

## Metro | Agenda

Meeting: Joint Policy Advisory Committee on Transportation (JPACT)  
Date: Thursday, Nov. 8, 2012  
Time: 7:30 to 9 a.m.  
Place: Metro Regional Center, Council Chamber

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|---------|-----|---|--|
| 7:30 AM | 1.  | <b>CALL TO ORDER, DECLARATION OF A QUORUM &amp; INTRODUCTIONS</b>   | <b>Carlotta Collette, Chair</b>            |
| 7:32 AM | 2.  | <b>CITIZEN COMMUNICATIONS ON JPACT ITEMS</b>  | <b>Carlotta Collette, Chair</b>            |
| 7:35 AM | 3.  | <b>UPDATES FROM THE CHAIR &amp; COMMITTEE MEMBERS</b> <ul style="list-style-type: none"><li>• Status of Oregon Passenger Rail Study</li><li>* • 2013 JPACT Legislative Agenda</li></ul> | <b>Randy Tucker</b>                        |
| 7:40 AM | 4.  | * <b>CONSIDERATION OF THE MINUTES FOR OCT. 11, 2012</b>   |  |
|         | 5.  | <b><u>ACTION ITEMS</u></b>  |  |
| 7:45 AM | 5.1 | * <b>Resolution No. 12-4383: 2015-18 Metropolitan Transportation Improvement Program (MTIP) Regional Flexible Fund Allocation Policy Report – <u>APPROVAL REQUESTED</u></b>             | <b>Ted Leybold</b><br><b>Josh Naramore</b> |
|         | 6.  | <b><u>INFORMATION/DISCUSSION ITEMS</u></b>  |  |
| 8:30 AM | 6.1 | * <b>Population and Employment Forecast Distribution – <u>INFORMATION</u></b>   | <b>Mike Hoglund</b><br><b>Gerry Uba</b>    |
| 9 AM    | 7.  | <b>ADJOURN</b>  | <b>Carlotta Collette, Chair</b>            |

\* Material available electronically.

# Material will be sent in a supplemental mailing.

For agenda and schedule information, call Kelsey Newell at 503-797-1916, e-mail: [kelsey.newell@oregonmetro.gov](mailto:kelsey.newell@oregonmetro.gov).

To check on closure or cancellations during inclement weather please call 503-797-1700.

**2012 JPACT Work Program**  
**11/1/12**

<b><u>November 8, 2012 – Regular Meeting</u></b>	<b><u>December 13, 2012 – Regular Meeting</u></b>
<ul style="list-style-type: none"><li>• Proposed 2015-18 MTIP process and schedule – Action</li><li>• Population &amp; Employment Forecast Distribution – Information</li></ul>	<ul style="list-style-type: none"><li>• Climate Smart Communities Scenarios– Discussion</li><li>• Regional legislative priorities – Action</li><li>• 2012-15 MTIP amendments to Transportation System Management and Operations (TSMO) fund – Action</li><li>• Regional Travel Options Grant Criteria and Process – Discussion</li><li>• Distribute list of STIP Enhance applications – Comments from the Chair</li><li>• TriMet 2013 TIP – Information</li></ul>

**Parking Lot:**

- Regional Indicators briefing
- Hole-in-the Air Rulemaking – Review Comment Letter

**Date:** October 17, 2012  
**To:** JPACT Finance Committee  
**From:** Randy Tucker, Metro; Dennis Mulvihill, Washington County; Gary Schmidt, Clackamas County  
**Re:** Potential transportation agenda for the 2013 legislative session

## **I. Introduction:**

Before each legislative session, the public lobbyists of the region work with JPACT to develop a transportation-specific regional legislative agenda. This memo is an attempt to “set the table” for JPACT’s eventual adoption of a regional transportation agenda for 2013. (Resolution 11-4223, which described the region’s 2011 agenda, is attached for your reference. That resolution described three high-level priorities to support or protect: jobs and economic recovery, local funding options, and multimodal investment.)

This memo begins with a set of questions for discussion, continues with a scan of the political environment, and concludes with background information on the central transportation policy and finance issues likely to be discussed in Salem in 2013.

## **II. Questions for Discussion (see Section IV for discussion of policy and finance issues)**

### **General:**

Given the current political, fiscal and economic climate described in the environmental scan below, should the region (a) ask for nothing; (b) look for small wins; (c) focus on a single major priority; or (d) go all out?

### **Specific:**

- Is funding for the Columbia River Crossing the region’s sole transportation priority for the 2013 session? If so, what are the strategic implications of this positioning?
- If not, should the CRC be the region’s top priority? Alternatively, should the region adopt a broader range of priorities from the items below?
- Does the region wish to urge the Legislature to raise road revenues, beyond what is required to fund the CRC, to address local and regional needs?
- In considering the region’s position on CRC funding, how important are the following previously adopted regional priorities:
  - a funding approach that does not come at the expense of other projects in the region (JPACT’s 2011 position)?
  - a commitment to build the full project, including the road, bike, pedestrian and transit improvements intended to mitigate the impact of the project on local communities in

the project area; the creation of a Community Enhancement Fund; and/or other accommodation for community impacts?

- allowing existing prohibitions on local revenue raising authority to expire, and not establishing any new ones?
- Does the region support the general non-roadway funding concept described below?
- Does the region continue to support a mileage-based fee per its 2011 legislative agenda? If so, should this fee be structured for the primary purpose of replacing the gas taxes not paid by high-mileage and alternative fuel vehicles, or should it be designed to achieve multiple objectives, including rewarding efficiency, reducing pollution and managing demand on the road system?
- Are there other priorities or initiatives not outlined in this memo that should be considered or addressed in the 2013 session?

### III. Environmental Scan

*So it is said that if you know others and know yourself, you will not be imperiled in a hundred battles; if you do not know others, but do know yourself, you win one and lose one; if you do not know others and do not know yourself, you will be imperiled in every single battle.*

– Sun Tzu, *The Art Of War*

Since the end of the 2011 legislative session, several processes that have implications for transportation policy and finance in Oregon have been moving forward. Meanwhile, events from the regional level to the national level shape the environment in which we operate. While these larger political and economic trends always affect what is possible in the Legislature, the crosswinds this year seem to be creating more than the usual level of turbulence.

#### Strengths

- The Portland metropolitan region has worked together to prioritize and secure transportation funding and the adoption of significant legislation at the state and national level.
- A majority of the region's political leaders have knowledge of local and regional needs and ownership of the Regional Transportation Plan.
- In FY 2010, Clackamas, Multnomah and Washington counties had 43% of Oregon's population, 46% of its businesses, 54% of its employees and 58% of annual state wages and salaries and generated approximately 51% of the state's property tax revenues and 52% of personal income tax revenues.<sup>1</sup>

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<sup>1</sup> PSU Population Research Center (<http://www.pdx.edu/prc/population-estimates-0>), 2010 State of Oregon personal income statistics ([http://www.oregon.gov/dor/forms/personal/or-personal-income-tax-2010-statistics\\_101-406\\_2012.pdf](http://www.oregon.gov/dor/forms/personal/or-personal-income-tax-2010-statistics_101-406_2012.pdf)), Bureau of Economic Analysis wages data

- The region has a shared identity, functions as a single zone for commerce, communication and transportation, and is characterized by social, economic and environmental interdependence.

