 STAs include those highway segments located in fast-growing or congested areas or facilities on the State Highway Freight System as designated in Oregon Highway Plan Table 5, on the National Highway System as designated in the Oregon Highway Plan, on freight routes or connectors as designated in regional transportation system plans, or between classified Expressways.<sup>1</sup> Any potential STA not fitting within Category 2 or Category 3 will fall into Category 1.

~~**a. Designation, Category 1 Designation Process.**~~ The first step is to identify potential STAs in a corridor plan or regional or local transportation system plan. The second step is for ODOT and the local jurisdiction to mutually develop and agree to the management plan, within an Intergovernmental Agreement or Memorandum of Understanding. The agreement for an STA in an unincorporated community shall be with the affected county government. ~~The STA management plan may include less restrictive highway mobility standards (see Policy 1F) and may use flexible streetscape designs in order to improve local access and community functions.~~ The agreement will be in effect when the STA is adopted as part of a local transportation system plan and comprehensive plan and in the corresponding corridor plan where a corridor plan exists.

**b. Category 1 Management Plans.** The management plan for each STA in the local transportation system plan shall include:

---

<sup>1</sup>Each STA designation process is unique. Location on an OHP statewide Freight Route, on the National Highway System, on freight routes and connectors identified in regional transportation plans, or between classified Expressways does not automatically require a Category 1 STA designation. Where a community located in these areas clearly meets Category 2 or 3 requirements, where the interests of designating an STA outweigh the interests of Freight Route mobility, or where Expressway mobility is protected, it is possible to designate an STA through a Category 2 or 3 process. ODOT freight planning staff must participate in decisions to require a Category 2 or 3 designation instead of a Category 1 designation.

- Goals and objectives;
- Clearly defined STA boundaries;
- Design standards that are to be applied to the STA to improve local access and community functions. These may include highway mobility standards, street spacing standards, signal spacing standards and street treatments, ~~and include the following: 1. Local mobility standards, 2. Street spacing standards, 3. Signal spacing standards, 4. Street treatments, and 5. Local mobility standards.~~
- Strategies for addressing freight and through traffic including traffic speed, possible signalization, parallel or other routes, and actions in other parts of the corridor which address through traffic needs. ODOT freight planning staff must review these strategies;
- Parking strategies, which address on and off street and shared parking;
- Provisions for a network of local traffic, transit, pedestrian, and bicycle circulation;
- An analysis of the regional and local traffic ~~and safety~~ impacts of the STA to determine the effects of the STA designation. All parties must agree to the analysis methodology, and it must be consistent with regional plans and ODOT analysis methods;
- Identification of needed improvements within the STA or improvements that will support access to the STA and designation of the party responsible for implementation, likely funding source and anticipated time frame; and

~~Identification of maintenance and operational strategies to be employed.~~

**c. Category 2 STAs – Metropolitan Planning Organization (MPO) designations.**  
Category 2 STAs may be designated where acknowledged MPO and affected city or county transportation and land use plans are the same as or substantially similar to requirements for STA management plans described in subsection 1B.11b above.

**Category 2 Designation Process.** ODOT, the MPO and ~~city and/or county~~ the Metro Council in the Metro region jointly acknowledge in a Memorandum of Understanding that the MPO regional transportation plan ~~and applicable city or county land use and transportation plan~~ contains the same or substantially similar planning and design standards as identified in an OHP management plan ~~and that ODOT, the MPO, or city and/or county either support or do not object to the designation.~~ A copy of the signed agreement and an ODOT staff report shall be provided to the Oregon Transportation Commission for formal designation of the highway segment as a Special Transportation Area.

**d. Category 3 STAs – Existing characteristics and attributes.** Category 3 STAs may be designated where the following conditions exist:

- The proposed segment is consistent with contains a majority of not all of the characteristics and attributes listed in Action 1B.9a and b of the Oregon Highway Plan ;
- The area is identified and planned for special treatment that is consistent with and furthers STA objectives in an adopted Transportation System Plan, downtown plan or other adopted land use plan;
- The area has a posted speed limit of 25 MPH or less; and
- The affected local government supports or does not object to the STA designation.

**Category 3 designation process.** An ODOT staff report containing information on how the proposed STA meets the requirements of a Category 3 designation shall be submitted to the Oregon Transportation Commission for formal designation of the highway segment as a Special Transportation Area.

