

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ENDORSING) RESOLUTION NO. 11-4232
PROCEDURES FOR THE ALLOCATION)
OF 2014-15 REGIONAL FLEXIBLE) Introduced by Carlotta Collette
FUNDS TO INDIVIDUAL PROJECTS)

WHEREAS, the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council will be awarding regional flexible funds to transportation projects and programs in the region through the Regional Flexible Fund Allocation (RFFA) process; and

WHEREAS, these funding awards, as well as all other federal transportation spending in the region, will be programmed in the Metropolitan Transportation Improvement Program (MTIP); and

WHEREAS, JPACT and the Metro Council provided policy direction on the objectives of the RFFA and programming of funds in the MTIP; and,

WHEREAS, JPACT charged a Task Force with developing a recommendation on the approach and criteria for allocating Regional Flexible Funds to individual projects within the newly created project focus areas of Active Transportation & Complete Streets and Green Economy & Freight Initiatives; and,

WHEREAS, this Resolution implements the direction provided in Resolution No. 11-4231 that adopts the Task Force recommendation; and

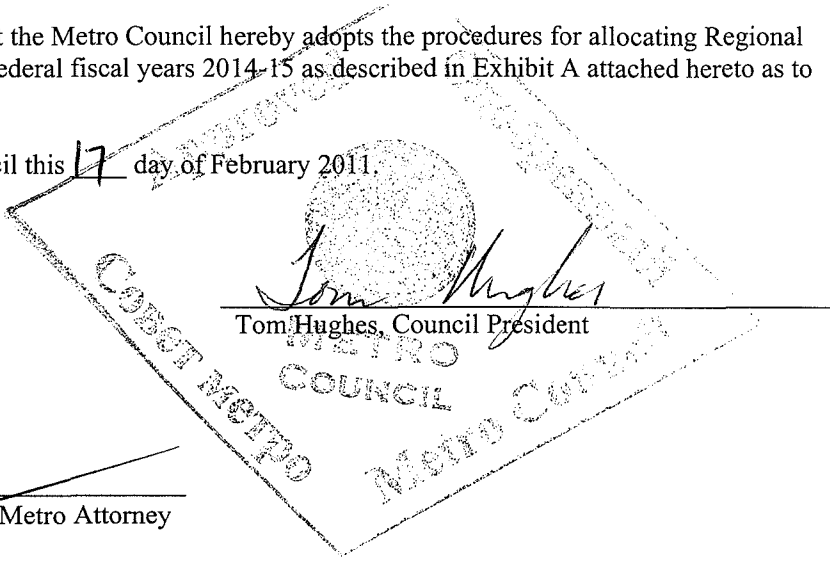
WHEREAS, the Task Force developed a recommendation on the approach and criteria for these project focus areas; and

WHEREAS, a process to implement this recommended approach and criteria has been developed and reviewed by the Transportation Policy Alternatives Committee and approved on January 28, 2011; and;

WHEREAS, JPACT approved the process and procedures for implementing the recommended approach and criteria on February 10, 2011; now, therefore

BE IT RESOLVED that the Metro Council hereby adopts the procedures for allocating Regional Flexible Funds Task Force for federal fiscal years 2014-15 as described in Exhibit A attached hereto as to form.

ADOPTED by the Metro Council this 17 day of February 2011.



Approved as to Form:

Alison Kean Campbell, Deputy Metro Attorney

Draft 2014-15 Regional Flexible Fund Allocation Nomination and Assessment Procedures

Project nomination and assessment framework

- **Regional kick-off meeting**
 - Process description & instructions
 - i. Sub-regional allocation target at 100% of available funds
 - ii. Project scope direction (see Task Force approach to project focus area)
 - iii. Project cost minimum/maximums
 - iv. Direction on number construction or PE only applications - TBD by further discussion
 - v. Nomination materials and schedule
 - Data addressing criteria objectives
 - Identification of any areas that cross sub-regional boundaries that should be considered in sub-region workshops
 - Illustrative project and project development process description
- **Sub-regional workshops**
 - Mapping exercise to identify priority corridors/areas
 - Identification of topics for intra-agency or intra-bureau coordination during project development (project scope, lead agency, etc.)
- **Project nomination and assessment material**
 - Local/Sub-regional public process to aid in identification of projects to nominate
 - Application that solicits information on how the nominated project addresses criteria and process directions
 - Assessment of project nomination relative to project criteria (Regional Freight TAC to assist with assessment of Green Economy & Freight Initiatives)
 - Lead agency presentation of project nominations to Task Force & TPAC for comment
- **Project nomination**
 - Action by Transportation County Policy Coordinating Committees and Portland City Council to nominate project(s) consistent with nomination process instructions
 - Action from lead agency Council or board on project nominations
- **Public comment process (on scope and scale of nominated projects)**
 - Metro to provide summary of comments
 - Applicants to provide response to comment summary issues
- **Decision process**
 - TPAC recommendation
 - JPACT action
 - Metro Council adoption