### **Weaknesses**

- Public attitudes about regional planning priorities and the role of government are ambivalent and fragmented.
- The region has no proof of harm or lost opportunities that would result from waiting until 2014 or beyond to raise taxes for transportation.
- HB 2001, the Oregon Jobs and Transportation Act (2009), raised taxes to provide \$300 million annually statewide, and few are expressing urgency about the need for another package at this time (beyond funding for the CRC).
- The State authorized counties in this region to raise the vehicle registration fee in 2009 to address transportation needs.
- Economic recovery in all areas of Oregon remains stalled, especially in rural Oregon.
- Transportation investments are not the greatest need of rural counties at this time of economic distress.
- Transportation is not a top priority of regional or statewide business associations.
- Recent public opinion polls do not identify transportation and traffic congestion as a top policy priority.
- Addressing the problems associated with Oregon's property tax system is a higher priority for individual jurisdictions and statewide organizations than a lack of transportation dollars.
- Three key elected bodies in the region will have new members and need time to develop working relationships.
- The region has a sufficient number of legislators to block but not pass legislation.

### **Opportunities**

- Oregon's economy is recovering slowly, making job expansion/economic recovery through infrastructure investments a viable option.
- Jurisdictions are working together to find ways to pool resources and talent to find creative solutions to funding challenges (Community Investment Initiative, JPACT coordination for TIGER IV grants, progress through county coordinating committees).
- Shared leadership of the Oregon House, which inspired legislators to seek the greater good in 2011-12, may continue in 2013.

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(<http://www.bea.gov/iTable/iTable.cfm?ReqID=70&step=1&isuri=1&acrdn=5>), US Census  
(<http://quickfacts.census.gov/qfd/states/41/4159000.html>).

- The need for Oregon to provide its share of funding for the Columbia River Crossing project (\$450 million +) is the transportation priority for the Governor and legislative leadership.
- The Columbia River Crossing is well-positioned to receive federal support (TIFIA and New Starts), but only if Oregon and Washington each provide their state's share of funding in 2013. This may create a sense of urgency for the Legislature.
- The urgency of the need to provide state funding for the CRC in 2013 could prompt a larger conversation about transportation revenues and investments.
- A recent task force report on non-roadway funding has spurred a broad coalition of transportation interests to develop a policy proposal.
- Legislation to generate state investment in industrial site readiness is gaining traction; many of the needed investments are transportation projects.
- Governor Kitzhaber's draft 10-year energy action plan lists accelerating the market transition to a more efficient, cleaner transportation system as one of its three core strategies.

### **Threats**

- Continued economic stagnation or decline in Oregon and nationally.
- Political deadlock at the state and federal levels.
- Potential election of local leaders who question the importance of and need for regional partnerships.
- Initiative petitions at state and local level to limit or direct the role of representative governance.
- Expansion and acceleration of the shifting of financial responsibility for services and programs from the federal government to the state and local levels to help address the federal budget deficit.
- Continued prohibition of federal earmarks.
- Continued increases in the cost of gasoline, which could affect the public's willingness to provide additional resources for the transportation system (the portion of the average Oregonian's disposable income spent on fuel has doubled in the last ten years, to 7%<sup>2</sup>).
- National election results in November 2012 and their effect on possibilities: e.g., whether to reauthorize the federal transportation bill and how to address federal debt.

### **IV. Transportation Policy and Finance Issues**

The following is a "menu" of topics that JPACT might want to address in a 2013 agenda.

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<sup>2</sup> Governor Kitzhaber's Draft 10-Year Energy Action Plan

**a. Columbia River Crossing:** The CRC has dominated transportation discussions for several years now, and Governor Kitzhaber's top transportation priority for 2013 is to secure the state's portion of the CRC funding package. Economic expansion and job growth require continual investment in multimodal transportation infrastructure and the commitment of new revenues to the CRC is necessary for work to proceed on other priority projects.

Project advocates have long suggested that "it's now or never" to move forward on the project if we expect to get federal dollars. Passage earlier this year of a two-year federal transportation authorization bill makes 2013 a legitimate window of opportunity. That bill vastly expanded TIFIA, a federal loan guarantee program, and the CRC is very highly rated against the criteria for that program. The light rail element of the project is also highly recommended for New Starts funding and is in the President's proposed budget. However, the project cannot even apply for TIFIA or New Starts until local funding has been secured. If both Oregon and Washington act in 2013, both of these funding applications can be submitted with great confidence of success.

The state funding request for the CRC is expected to be for a revenue stream to support a bonded contribution of \$450 million or more, depending on project phasing. The Governor does not support using the gas tax to provide this revenue stream; one of several other options to raise \$450 million would be a combination of a \$5 vehicle registration fee and an \$8 title fee.

Specific issues:

- **Funding approach:** In 2011, JPACT's agenda for the CRC read: "Support state funding approach that recognizes statewide importance of this project." This language reflected a regional understanding that the benefits of the state's investment will accrue to the whole state, and that the state's contribution should therefore not come at the expense of other transportation projects in the region any more than it should come at the expense of other projects around the state. The legislative oversight committee has articulated its interest in treating the CRC as a statewide priority (like the bridges in OTIA III and the earmarked projects in the Jobs and Transportation Act), and no one has publicly advocated a state funding approach that disadvantages this region. However, concerns remain that legislators from other areas of the state might push for such an approach.
- **Community impacts:** While the project would provide benefits that would be both significant and broad-based, it could also have significant negative impacts that are localized and focused on the communities in the project's immediate vicinity. To address these impacts, the project includes new local roads, local street connections and other improvements critical to mitigate the impact on nearby neighborhoods.

The Governor has asked ODOT to look for ways to reduce both the immediate cost and the footprint of the project. One way to do so might be to divide the project into phases. However, this could mean that many of the local improvements described above would be delayed until a later date and might never be built.

Beyond these local improvements, which are part of the project itself, the CRC has committed to the development of a Community Enhancement Fund to address the impacts on the local community of I-5 south of the bridge, which divides the community it passes through. This commitment responds to a condition of approval that was adopted by JPACT and the Metro Council in Resolution 08-3960B and further endorsed in Resolutions 11-4264 and 11-4288. However, pressure from the region might be necessary to ensure that this commitment is carried out.

**b. Other road funding:** It is currently unclear whether the Legislature will have the appetite for funding anything beyond the CRC (if that). However, pressure from other areas of the state to fund local projects in addition to the CRC could lead to a broader funding conversation. Given the current statewide need for job creation, one theme for any additional road funding could be to focus on industrial site access, freight bottlenecks, transit-oriented economic development sites, etc.

**c. Non-roadway funding:** In late 2011, the Governor convened a large working group to consider how to carry forward the charge from the 2008 Vision Committee to develop a dedicated source of funding for transportation facilities and operations that cannot be paid for with highway fund dollars. While that group's efforts were not conclusive, they have spurred a series of conversations among the members of the broad transportation lobby (specifically the Oregon Transportation Forum – formerly the Oregon Highway Users Alliance, re-formed in 2011 to focus more broadly on the entire multimodal transportation system).

The concept under discussion would build upon ConnectOregon. It would create a dedicated funding source that would be evenly divided between investments in moving freight (air, rail, marine) and moving people (transit, bicycle, pedestrian). Unlike ConnectOregon, it would not be limited to capital investments, but could be used for operations as well (e.g., public transit).

**d. Road user fees:** In 2011, JPACT's agenda included an item that read: "Support a mileage-based fee on electric and plug-in hybrid electric vehicles to account for impacts from vehicles that generate little or no gas tax." While the effort to pass this legislation failed in 2011, a similar bill will be introduced in 2013 at the request of the Road User Fee Task Force. The current draft would impose a fee of 1.56 cents/mile on vehicles that get over 55 MPGe (miles per gallon equivalent). It is assumed that Oregon would eventually move away from the gas tax and replace it with some sort of user fee; many policy questions remain, including how to account for the differences between vehicles in efficiency and emissions and how to use pricing for managing transportation demand.

ODOT has already conducted a successful VMT pilot program and is currently conducting a second small pilot to test technology for revenue collection. The Community Investment Initiative's Leadership Council has discussed a significantly expanded pilot project that builds on the first pilot with greater numbers of participants and a larger variety of approaches.