**A Regional Perspective on National Freight Trends**  
***Lance Grenzeback of Cambridge Systematics, Inc. July 10 & 11***

Grenzeback will visit Portland from July 10 & 11 to present his most recent national freight analysis to regional policy makers and business leaders. This presentation will help regional leaders better understand how trends in the movement of international and domestic commodities impact the region's transportation infrastructure and economic development investment decisions. He will also tell leaders how the Portland metro region stacks up compared to other areas in the country in terms of international and domestic trade and identify potential tactics the region can use to obtaining more federal transportation dollars.

Lance Grenzeback is the Senior Vice President of Cambridge Systematics, the firm hired develop the Freight Analysis Framework (FAF) tool for the National Highways Administration (NHWA). This tool was developed in response to the nationwide problems of congestion and inefficiency on U.S. road and rail systems caused by increasing passenger and freight movement through urban areas. Grenzeback's tool helps policy makers to understand freight demands, assess implications for the nation's road and rail systems, and develop policy and program initiatives to improve transportation efficiency.



**Bi-State Transportation Committee Resolution 06-02-01  
For the Purpose of Endorsing the I-5 Transportation and Trade  
Study Recommendations**

WHEREAS, Metro and the Southwest Washington Regional Transportation Council (RTC) entered into Intergovernmental Agreement to establish the Bi-State Transportation Committee; and

WHEREAS, the Bi-State Transportation Committee shall review all transportation issues of bi-state significance; and

WHEREAS, Metro's Joint Policy Advisory Committee (JPACT) and RTC shall take no action on a transportation issue of major bi-state significance without first referring the issue to the Bi-State Transportation Committee for their consideration and recommendation; and

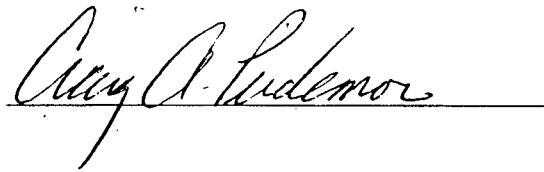
WHEREAS, the recommendations of the I-5 Transportation and Trade Partnership Task Force for a I-5 Corridor Strategic Plan has bi-state significance; now therefore,

BE IT RESOLVED,

1. That the Bi-State Transportation Committee endorses the recommendations of the I-5 Transportation and Trade Partnership Task Force as adopted at their June 18, 2002 meeting and as summarized below:
  - Three through-lanes in each direction on I-5, including southbound through Delta Park
  - A phased light rail loop in Clark County in the vicinity of the I-5, SR500/4<sup>th</sup> Plain and I-205 corridors
  - An additional span or a replacement bridge for the I-5 crossing of the Columbia River, with up to 2 additional lanes in each direction for merging and 2 light rail tracks
  - Interchange improvements and additional merging lanes where needed between SR500 in Vancouver and Columbia Boulevard in Portland. These include a full interchange at Columbia Boulevard

- Capacity improvements for freight rail that will improve freight and intercity passenger rail services
  - Bi-state coordination of land use and management of our transportation system to reduce demand on the freeway and to protect the corridor investments
  - Involving communities along the corridor to ensure that the final project outcomes are equitable and committing to establish a fund for community enhancements
  - Develop additional transportation demand and system strategies to encourage more efficient use of the transportation system
2. That the recommendations of the I-5 Transportation and Trade Partnership Study be incorporated into Metro's Regional Transportation Plan as appropriate.
  3. That the recommendations of the I-5 Transportation and Trade Partnership Study be incorporated into RTC's Metropolitan Transportation Plan as appropriate.

ADOPTED by the Bi-State Transportation Committee this 27th day of June 2002.

A handwritten signature in black ink, reading "Craig A. Pridemore", written over a horizontal line.

Craig Pridemore, Chair Bi-State Transportation  
Committee, Clark County Commissioner

# COUNCILOR ROD MONROE

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T E L 5 0 3 7 9 7 1 5 5 2 F A X 5 0 3 7 9 7 1 7 9 3



**METRO**

July 11, 2002

Name  
Jurisdiction  
Address  
City

Dear ,

The I-5 Transportation and Trade Partnership Task Force, appointed by the governors of Oregon and Washington, has recently issued recommendations regarding the I-5 corridor between the Fremont Bridge in Portland and the I-205 junction in Clark County. These recommendations are the result of several months of technical analysis, public meetings, open houses and community forums. The Bi-State Transportation Committee endorsed the Task Force recommendations at their June 27, 2002, meeting and recommended that the Regional Transportation Council of Southwest Washington and Metro amend their respective transportation plans to reflect the recommendations.