Exhibit A to Resolution No. 11-4232

Applying the criteria

In addition to direction on the approach to developing projects, the criteria developed by the Task Force will be used to inform the project nomination process and help determine how well projects have been defined by eligible agencies prior to the final funding decision. The following explains how the criteria will be used in the process.

Active Transportation & Complete Streets

1. Criteria to guide scope development and for identifying priority locations for projects - pre nomination

Data and maps will be provided to nominating agencies that exemplify the criteria. This information will be distributed at Metro sponsored workshops to aid in the identification of locations that:

- Improves access to and from priority destinations:
 - Mixed-use centers
 - Large employment areas (# of jobs)
 - Schools
 - Essential services for EJ/underserved communities
- Improves safety
 - addresses site issue(s) documented in pedestrian/bike crash data
 - separates pedestrian/bike traffic from freight and/or vehicular conflicts
- Serves underserved communities

2. Criteria for assessing projects

Following the nomination of projects, Metro staff will provide assessments of projects for consistency with the criteria. Specific measures for evaluating projects will be developed. A well-defined project:

- Improves access to and from priority destinations
- Improves safety
- Serves underserved communities
- Removes conflicts with freight and/or provides safety mitigation for any potential freight and/or vehicular conflicts
- Completes the “last mile”
- Increases use/ridership
- Serves high density or projected high growth areas
- Includes outreach/education/engagement component
- Reduces need for highway expansion

Exhibit A to Resolution No. 11-4232

Green Economy & Freight Initiatives

1. Criteria to guide scope development and for identifying priority locations for projects - pre nomination

Data and maps will be provided to nominating agencies that exemplify the criteria. This information will be distributed at Metro sponsored workshops to aid in the identification of where:

- Project increases freight access to:
 - Industrial lands
 - Employment centers & local businesses
 - Rail facilities for regional shippers

2. Criteria for assessing projects

Following the nomination of projects, Metro staff will provide assessments of projects for consistency with the criteria. Specific measures for evaluating projects will be developed. A well-defined project:

- Increases freight access to priority destinations
- Reduces freight vehicle delay
- Helps green the economy and offers economic opportunities for EJ/underserved populations
- Improves safety by removing conflicts with active transportation and/or provides adequate mitigation for any potential conflicts
- Reduces air toxics or particulate matter
- Reduces impacts to EJ communities e.g., reduced noise, land use conflict, emissions
- Increases freight reliability
- May not get funding otherwise
- Can leverage (or prepare for) future funds
- Reduces need for highway expansion
- Has multi-modal components

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 11- 4232, FOR THE PURPOSE OF ENDORING PROCEDURES FOR THE ALLOCATION OF 2014-15 REGIONAL FLEXIBLE FUNDS TO INDIVIDUAL PROJECTS

Date: January 18, 2011

Prepared by: Ted Leybold and Amy Rose

Background

Every two years the Joint Policy Advisory Committee on Transportation (JPACT) and Metro Council to decide how to spend federal transportation money known locally as the Regional Flexible Funds. This process historically allocated money to both regional programs such as the Transit Oriented Development program and to individual projects planned and built by local transportation agencies. In this cycle, JPACT and the Metro Council decided that money for individual projects should produce a coordinated, focused and regional impact, rather than an array of disconnected projects.

To achieve this, JPACT in July created two project "focus areas": Green Economy & Freight Initiatives and Active Transportation & Complete Streets. The committee also endorsed Chair Carlotta Collette to appoint a Flexible Funds Task Force to provide more specific policy direction for the allocation of funds within these new project focus areas. The task force was charged with identifying: transportation needs within the focus areas, priorities for meeting regional needs with funds available, the strategies that should be employed to further develop these focus areas, and potential opportunities for collaboration between the two focus areas. The following summarizes JPACT's and Metro Council's action:

Summary of JPACT/Council action

1. Provided more specific up-front policy direction to local projects than in previous funding cycles:
 - Established "project focus areas" to complement existing programs
 - Defined outcome based objectives
 - Established funding targets for project focus areas
 - Endorsed creation of a task force to recommend means and criteria to further coordinate projects and achieve desired outcomes
 - Endorsed creation of an Environmental Justice/Underserved working group to identify needs of EJ and underserved communities and advise on the methods by which needs are analyzed and considered within the decision process.
2. Endorsed creating a new project nomination and selection process based on Metro staff collaborating with local and regional agencies on the development of projects rather than ranking and recommending projects to JPACT and the Council.
3. Set aside funding to prepare for future regional mobility funding from other sources and for support of vehicle electrification.
4. Affirmed proceeding to decision process with existing programs at current funding levels. Requested JPACT review of the existing programs prior to decision process.

The task force recommended approaches to developing projects within each focus area and identified criteria to be utilized in developing and evaluating projects. Exhibit A to Resolution 11-4231 is the task force's recommendation on how to achieve coordinated, focused and regionally significant results within the Green Economy & Freight Initiatives and the Active Transportation & Complete Streets project focus areas. The Task Force recommendation from Resolution 11-4231 is provided below.

Task Force recommendation

Approach to Active Transportation & Complete Streets project focus area

- improvements will be concentrated geographically in a travel corridor/area or portion thereof,
- improvements will be limited to a few travel corridors/area within the region,
- potentially merge portions of several planned projects and several project types (bicycle, trail, pedestrian, transit stops) into a unified corridor/area wide project,
- project development will be allowed as an eligible activity for funding to address project readiness issues or as part of a strategy to phase implementation of projects.
- The Task Force recommended criteria and relative importance (high, medium, lowest importance) by which to develop, nominate and evaluate projects.

Approach to Green Economy & Freight Initiatives focus area

Implement the following types of projects:

- regional strategy development,
- project development on regional freight system arterials/collectors,
- small capital projects and system management on regional freight system arterials/collectors,
- The Task Force recommended criteria and relative importance (high, medium, lowest importance) by which to develop, nominate and evaluate projects.

Options considered for project development, nomination and selection process

Metro staff met with technical staff within the region in recent weeks to consider alternative approaches for development, nomination and selection of projects. The objectives in developing this process are to:

- Effectively implement approach and criteria as recommended by RFF Task Force
- Create collaborative relationship between regional and local agencies
- Utilize local expertise of area conditions, local planning/vision, and project development & management
- Utilize regional expertise of program policies, data and analysis, and operation of transit and port services.

The task force recommended approach lends itself to a nomination process of separate Active Transportation & Complete Streets projects and Green Economy & Freight Initiatives projects. However, some of the criteria to be utilized to scope and assess projects should lead to projects that have multi-modal benefits across the project focus area categories.

Active Transportation & Complete Streets - **Recommended option in bold**

Options considered:

1. A regional process to prioritize corridors and select funding strategy (HCT model)
- 2. Sub-regional allocation & consensus recommendation: workshops in sub-regions with policy/design requirements for projects**
3. Sub-regional allocation & competitive: workshops, several applications per sub-region, Metro evaluates and recommends within each sub-region
4. Regionally competitive: project minimum/maximum size set, several applications per sub-region, Metro evaluates and recommends across region

TPAC has recommended that **Option #2** was a preferred approach to the project nomination, evaluation and selection process. The discussion of options included several comments, including:

- there is no current regional agreement or the time and resources necessary to create an agreement on prioritizing a single corridor for capital improvements for this round of funding.
- the process should provide a collaboration of regional policy direction and local project knowledge to generate the highest priority project nominations.
- whether there is a clear definition of travel corridor/area and what that should include.

Green Economy & Freight Initiatives -**Recommended option in bold**

Options considered to identify construction and project development proposals:

1. Regional Freight Technical Advisory Committee (Regional Freight TAC) to recommend a pool of potential projects consistent with priorities from the Regional Freight Plan and other sources for consideration by local agencies which would submit applications for project development or construction.
- 2. Set project criteria and application limits by sub-region. Utilize the Regional Freight TAC to evaluate and form an initial recommendation on projects for funding as nominated by local agencies through the County Transportation Coordinating Committees and City of Portland.**
3. Conduct a regional process to develop and prioritize a freight project list that reflects current needs.

Feedback from the regional freight TAC members and recommended by TPAC was that a process based on **Option #2** would be the preferred method to implement the task force recommendations for the Green Economy & Freight Initiatives project focus area.