**e. Local revenue-raising authority:** JPACT's 2011 legislative agenda included the following priority:

Preserve and Expand Local Options: The transportation challenge will require innovative policy and new funding commitments at all levels of government. Accordingly, the Legislature should remove existing restrictions on local and regional revenue-raising authority; avoid enacting new limitations or pre-emptions; and explore new structures and authorities that give local governments the flexibility to build, operate and fund transportation systems that support prosperity, livability and sustainability.

The Jobs and Transportation Act includes a prohibition on local vehicle registration fees (except to build the Sellwood Bridge) that sunsets on July 1, 2013, and a pre-emption of local gas taxes that expires on January 2, 2014. It is possible that extensions of these pre-emptions or other limitations on local revenue-raising authority might be proposed in the context of the CRC funding conversation.

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ENDORSING	)	RESOLUTION NO. 11-4223
REGIONAL POLICY AND FUNDING	)	
PRIORITIES FOR 2011 STATE	)	Introduced by Councilor Carlotta Collette
TRANSPORTATION LEGISLATION	)	

WHEREAS, the passage of House Bill 2001, the Jobs and Transportation Act of 2009, represents a milestone for both the Portland metropolitan region and the state of Oregon; and

WHEREAS, the region applauds the work of the Legislature to pass this landmark legislation, which includes both critically needed funding and innovative policies; and

WHEREAS, the governments of the region recognize the importance of continuing to invest strategically in public infrastructure, particularly transportation infrastructure, as a way to support private investment and economic recovery in these difficult economic times; and

WHEREAS, transportation investments that contribute to economic recovery also bring increased revenues to local and state governments, thereby helping to ease the crisis in public budgets; and

WHEREAS, our region has a track record of creatively financing forward-looking transportation investments that address the needs of both the present and the future, and of combining smart investment with policy innovations that support good jobs, livable communities and a sustainable environment; and

WHEREAS, a combination of careful planning and strategic investments supported by local, regional, state and federal resources has helped to make this region the economic engine of the state and an example to the nation; and

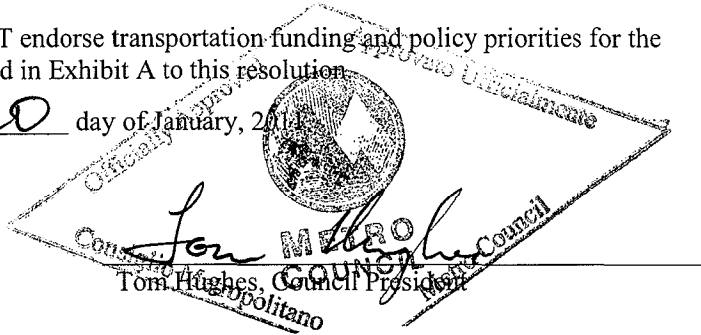
WHEREAS, in the face of today's challenges, we need to extend this tradition of leadership by pursuing supportive policy and funding proposals in the 2011 legislative session; now, therefore,

BE IT RESOLVED:


1. That the Metro Council and the Joint Policy Advisory Committee on Transportation (JPACT) adopt the following principles to guide the region's approach to transportation issues in the 2011 legislative session:
  - Jobs and Economic Recovery: The local governments of the Portland metropolitan area are committed to partnering with others to support economic recovery through the creation and efficient operation of a robust transportation system.
  - Preserve and Expand Local Options: The transportation challenge will require innovative policy and new funding commitments at all levels of government. Accordingly, the Legislature should remove existing restrictions on local and regional revenue-raising authority; avoid enacting new limitations or pre-emptions; and explore new structures and authorities that give local governments the flexibility to build, operate and fund transportation systems that support prosperity, livability and sustainability.
  - Support Multimodal Investment: Oregon should continue its lottery-backed program of investment in multimodal projects that support freight mobility and transit; identify new, ongoing state funding to support transit, pedestrian, and bicycle facilities; and make a financial commitment to high speed rail project development.

2. That the Metro Council and JPACT endorse transportation funding and policy priorities for the 2011 legislative session as reflected in Exhibit A to this resolution

ADOPTED by the Metro Council this 20 day of January, 2011



Approved as to Form:

  
Daniel B. Cooper, Metro Attorney

**2011 Regional Transportation Agenda: Specific Recommendations**

<u>HB 2001</u> – Defend against any efforts to modify in ways that reverse policy direction or reduce funding or authority for the Portland region or its local governments.
<u>Columbia River Crossing</u> – Support state funding approach that recognizes statewide importance of this project.
<u>ConnectOregon 4</u> – Support a fourth round of <i>ConnectOregon</i> funding.
<u>Mileage-based fee</u> – Support a mileage-based fee on electric and plug-in hybrid electric vehicles to account for impacts from vehicles that generate little or no gas tax.
<u>High-speed rail</u> – Support continued development of high-speed rail. Establish a transparent and accountable decision making process that includes regional representation.
<u>Transportation Planning Rule</u> – Support rulemaking to remove barriers to implementation of the 2040 Growth Concept.
<u>Access management</u> – Support an approach to access management that (a) better balances traffic operations with community and economic development by developing standards that work in an urban environment; (b) improves safety for all modes, including biking and walking, on urban arterials; and (c) embraces the participation of key stakeholders.
<u>High-capacity transit</u> – Support state funding to match regional contributions to Southwest Corridor and Lake Oswego Streetcar projects.
<u>Dedicated transit funding</u> – Support efforts to identify dedicated funding for public transit.
<u>Active transportation</u> – Continue investment of state transportation funds to bicycle and pedestrian facilities outside the road right-of-way by allocating \$2 million to Urban Trail Fund to be distributed through a competitive process.
<u>Recreational immunity</u> – Extend legal immunity to property owners who allow the use of trails on their land for transportation purposes.
<u>Low-speed greenways</u> – Authorize local governments to facilitate safer walking and cycling by reducing speed limits on low-volume, low-speed neighborhood streets.
<u>Climate</u> – Monitor, and support as appropriate, legislation related to the Oregon Sustainable Transportation Initiative, proposals of the Oregon Global Warming Commission related to transportation, and other statewide efforts.
<u>Business Energy Tax Credit</u> – Oppose efforts to reduce or curtail use of the BETC for transportation-related conservation measures.



## Metro | *Making a great place*

### JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION

October 11, 2012

Metro Regional Center, Council Chamber

#### MEMBERS PRESENT

Sam Adams  
Rex Burkholder  
Carlotta Collette, Chair  
Shirley Craddick  
Nina DeConcini  
Craig Dirksen  
Donna Jordan  
Ann Lininger  
Neil McFarlane  
Roy Rogers  
Jason Tell  
Bill Wyatt

#### AFFILIATION

City of Portland  
Metro Council  
Metro Council  
Metro Council  
Oregon Department of Environmental Quality  
City of Tigard, representing Cities of Washington Co.  
City of Lake Oswego, representing Cities of Clackamas Co.  
Clackamas County  
TriMet  
Washington County  
Oregon Department of Transportation, Region 1  
Port of Portland

#### MEMBERS EXCUSED

Shane Bemis  
Jack Burkman  
Deborah Kafoury  
Steve Stuart  
Don Wagner

#### AFFILIATION

City of Gresham, representing Cities of Multnomah Co.  
City of Vancouver  
Multnomah County  
Clark County  
Washington State Department of Transportation

#### ALTERNATES PRESENT

Diane McKeel  
Lisa Barton Mullins

#### AFFILIATION

Multnomah County  
City of Fairview, representing Cities of Multnomah Co.

STAFF: Andy Cotugno, Alison Kean Campbell, Colin Deverell, Kim Ellis, Elissa Gertler, Tom Kloster, Robin McArthur, Lake McTighe, John Mermin, Kelsey Newell, Joshua Naramore, Ramona Perrault, Katie Shriver, Dylan Rivera, Marc Week, Ina Zucker.