Based on the public input and the technical analysis, the Task Force recommended a Strategic Plan for the corridor that included the following key elements (*the full text of the I-5 Partnership Strategic Plan, adopted by the Task Force, is available on the study website at [www.I-5partnership.com](http://www.I-5partnership.com)*):

- Three through-lanes in each direction on I-5, including southbound through Delta Park;
- A phased light rail loop in Clark County in the vicinity of the I-5, SR500/4<sup>th</sup> Plain and I-205 corridors;
- An additional span or a replacement bridge for the I-5 crossing of the Columbia River, with up to 2 additional lanes in each direction for merging and two light rail tracks;
- Interchange improvements and additional merging lanes where needed between SR500 in Vancouver and Columbia Boulevard in Portland. These include a full interchange at Columbia Boulevard;
- Capacity improvements for freight rail that will improve freight and intercity passenger rail services;
- Bi-State coordination of land use and management of our transportation system to reduce demand on the freeway and to protect corridor investments;
- Involving communities along the corridor to ensure that the final project outcomes are equitable and committing to establish a fund for community enhancements;
- Develop additional transportation demand and system strategies to encourage more efficient use of the transportation system.

As study partners we should all recognize that the work has only begun in addressing the significant transportation issues in this corridor. As work progresses in refining the design details and preparing an Environmental Impact Statement, we must all be prepared to devote the time and resources necessary to ensure that this process results in improvements to our transportation system that will benefit all of our communities.

The Joint Policy Advisory Committee on Transportation (JPACT) will consider endorsement of the Task Force recommendations at their September meeting. I encourage local jurisdictions and agencies to consider endorsement of the Task Force recommendations prior to the JPACT meeting. A strong, regional consensus supporting the Task Force recommendations will help to ensure that we can maintain the momentum needed to address the complex transportation issues this critical corridor.

Thank you for considering these important recommendations.

Sincerely,

Rod Monroe, Chair  
JPACT  
Metro Council, District Six

This letter is addressed to:

The Honorable Vera Katz  
City of Portland

The Honorable Charles J. Becker  
City of Gresham

The Honorable Dianne M. Linn  
Multnomah County Chair

Mr. Bill Wyatt  
Executive Director  
Port of Portland

Mr. Fred Hansen  
General Manager  
Tri-Met

yes  
no

UPACT Members and Alternates

COURTESY_TITL	FIRST_NAMI	MIDDLE_NAMI	LAST_NAME	ORGANIZATION	REPRESENTING	ADDRESS	E	SUITE	CITY	STATE	ZIPCODE
The Honorable	Rod		Monroe	Metro	Chair	600 NE Grand Ave.			Portland	OR	97232-2736
The Honorable	Rex		Burkholder	Metro	Metro	600 NE Grand Ave.			Portland	OR	97232-2736
The Honorable	Rod		Park	Metro	Mero	600 NE Grand Ave.			Portland	OR	97232-2736
The Honorable	Carl		Hosticka	Metro	Metro	600 NE Grand Ave.			Portland	OR	97232-2736
The Honorable	Bill		Kenemer	Clackamas County	Clackamas County	907 Main St.			Oregon City	OR	97045-1882
The Honorable	Michael	J	Jordan	Clackamas County	Clackamas County	906 Main St.			Oregon City	OR	97045-1882
The Honorable	Maria		Rojo de Steffey	Multnomah County	Multnomah County	501 SE Hawthorne Blvd. Room			Portland	OR	97214-3585
The Honorable	Lonnie		Roberts	Multnomah County	Multnomah County	501 SE Hawthorne Blvd. Room		600	Portland	OR	97214-3585
The Honorable	Roy		Rogers	Washington County	Washington County	12700 SW 72ND Ave.			Portland	OR	97223-8335
The Honorable	Tom		Brian	Washington County	Washington County	155 N. 1st Ave.	MS		22 Hillsboro	OR	97124-3001
The Honorable	Jim		Francesconi	City of Portland	City of Portland	1221 SW 4th Ave.	Room		220 Portland	OR	97204-1906
The Honorable	Vera		Katz	City of Portland	City of Portland	1221 SW 4th Ave.	Room		340 Portland	OR	97204-1907
The Honorable	Karl		Rohde	Oswego	County	PO Box 227			Oswego	OR	97034-0369
The Honorable	Brian	M	Newman	City of Milwaukie	Cities of Clackamas County	10110 SE Waverly Ct.	#		19 Milwaukie	OR	97222
The Honorable	Larry		Haverkamp	City of Gresham	County	1333 NW Eastman Pkwy.			Gresham	OR	97030-3825
The Honorable	James	W	Kight	City of Troutdale	Cities of Multnomah County	950 Jackson Park Rd.			Troutdale	OR	97060-2114
The Honorable	Robert		Drake	City of Beaverton	County	PO Box 4755			Beaverton	OR	97076-4755
The Honorable	Lou		Ogden	City of Tualatin	Cities of Washington County	21040 SW 90TH Ave.			Tualatin	OR	97062-9346
Mr.	Fred		Hansen	Tri-Met	Tri-Met	4012 SE 17th Ave.			Portland	OR	97202
Mr.	Neil		McFarlane	Tri-Met	Tri-Met	710 NE Holladay St.			Portland	OR	97232
Ms.	Kay		Van Sickle	ODOT	ODOT	123 NW Flanders St.			Portland	OR	97209-4037
Mr.	Bruce		Warner	ODOT	ODOT	355 Capitol St., NE	Room		135 Salem	OR	97301-3871
Ms.	Stephanie		Hallock	DEQ	Oregon DEQ	811 SW 6TH Ave.			Portland	OR	97204
Mr.	Andy		Ginsburg	DEQ	Oregon DEQ	811 SW 6th Ave.	Floor		11 Portland	OR	97204
Ms.	Annette		Liebe	DEQ	Oregon DEQ	811 SW 6th Ave.			Portland	OR	97204-1390
Mr.	Don		Wagner	WSDOT	Washington State DOT	PO Box 1709			Vancouver	WA	98668
Ms.	Mary		Legry	WSDOT	Washington State DOT	PO Box 1709			Vancouver	WA	98668
Mr.	Bill		Wyatt	Port of Portland	Port of Portland	PO Box 3529			Portland	OR	97208
Mr.	David		Lohman	Port of Portland	Port of Portland	PO Box 3529			Portland	OR	97208
The Honorable	Royce	E	Pollard	City of Vancouver	City of Vancouver	PO Box 1995			Vancouver	WA	98668
Mr.	Dean		Lookingbill	RTC	SW Washington RTC	1351 Officers Row			Vancouver	WA	98661
The Honorable	Craig		Pridemore	Clark County	Clark County	PO Box 5000			Vancouver	WA	98666-5000
Mr.	Peter		Capell	Clark County	Clark County	PO Box 9810			Vancouver	WA	98666-9810

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<b>uncilor Monroe</b>	503-797-1588	503-797-1793	Rooney Barker, x1941
<b>uncilor Burkholder</b>	503-797-1546	503-797-1793	Sheri Humble, x1543
<b>uncilor Park</b>	503-797-1547	503-797-1793	Rooney Barker, x1941
<i>uncilor Hosticka</i>	503-797-1549	503-797-1793	Rooney Barker, x1941
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<b>yor Drake</b>	503-526-2481	503-526-2479	Joyce or Julie
<i>yor Ogden</i>	503-692-0163	503-692-0163	
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<b>Wagner</b>	360-905-2001	360-905-2222	Kim Dabney
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<b>Wyatt</b>	503-944-7011	503-944-7042	Darla or Pam
<i>Lohman</i>	503-944-7048	503-944-7222	Patty Freeman
<b>yor Pollard</b>	360-696-8484	360-696-8049	Peggy Furnow (or Jan)
<i>Lookingbill</i>	360-397-6067	360-696-1847	
<b>mmissioner Pridemore</b>	360-397-2232	360-397-6058	Susan Wilson or Tina
<i>Capell</i>	360-397-6118, x4071	360-397-6051	Lori Olson, x4111

COMMITTEE TITLE JPACT

DATE July 11, 2002

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Michael Ford	Clark Co.
Kay Van Aickel	ODOT
ROB DRAKE	CITIES OF WASHINGTON Co.
Dave Lohman	Part of Portland
CRAIG PRIDEMORE	CLARK Co.
Larry Haverkamp	Cities of Multnomah Co.
R. E. Fallon	VANCOUVER
Stephanie Hallock	DEQ
Bob Park	Metro Council
Jim Franzen	Artistic Council
Rex Burkholder	Metro Council
Mike Hoglund	Metro Planning
Laurel Wentworth	City of Portland
Ron Papsdorf	City of Gresham
Kim White	Metro

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DATE July 11, 2002

NAME

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