Regardless of the option chosen for construction and project development, the regional strategy development proposals would be addressed by Metro freight staff working with the Regional Freight TAC to develop a proposal for consideration by JPACT and the Metro Council. The proposal would be designed to address priority strategy development issues from the options identified in the task force deliberations.

This approach was further developed for consideration by TPAC at its January 28th meeting. An overview of the process and a description of the criteria to be used to guide project development and criteria to be used in evaluating project nominations were presented.

Early, continuous public involvement

JPACT set the flexible funds allocation process on a path of early and continuous public involvement that Metro and local agencies intend to continue until funds are allocated later this year. The JPACT discussion last summer creating project focus areas garnered significant media attention and written comments from citizens and interest groups. The task force comprised of citizen experts from across the region helped Metro understand public concerns and aspirations, translating them into policy guidance for the program. The task force recommendation has already started to shape discussion about projects with local jurisdictions. The task force will be asked to reconvene to comment on conceptual project nominations and provide feedback on how the projects have responded to the project criteria. An informal working group shared ideas for priorities and needs of environmental justice (EJ)/underserved communities and how this program could better serve them. That has already resulted in a new, more thorough environmental justice analysis for this process.

As local agencies consider nominating projects, local/sub-regional public processes will be conducted to aid in the identification of projects to nominate. After projects are nominated, JPACT will consider the project list at a public meeting and approve a list for consideration during a formal public comment period, as required by federal agencies. Metro staff intend to engage task force and working group members to help improve public participation in that comment period.

ANALYSIS/INFORMATION

- 1. Known Opposition** None known at this time.
- 2. Legal Antecedents** Metro Council Resolution No. 10-4160 was adopted on July 8, 2010 (For the Purpose of adopting policy direction to the regional flexible fund allocation (RFFA) process for federal fiscal years 2014-15). This resolution created the policy framework for the recommendations presented for JPACT and Metro Council by the RFF Task Force and for the allocation procedures presented in this resolution. Resolution No. 11-4231 (For the purpose of adopting the recommendations of the regional flexible funds task force) recommends the approach to developing and evaluating projects within the Active Transportation & Complete Streets and Green Economy & Freight Initiatives categories of the regional flexible fund allocation. The procedures recommended in Exhibit A of this resolution are intended to implement the recommendations of the task force and the policies adopted in Resolution No. 10-4160.
- 3. Anticipated Effects** Adoption of this resolution will affirm the direction recommended by the Regional Flexible Fund Task Force for the development and evaluation of transportation projects seeking 2014-2015 regional flexible funds in the Active Transportation & Complete Streets and Green Economy and Freight Initiatives categories.

- 4. Budget Impacts** None.

RECOMMENDED ACTION

Metro staff recommends the approval of Resolution No. 11-4232.



METRO

Calendar

2014-15 Regional Flexible Funding Allocation

2010

March	JPACT retreat: Direction to modify policy and allocation process.
July	JPACT/Council action on creation of project focus areas, funding targets and creation of task force.
October - December	Task Force meetings to provide direction on project focus areas and Environmental Justice/Underserved work group review of EJ/Underserved engagement process and technical analysis.

2011

January	TPAC recommendation on project nomination and assessment procedures. EJ/Underserved work group review and comment on EJ/Underserved analysis methodology. TSMO/RTO: region wide program review at TPAC.
February	JPACT action on: <ul style="list-style-type: none"> • Task Force report (approach & criteria), and • project nomination and assessment procedures. TOD: region wide program review at JPACT.
March/April	Workshops on project nominations for project focus areas. TSMO/RTO: region wide program review at JPACT.
April - June	Local agency development of project nomination proposals.
June - July	Draft project summaries & assessments: how projects address criteria.
July	Local/Sub-regional public process on draft projects. Joint TPAC & RFF Task Force review and comment on draft projects.
August	Policy Coordinating Committees action on project nominations.
September	JPACT release of project nominations for public comment.
September - October	Public comment on project proposals (including EJ work group sponsored outreach).
November	Adoption of Regional Flexible Fund allocation (TPAC/JPACT/Council). Air quality conformity analysis begins.
December	Air quality conformity analysis completed - begin 30-day comment period in January.

2012

February - March	Adopt MTIP and Air Quality Conformity Report, including final Metro area state highway programming and TriMet/SMART transit programming, and submit MTIP to Governor for approval. Governor approves incorporation of MTIP into STIP. Oregon Transportation Commission approves submittal of STIP to USDOT.
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