### **1. CALL TO ORDER, DECLARATION OF A QUORUM AND INTRODUCTIONS**

Chair Carlotta Collette declared a quorum and called the meeting to order at 7:31 a.m.

### **2. CITIZEN COMMUNICATIONS ON JPACT ITEMS**

Due to a number of individuals who wanted to provide comments on the 2015-18 MTIP, Chair Collette moved the comments on the MTIP to the MTIP agenda section.

- Councilor Jeff Goodman of Lake Oswego, speaking on his own behalf, stated that he could bring a weeklong convention to the Oregon Convention Center when the Convention Center Hotel gets build. Mr. Goodman also commented on population forecasts and asked the committee to have humility. He provided a list of numbers for employment and household projections. He noted a

drop in household projections. He noted the policy implications of the communities if they were too high or too low.

### **3. COMMENTS FROM THE CHAIR & COMMITTEE MEMBERS**

Chair Collette reminded the committee that Metro is seeking TPAC Citizen representatives. Four community representative seats on TPAC are open for application: 3 are for 2-year terms, 1 would have a 1-year term to fill a vacancy. Metro seeks volunteers who can represent the needs of the community and bring expertise in the following areas related to transportation planning: environmental justice; economic development; underserved communities; health, air quality, and climate change. Applications are due next Friday, Oct. 19.

Chair Collette provided an update on State Transportation Strategy Vision. Work continued in October on the (STS) being lead by ODOT through the Oregon Sustainable Transportation Initiative. Under SB 1059, the Oregon legislature directed ODOT to develop a transportation strategy to meet the state's greenhouse gas emissions reduction goal of 75 percent from 1990 levels by the year 2050. The work on the STS is similar to, and being coordinated with, the Metro region's Climate Smart Communities work. The major difference is that while our Climate Smart work focuses on the light-duty transportation sector, the STS is addressing not only light-duty vehicles, freight ground travel, and air travel. The OTC is scheduled to take action on the STS Strategy Document in October, but that date may be pushed to November.

Chair Collette discussed the October 23 JPACT Regional Funding Subcommittee Meeting. The topic will be 2013 legislative agenda. Lobbyist from a number of cities, counties, agencies will be on hand for the conversation. A memo laying out the range of issues to be discussed will be provided in advance of the meeting.

Chair Collette provided a summary of the Street Smart Communities workshop Metro and FHWA hosted on September 20, which focused on TSMO. The workshop was an activity of the Climate Smart Communities Scenarios Project. Transportation system management is one of the strategies that the Scenarios Project has identified as helpful toward meeting state carbon emissions goals. To kick off the workshop, TSMO expert Steve Lockwood, a senior VP at Parsons Brinkerhoff, gave a TSMO 101 presentation on strategies and conditions needed for regions to successfully manage their transportation networks. Steve's key message was that streets and highways do not just stop at jurisdictional lines—it takes purposeful collaboration across the region to create communities that are street smart. There is a summary report available on Metro's website.

Mr. Bill Wyatt provided a summary of number of meetings held recently concerning exports and industrial land. The meetings included a regional export summit and a global freight conference. The regional solution center met with the Governor to discuss industrial land to discuss brings shovel ready sites to the market. Mr. Jason Tell discussed learning about a local bike manufacturer at the conference who was exporting bike parts overseas.

Councilor Shirley Craddick stated that last week there was a forum on the site readiness of large industrial sites. The forum looked at lands available in the UGB, how the site can be open to jobs, and permitting. She stated it could be a good opportunity to bring jobs to the region.

### **4. CONSIDERATION OF THE JPACT MINUTES FOR SEPT. 13, 2012**

MOTION: Mr. Wyatt moved, Councilor Donna Jordan seconded, to approve JPACT Minutes for Sept. 13, 2012.

ACTION TAKEN: With all in favor, the motion passed.

## **5. IMPLEMENTING THE REGIONAL TRANSPORTATION SAFETY PLAN RECOMMENDATIONS**

Chair Collette considered moving the Safety plan to after the MTIP discussion. Staff stated that the Safety plan tied into the MTIP discussion and asked if the presenters could continue with an abbreviated presentation. Mr. Josh Naramore of Metro introduced the Regional Transportation Safety Plan. Since fall 2009, responding to an FHWA recommendation, Metro has been working with the Regional Safety Workgroup to better integrate safety into the transportation planning process. The Workgroup is comprised of the Metro region's cities and counties, Metro, TriMet, ODOT, researchers from PSU and practitioners specializing in transportation safety. The Workgroup recently completed a Regional Transportation Safety Plan (RTSP), the first of its kind for this region with the goal to help the region meet the RTP target for reducing fatal and severe injury crashes. At the June 14 JPACT meeting, Metro staff presented the safety findings and recommendations. JPACT directed Metro staff to develop a strategy to implement the safety recommendations. Staff has been working with partners to develop a strategy and identify potential resources for a safety process. Mr. Anthony Buczek presented the strategy for implementing the safety plan recommendations.

## **6. DIRECTION ON THE 2015-18 METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM**

Mr. Naramore provided a background on the 2015-18 MTIP. Metro staff received policy direction from JPACT at the September 13 meeting on the development of the MTIP and the regional flexible funds allocation (RFFA). Action on the 2015-18 MTIP policy direction is scheduled for the November 8 JPACT meeting. Based on JPACT direction at the September 13 meeting to use the 2014-15 RFFA process as a baseline, the 2016-18 RFFA process, will have an additional \$37.78 million to allocate. Metro staff presented three options for how to spend the additional \$37.78 million: Option 1, invest using the same 75-25 percent split the region did in 2010; Option 2, split the money by different percentages; Option 3, invest in new project categories.

JPACT directed Metro staff to work with TPAC to further refine a policy direction around Option 3 and that the proposal should prioritize investments that: Address economic opportunity and job creation, Take a system wide approach, Leverage private sector investments, Consider corridor safety, Reflect criteria from Transportation Investment Generating Economic Recovery (TIGER), Implement corridor planning work, Improve access to industrial lands. TPAC had a wide-ranging discussion about the 2016-18 RFFA process. Specific to the development of Option 3, TPAC requested further definition of the process by which the Regional Economic Opportunity Fund would be allocated to meet JPACT objectives while Some TPAC members recommended for JPACT to consider Option 1 and allocate the \$37.78 million along the 75/25 percent split. Mr. Naramore asked the committee to provide further policy direction for Option 3.

Chair Collette noted two packets of written comments provided to the committee and opened the meeting to citizen comments on the 2015-18 Metropolitan Transportation Improvement Program.

- Representative Alissa Keny-Guyer of Oregon House District 46 addressed the committee. Her districts includes 82nd avenue and division where PCC is scheduled for expansion as well as Foster and Powell both of which are major concerns and work related to safety. Representative Keny-Guyer has been a part of many meetings and engagements to work on the issue. The

arterials are important for employment and livability and she hoped that the committee would note that in their allocation.

- Cynthia Gomez of Multnomah County stated that as JPACT deliberated on the RFFA funds she encouraged the committee to choose Option 1. Criteria to Option 1 the should be around safety, accessibility and equity. As a community organizer in the Latino community she was involved in the 2010 RFFA process where JPACT set valuable equity criteria. She is looking at JPACT to increase investments in bike, walk and transit infrastructure. Her community is seeking transportation justice. The Community should continue to the progressive city we claim to be by focus our limited transportation dollars on healthy and environmentally friendly infrastructure that increase our counties transportation option. She encouraged the committee to maintain the 75/25 split and the environmental criteria of the 2010 RFFA. She encouraged the committee to review their community engagement process so that all voices are heard.
- Cameron Whitten of the Urban League of Portland, but speaking on his own behalf, encouraged the committee to support Option 1. He recognized the past dissonance between active transportation and freight advocates on the issue of Jobs. He noted a Portland State University Study, which showed that people who use active transportation are compleitive with people who use automobile transportation. He stated that option 1 is a good option to make the economy more versatile and resilient and provide economic and equitable justice for voices that are not heard.
- Lew Scholl of the Montavilla Neighborhood Association, discussed the possibility of jurisdictional transfer of 82<sup>nd</sup> Avenue from ODOT to PBOT. He stated that the area wants more local control of 82<sup>nd</sup> avenue. Part of that is pedestrian and bicycle access. 82<sup>nd</sup> Ave has historically been left out of the planning process. Perhaps improvements can be made with jurisdictional transfer; a discussion should be consider it.
- Allan Rudwick of the Eliot Neighborhood Association, Mr. Rudwick stated that he is a bike commuter and works in Washington County. Originally, the thought on Option 2 was that would lower the percentage for active transportation from 75 percent. He stated that he supported Option 2 with an increase in the percentage going to active transportation. In the last 75 years, transportation dollars have primarily gone to automobile and freight projects. More recently we have spent money on the regional bike network. He believed that historically 98% of the RFFA was for active transportation and the region should put as much money into that until the regional has a full active transportation grid.

The committee discussed the following items:

- Some members suggested the committee should move forward and commit nine million dollars each to the three TIGER IV applicants from early in 2012. Other members expressed concern about picking projects without evidence based transparent process, which may be attune to earmarking or regional sub-allocation. Members noted that the three TIGER projects went through an extensive validation process as well but other members pointed out that the JPACT process is a different process.
- Some members expressed concern with the timeliness of the process. Certain projects like the Sunrise Corridor project would require a quicker commitment.
- Some members expressed concern that the staff proposal did not emphasize safety and corridor planning work. Members suggested the remaining funds, not spent on regional opportunity projects, be spent on safety.
- Members expressed concern that given the economic and political climate, constituents would not accept it the committee did not support job creation.
- Some members encouraged the committee to honor a process to evaluate projects, to include the three TIGER IV applicants as well as other projects, which could compete with agreed upon criteria and performance outcomes.
- Members suggested adding the 21<sup>st</sup> century corridor projects to the criteria.



**MOTION:** Mr. Jason Tell moved, Councilor Ann Lininger seconded, to recommend Option 3 with the additional criteria of corridor safety, environmental justice and equity, implementing corridor plan projects and to expedite the process.

**Discussion:** Roy Rodgers recommended a friendly amendment to expedite to the project selection. Commissioner Rodgers noted time sensitivity of some projects, which could not wait until summer 2013 for approval. The committee accepted the amendment; the above motion includes the amendment. Staff noted that even with an expedited process there is still a federally prescribed process, which must be met.

**ACTION TAKEN:** With all in favor, with one abstain (N. DeConcini), the motion passed.

## **7. ADJOURN**

Chair Collette adjourned the meeting at 8:53a.m.

Respectfully submitted,

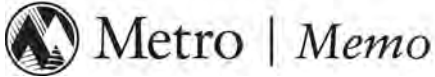


Marc Week  
Recording Secretary

## **ATTACHMENTS TO THE PUBLIC RECORD FOR OCTOBER 11, 2012**

The following have been included as part of the official public record:

<b>ITEM</b>	<b>Document type</b>	<b>Doc Date</b>	<b>Document Description</b>	<b>Document No.</b>
<b>2</b>	Hand out	10/11/2012	Lake Oswego Household Projections Metro Comparisons	101112j-01
<b>3</b>	PPT	10/11/2012	Regional Mobility Report card	101112j-02
<b>5</b>	PPT	10/11/2012	Regional Transportation Safety Plan: Implementing the Recommendations	101112j-03
<b>6</b>	Packet	10/11/2012	Comments on Direction of the 2015-18 Metropolitan Transportation Improvement Program for JPACT	101112j-04
<b>6</b>	Packet	10/11/2012	Additional Comments on Direction of the 2015-18 Metropolitan Transportation Improvement Program for JPACT	101112j-05
<b>2</b>	Flyer	10/11/12	Flyer: FHWA Getting the Most out of your transportation system Investments	101112j-06



Date: November 1, 2012  
To: JPACT members and alternates  
From: Ted Leybold, MTIP Manager and Josh Naramore, Senior Transportation Planner  
Subject: 2016-18 Regional Flexible Funds Allocation Policy Report

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Metro staff has been working with both TPAC and JPACT since August of 2012 to develop and refine the policy direction for the 2016 – 18 Regional Flexible Funds Allocation (RFFA) process. At the November 8 meeting, JPACT will be asked to:

- A) Discuss the eligibility and number of Regional Economic Opportunity Fund applications
- B) Take action on Resolution 12-4383 and adopt the policy direction for the 2016-18 RFFA.

## BACKGROUND

At the October 11 meeting, JPACT voted unanimously to support Option 3 and create a Regional Economic Opportunity Fund (REOF) as part of the 2016 – 18 RFFA process. JPACT also directed Metro staff to ensure that the policy criteria for the REOF address:

- Equity and Environmental Justice
- Implementation of corridor plans
- Integration of the recommendations from the Regional Transportation Safety Plan
- Expedited process for selecting projects

At the October 26 meeting, Metro staff worked with TPAC to refine and modify the criteria for the REOF based on the federal TIGER criteria. TPAC recommended the 2016-18 RFFA policy report and Resolution 12-4383 to JPACT for action. As part of the recommendation, TPAC requested that the REOF criteria be modified by:

- a) Eliminating the State of Good Repair criterion and adding clarifying language to the Economic Competitiveness criterion.
- b) Integrating Equity and Environmental Justice into multiple REOF criteria. As part of the REOF project evaluations, an overall summary of Equity and Environmental Justice impacts will be reported to simplify for public input.
- c) Using the language from the federal register for the TIGER program to adjust the language for the Partnership criterion.
- d) Including the Regional Transportation Safety Plan recommendations as elements of the Safety criterion.

In addition to the REOF criteria, TPAC also discussed maintaining the project construction minimum for Active Transportation / Complete Streets projects at \$3 million. Metro staff had recommended increasing the construction minimum for \$4 million.

TPAC also discussed the eligibility of TriMet and the Port of Portland as applicants for REOF applications. An amendment to reduce the number of TriMet and Port REOF applications from two to one with a maximum of \$5 million and increasing the number of applications for the county

coordinating committees and City of Portland from two to three applications with a maximum of \$15million failed. However, TPAC requested as part their recommendation to have JPACT discuss the number of REOF applications and eligible applicants at the November 8 meeting.

To submit questions, comments, or request any additional information, contact Josh Naramore at 503-797-1825 or [joshua.naramore@oregonmetro.gov](mailto:joshua.naramore@oregonmetro.gov).

BEFORE THE METRO COUNCIL

FOR THE PURPOSE ADOPTING POLICY	)	RESOLUTION NO. 12-4383
DIRECTION TO THE REGIONAL FLEXIBLE	)	
FUNDING ALLOCATION (RFFA) PROCESS	)	Introduced by Councilor Carlotta Collette
FOR FEDERAL FISCAL YEARS 2016-18	)	

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 wish to provide policy direction on the objectives of the RFFA and programming of funds in the MTIP; now therefore,

BE IT RESOLVED that the Metro Council hereby adopts the recommendation of JPACT for policy direction to the RFFA process for federal fiscal years 2016-18 as described in Exhibit A attached hereto as to form.

ADOPTED by the Metro Council this \_\_\_\_ day of November 2012.

---

Tom Hughes, Council President

Approved as to Form:

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Alison Kean-Campbell, Metro Attorney

[www.oregonmetro.gov](http://www.oregonmetro.gov)

# **2016-18 Regional Flexible Funds Allocation (RFFA) Policy Report**

November 2012



**Metro** | *Making a great place*

## About Metro

Clean air and clean water do not stop at city limits or county lines. Neither does the need for jobs, a thriving economy, and sustainable transportation and living choices for people and businesses in the region. Voters have asked Metro to help with the challenges and opportunities that affect the 25 cities and three counties in the Portland metropolitan area.

A regional approach simply makes sense when it comes to making decisions about how the region grows. Metro works with communities to support a resilient economy, keep nature close by and respond to a changing climate. Together we're making a great place, now and for generations to come.

Stay in touch with news, stories and things to do.

**[www.oregonmetro.gov/](http://www.oregonmetro.gov/)**

### **Metro Council President**

Tom Hughes

### **Metro Councilors**

Shirley Craddick, District 1

Carlotta Collette, District 2

Carl Hosticka, District 3

Kathryn Harrington, District 4

Rex Burkholder, District 5

Barbara Roberts, District 6

### **Auditor**

Suzanne Flynn

**Metro is the federally mandated metropolitan planning organization** designated by the governor to develop an overall transportation plan and to allocate federal funds for the region.

The Joint Policy Advisory Committee on Transportation (JPACT) is a 17-member committee that provides a forum for elected officials and representatives of agencies involved in transportation to evaluate transportation needs in the region and to make recommendations to the Metro Council.

The established decision-making process assures a well-balanced regional transportation system and involves local elected officials directly in decisions that help the Metro Council develop regional transportation policies, including allocating federal transportation funds.

## **Metro respects civil rights**

Metro hereby gives public notice that it is the policy of the Metro Council to assure full compliance with Title VI of the Civil Rights Act of 1964, the Civil Rights Restoration Act of 1987, Executive Order 12898 on Environmental Justice and related statutes and regulations in all programs and activities. Title VI requires that no person in the United States of America shall, on the grounds of race, color, sex, or national origin, be excluded from the participation in, be denied the benefits of, or be otherwise subjected to discrimination under any program or activity for which Metro receives federal financial assistance. Any person who believes they have been aggrieved by an unlawful discriminatory practice under Title VI has a right to file a formal complaint with Metro. Any such complaint must be in writing and filed with Metro's Title VI Coordinator within one hundred eighty (180) days following the date of the alleged discriminatory occurrence. For more information, or to obtain a Title VI Discrimination Complaint Form, see the web site at [www.oregonmetro.gov](http://www.oregonmetro.gov) or call (503) 797-1536."

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## 1.0 INTRODUCTION

Regional flexible funds are an element of the funds programmed within the Metropolitan Transportation Improvement Program (MTIP). The Metropolitan region is preparing to prioritize transportation projects and program activities to receive regional flexible funds available in the federal fiscal years 2016 through 2018. This report provides the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council's policy direction for the allocation of these funds.

These policies have evolved from previous MTIP processes. The policy evolved significantly in the previous two program processes: 2010-13 MTIP and the 2012-15 MTIP. Section 2.0, the Existing Policy Framework, describes the policy framework that has carried forward and provides the basis for the 2015-18 MTIP policy update.

The process for updating these policies first involved discussions by engaging agency technical staff at TPAC, JPACT, and Metro Council members to provide policy direction to allocate the estimated \$94.58 million available to region from 2016-18. Metro staff has used the TPAC and JPACT meeting discussions to produce this Policy Report.

The approach to allocating Regional Flexible Funds proposed in this report is intended to develop a collaborative method for supporting transportation investments that keep our neighborhoods safe, support sustainable economic growth, and make the most of the existing investments our region has already made in existing public structures.

The new three-step process builds upon the 2014-15 RFFA process for Step 1 regional programs and Step 2 Community Investment Funds for Active Transportation/Complete Streets and Green Economy/Freight Initiatives. It establishes a new Step 3 Regional Economic Opportunity Fund to fund regional priority projects identified by JPACT and the Metro Council.

## 2.0 EXISTING POLICY FRAMEWORK

### DESIRED OUTCOMES

The region has adopted a new Regional Transportation Plan (RTP) that includes policies for the development of the transportation system and the prioritization of transportation projects. Six outcomes form the framework for how to prioritize projects in our region. Those outcomes are:

- **Vibrant communities:** People live and work in vibrant communities where they can choose to walk for pleasure and to meet their everyday needs.
- **Economic prosperity:** Current and future residents benefit from the region's sustained economic competitiveness and prosperity.
- **Safe and reliable transportation:** People have safe and reliable transportation choices that enhance their quality of life.

- **Leadership on climate change:** The region is a leader in minimizing contributions to global warming.
- **Clean air and water:** Current and future generations enjoy clean air, clean water and healthy ecosystems.
- **Equity:** The benefits and burdens of growth and change are distributed equitably.

These outcomes guided the development of the RTP performance targets for transportation investments. The ten performance targets are shown below in Table 1.

**Table 1: RTP Performance Targets**

Economy	<b>Safety</b> – Contribute to meeting goals identified in the 2010 Oregon Traffic Safety Performance Plan based on the Metro region's share of Vehicle Miles Traveled (VMT).
	<b>Congestion</b> – By 2035, reduce vehicle hours of delay per person by 10 percent compared to 2005.
	<b>Freight reliability</b> – By 2035, reduce vehicle hours of delay per truck by 10 percent compared to 2005.
Environment	<b>Climate change</b> – By 2035, reduce transportation-related carbon dioxide emissions by 40 percent below 1990 levels.
	<b>Active transportation</b> – By 2035, triple walking, biking and transit mode share compared to 2005.
	<b>Basic infrastructure</b> – By 2035, increase by 50 percent the number of essential destinations <sup>1</sup> accessible within 30 minutes by trails, bicycling and public transit or within 15 minutes by sidewalks for all residents compared to 2005.
	<b>Clean air</b> – By 2035, ensure zero percent population exposure to at-risk levels of air pollution.
Equity	<b>Travel</b> – By 2035, reduce vehicle miles traveled per person by 10 percent compared to 2005.
	<b>Affordability</b> – By 2035, reduce the share of households in the region spending more than 50 percent of income on housing and transportation combined compared to 2000.

## REGIONAL TRANSPORTATION FINANCE APPROACH

A framework was developed that summarizes a general regional direction on the how the transportation needs of the region are to be addressed by existing or potential funding sources at the JPACT retreat in May 2009. This approach is shown in Table 2 and provides a starting point for

refinement of policy direction for the various funding programs or sources that are addressed in the MTIP/STIP. The approach identifies funding mechanisms that agencies use and a regional strategy for sources to be pursued to address unmet needs of the different elements of transportation activities in the region. This framework was utilized in the development of the 2010-13 and 2012-15 Regional Flexible Fund allocation policies.

**Table 2: Regional Transportation Plan Finance Approach**

<b>Transportation Project/Activity Type</b>	<b>Existing Funding Sources</b>	<b>Strategy for Sources of Additional Funding</b>
Local/Arterial Street reconstruction/maintenance	<ul style="list-style-type: none"> <li>• State pass through</li> <li>• Street utility fees</li> <li>• Local portion of HBRR</li> <li>• OTIA</li> </ul>	<ul style="list-style-type: none"> <li>• Increases in state gas tax or VRF</li> <li>• New street utility fees or equivalent</li> </ul>
Active Transportation	<ul style="list-style-type: none"> <li>• <b>Regional Flexible Funds</b></li> <li>• Transportation Enhancement</li> </ul>	<ul style="list-style-type: none"> <li>• New federal program</li> <li>• State Urban Trail Fund</li> <li>• New local funds</li> </ul>
Highway preservation	<ul style="list-style-type: none"> <li>• Interstate Maintenance</li> <li>• State gas &amp; w/m</li> <li>• HBRR</li> <li>• OTIA</li> </ul>	<ul style="list-style-type: none"> <li>• Increases in state gas tax or VRF</li> </ul>
Transit Operations	<ul style="list-style-type: none"> <li>• Employer tax</li> <li>• Passenger fares</li> <li>• Section 5307</li> <li>• New Freedom</li> <li>• JARC</li> </ul>	<ul style="list-style-type: none"> <li>• Employer tax rate</li> <li>• New funding mechanism</li> <li>• Increase fares</li> </ul>
Arterial Expansion	<ul style="list-style-type: none"> <li>• Development (Frontage, Impact Fees, SDC's)</li> <li>• Urban Renewal</li> <li>• OTIA</li> </ul>	<ul style="list-style-type: none"> <li>• SDC rate increases</li> <li>• Regional VRF pass through or equivalent</li> </ul>

<b>Transportation Project/Activity Type</b>	<b>Existing Funding Sources</b>	<b>Strategy for Sources of Additional Funding</b>
Highway expansion	<ul style="list-style-type: none"> <li>• Modernization Program</li> <li>• OTIA</li> <li>• Fed/state earmarks</li> </ul>	<ul style="list-style-type: none"> <li>• More from existing sources</li> <li>• New federal Metropolitan mobility program</li> <li>• Pricing/tolling</li> <li>• Regional VRF or equivalent</li> </ul>
HCT expansion	<ul style="list-style-type: none"> <li>• Federal New Starts</li> <li>• State lottery</li> <li>• <b>Regional Flexible Funds</b></li> <li>• TriMet General Fund</li> <li>• Local contributions</li> </ul>	<ul style="list-style-type: none"> <li>• More from existing sources</li> </ul>
TSMO	<ul style="list-style-type: none"> <li>• State Operations</li> <li>• <b>Regional Flexible Funds</b></li> </ul>	<ul style="list-style-type: none"> <li>• State Modernization</li> <li>• Regional VRF or equivalent</li> </ul>
Land Use – TOD	<ul style="list-style-type: none"> <li>• <b>Regional Flexible Funds</b></li> </ul>	<ul style="list-style-type: none"> <li>• Strategy under development</li> </ul>

## **RECURRING PROCESS AND ADMINISTRATIVE POLICIES**

The following policies define how the allocation process should be conducted and what outcomes should be achieved with the overall allocation process.

1. Select projects from throughout the region, however, consistent with federal rules, there is no sub-allocation formula or commitment to a particular distribution of funds to any sub-area of the region.
2. Honor previous funding commitments made by JPACT and the Metro Council.
3. Address air quality requirements by ensuring air quality Transportation Control Measures (TCMs) for pedestrian and bicycle improvements are met and that an adequate pool of CMAQ-eligible projects are available for funding.
4. Achieve multiple transportation policy objectives.

5. Allow use of funding for project development and local match of large-scale projects (greater than \$10 million) that compete well in addressing policy objectives when there is a strong potential to leverage other sources of discretionary funding.
6. Encourage the application of projects that efficiently and cost-effectively make use of federal funds.
7. Recognize the difference in transportation infrastructure investment needs relative to an areas stage of development (developed, developing, undeveloped) consistent with RTP Table 3.2.
8. Identify project delivery performance issues that may impact ability to complete a project on time and on budget.
9. Ensure agencies have qualifications for leading federal aid transportation projects.
10. Identify opportunities for leveraging, coordinating, and collaboration.

### **3.0 STEP 1 – REGION WIDE PROGRAMS**

Regional programs have been defined over time by their regional scope, program administration, and policy coordination and a consistent allocation of regional flexible funds to support them. In previous cycles, the allocation of funding to these programs was competed in Step 1 of the process, prior to the allocation of funds to local projects.

Funding targets are set for the existing regional programs in this cycle based on their historical allocation levels plus a 3% inflationary increase to address program costs and purchasing power. The regional programs will be reviewed prior to the final funding decision scheduled for the fall of 2013. The review will provide the following information about each program:

- Program description – description of the program purpose and its major activities.
- Regional Funding Strategy Context – description of why the program is appropriate for regional flexible funding (see Table 2: RTP Finance Approach chart).
- Directly related RTP performance targets –description of how the program helps the region meet performance targets in the RTP.
- Program strategic plan or recent planning work completed to date – description of how the strategic plan helps set priorities for implementation.
- Program performance to date – description of specific accomplishments of the program.
- Additional opportunities – description of priorities or activities the program would pursue given additional resources.

### Regional Program Funding Targets

Transit Oriented Development	\$9.19 million
TSMO/ITS	\$4.64 million
Regional Travel Options	\$7.01 million
Regional MPO Planning (In-Lieu of Dues)	\$3.63 million
Corridor & Systems Planning	\$1.54 million
<b>TOTAL</b>	<b>\$26.01 million</b>

#### 4.0 STEP 2 – COMMUNITY INVESTMENT FUND PROJECT FOCUS AREAS

The project focus areas established by JPACT during the 2014-15 RFFA for Step 2 were Active Transportation/Complete Streets and Green Economy/Freight Initiatives. Funds for these projects targeted to a 75 / 25 percent split of Step 2 funding respectively. The 2016-18 RFFA cycle will continue to use the 2014-15 RFFA approach to investing in local projects by focusing funds in order to achieve greater regional impact.

JPACT and the Metro Council are continuing support for these project focus areas to create a more strategic approach to allocating funds, including:

- A topically or geographically focused impact rather than an array of disconnected projects
- Achieves appreciable impacts on implementing a regional scale strategy given funding amount available
- Addresses specific outcomes utilizing the Regional Transportation Plan Performance Targets
- Prioritizes catalytic investments (leveraging large benefits or new funding)
- Positions the region to take advantage of federal and state funding opportunities as they arise

As part of the 2014-15 RFFA, a task force was created to advise JPACT and TPAC on project focus area needs, priorities and project prioritization factors and developed direction for the project focus areas as part of the 2014-15 RFFA. This direction will continue as part of the 2016-18 RFFA.

### Project Focus Area Funding Targets

Green Economy/Freight Initiatives	\$8.7 million
Active Transportation/Complete Streets	\$26.07 million
<b>TOTAL</b>	<b>\$34.77 million</b>

## **GREEN ECONOMY & FREIGHT INITIATIVES**

### **Recommended approach for developing projects**

For this project focus area, the task force recommended an approach of allocating funds for two components: construction type projects and planning/strategy development type projects. Eligible project types and criteria that could be utilized to scope and prioritize potential projects are described below.

#### **Construction focus**

Capital improvements will focus on:

- System management, such as Intelligent Transportation Systems (ITS), on arterial freight routes. This could include upgrading traffic signal equipment and timing or provide travel information to inform freight trip decisions.
- Small capital projects (e.g. spot widening or installation of mountable curbs to accommodate large truck turning movements). Technical measures should be developed that assess the regional impacts of nominated projects such as improving access to regionally significant industrial land or safe movements to/on the regional freight network to ensure a regional interest is served by the project.

#### **Planning/strategy development focus**

Project development for specific arterial freight routes would evaluate key barriers to the development of a green economy and freight movement and recommend operations and design improvements to address the barrier.

Funds may also be set aside to develop regional strategies. These are areas that need further analysis and a policy development process to achieve a regional consensus on how to move forward on the issue.

## Recommended criteria for scoping and prioritization of GE/FI projects

Relative priority	Criteria
Highest	Reduces freight vehicle delay
	Project increases freight access to:
	o Industrial lands
Highest	o Employment centers & local businesses
	o Rail facilities for regional shippers
Highest	Projects that help green the economy and offer economic opportunities for EJ/underserved communities
Higher	Improves safety by removing conflicts with active transportation and/or provides adequate mitigation for any potential conflicts
Higher	Reduces air toxics or particulate matter
Higher	Reduces impacts to EJ communities e.g., reduced noise, land use conflict, emissions
Higher	Increases freight reliability
Priority	May not get funding otherwise
Priority	Can leverage (or prepare for) future funds
Priority	Reduces need for highway expansion
Priority	Multi-modal component



<b>Table 3 – Green Economy &amp; Freight Initiatives</b>					
<b>Sub-regional cost targets, by weighted regional freight system (route miles) and Title 4 land (acres)</b>					
	<b>Region</b>	<b>City of Portland</b>	<b>Clackamas County</b>	<b>Multnomah County</b>	<b>Washington County</b>
Allocation % based on freight network miles and industrial land factors (1)	<b>100%</b>	<b>46%</b>	<b>15%</b>	<b>13%</b>	<b>26%</b>
Fund Target - 25% of available revenues (millions)	<b>\$8.200</b>	<b>\$3.772</b>	<b>\$1.23</b>	<b>\$1.066</b>	<b>\$2.132</b>
Potential allocation of unused regional strategy funds based on maximum of \$500,000	<b>\$.500</b>	<b>\$.230</b>	<b>\$.075</b>	<b>\$.065</b>	<b>\$.130</b>

(1) Average of Freight System and Land Use Factors as follows

Weighted Route Miles of Regional Freight System

- Local components of roadway (i.e., connectors only) –including proposed connectors (weighting factor of 67%, based on year 2000 percent tonnage moved by truck, per 2035 RTP)
- Main + branch rail lines (weighting factor of 33%)

- Straight Average of Acres of Title 4 Land
  - Industrial land (50%)
  - Regionally significant industrial land (50%).

### **Construction project cost minimum**

\$1 million or total sub-region target, whichever is less.

### **Project development cost minimum**

\$200,000 but appropriate to project scope (PE phase will be more expensive than planning level work). Scope and budget must be reviewed for feasibility with Metro and ODOT staff prior to final nomination.

### **Number of nominations**

Meet target and construction project cost minimums, and may nominate one project development phase. Project development may include anything from a planning level "alternatives analysis" to preliminary engineering.

## ACTIVE TRANSPORTATION & COMPLETE STREETS

### Recommended approach for developing projects

For this project focus area, the task force recommended an approach of selecting travel corridor/areas and identifying project elements that would address the most critical barriers to completing non-auto trips in the corridor/area or a concentrated portion of the corridor/area. Examples of barriers could be the lack of direct pedestrian or bicycle facilities to key destinations in the corridor, inability to safely cross streets to access destinations, or lack of access to transit stop improvements.

To implement this approach with available funding, the following parameters will be utilized:

- improvements will be concentrated geographically in a travel corridor/area or portion thereof,
- improvements will be limited to a few travel corridor/areas 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.

<b>Table 4 – Active Transportation and Complete Streets</b>					
<b>Sub-regional cost targets by percent population</b>					
	<b>Region</b>	<b>City of Portland</b>	<b>Clackamas County</b>	<b>Multnomah County</b>	<b>Washington County</b>
% of Population <sup>(1)</sup>	<b>100%</b>	<b>39.25%</b>	<b>17.6%</b>	<b>9.89%</b>	<b>33.26%</b>
Fund Target - 75% of available revenues (millions)	<b>\$26.070</b>	<b>\$10.232</b>	<b>\$4.588</b>	<b>\$2.578</b>	<b>\$8.671</b>

<sup>(1)</sup> 2010 population data.

### Construction project cost minimum

\$3 million total project cost or total sub-region target (less eligible project development nomination), whichever is less.

### Project development cost minimum

\$200,000 but appropriate to project scope (PE phase will be more expensive than planning level work). Scope and budget must be reviewed for feasibility with Metro and ODOT staff prior to final nomination.

### Number of nominations

Meet target and construction project cost minimums, and may nominate one project development phase. Project development may include anything from a planning level "alternatives analysis" to preliminary engineering.

### Recommended criteria for scoping and prioritization of AT/CS projects

Relative priority	Criteria
Highest	Improves access to and from priority destinations: <ul style="list-style-type: none"><li>o Mixed-use centers</li><li>o Large employment areas (by # of jobs)</li><li>o Schools</li><li>o Essential services for EJ/underserved communities</li></ul>
	Improves safety <ul style="list-style-type: none"><li>o addresses site issue(s) documented in pedestrian/bike crash data</li><li>o separates pedestrian/bike traffic from freight and/or vehicular conflicts</li></ul>
Highest	Serves underserved communities
Higher	Improves safety by removing conflicts with freight and/or provides safety mitigation for any potential freight conflicts
Higher	Completes the "last mile"
Higher	Increase in use/ridership by providing a good user experience (refer to Active Transportation design criteria)
Higher	Serves high density or projected high growth areas
Priority	Includes outreach/education/engagement component
Priority	Can leverage funds
Priority	Reduces need for highway expansion

## 5.0 STEP 3 – REGIONAL ECONOMIC OPPORTUNITY FUND

After funding Step 1 and Step 2, there is a remaining \$34 million to allocate as part of the 2016-18 RFFA. At the September 13 JPACT meeting, Metro staff presented three options for how to spend the additional \$33.8 million: Option 1, invest using the same 75-25 percent split the region did in 2010; Option 2, split the money across region-wide programs and local project focus areas by different percentages; Option 3, invest in new project categories. JPACT directed Metro staff to work with TPAC to further refine a policy direction around Option 3 and that the proposal should prioritize investments that:

- Address economic opportunity and job creation
- Take a system wide approach
- Leverage private sector investments
- Consider corridor safety
- Reflect criteria from Transportation Investment Generating Economic Recovery (TIGER)
- Implement corridor planning work
- Improve access to industrial lands
- Consider the transportation needs of Environmental Justice and underserved communities

The Regional Economic Opportunity Fund (REOF) was created to respond to the JPACT direction. The fund is targeted at larger projects (\$5-\$10 million) that are difficult to fund at the local level and through the 2014-15 RFFA policy framework, and allowing for multi-agency projects.

### **Construction project cost minimum**

\$2.5 million.

### **Project development**

Project development is not the intent of the REOF, but is an eligible activity. Scope and budget must be reviewed for feasibility with Metro and ODOT staff prior to application submittal.

### **Number of nominations**

The following sub-areas and agencies are capped at submitting no more than two REOF applications that combined cannot exceed \$10 million:

- i.* Clackamas County and its cities
- ii.* East Multnomah County and its cities
- iii.* Washington County and its cities
- iv.* City of Portland
- v.* Port of Portland
- vi.* TriMet

## **CRITERIA FOR SCOPING AND PRIORITIZING REOF PROJECTS**

The project applications, technical evaluation and public comments will be presented to JPACT and the Metro Council for a regional decision on funding. All project applications will be evaluated by Metro staff based on the criteria listed below:

### Threshold Requirements

1. Project is eligible for federal funding.
2. Receipt (or reasonably anticipated receipt) of all environmental approvals necessary for the project to proceed to construction on the timeline specified.
3. Project included in state, metropolitan and local planning docs.
4. Local matching funds to support 10.27 percent or more of the costs for the project are identified and committed by FFY 2015.

At the October 11 meeting, JPACT unanimously supported moving forward with Option 3 and creating a Regional Economic Opportunity Fund to allocate the remaining funds as part of the RFFA process. Additionally, the JPACT action directed Metro staff to modify the TIGER criteria to include equity and environmental justice, implementation of corridor plans, and integration of the Regional Transportation Safety Plan recommendations.

To incorporate the policy direction from JPACT, Metro staff is recommending modifying the TIGER criteria reflected below to highlight the following:

1. Incorporate CII, Greater Portland Export Initiative, Industrial Lands Access Study.
2. Address Corridor Safety,
3. Implement Corridor Plan work,
4. Address Environmental Justice and Underserved communities (including framework established with creation of Step 2 policy direction).
5. Use a system-wide approach
6. Private sector investments

## Recommended criteria for scoping and prioritization of REOF projects

Relative priority	Criteria
Primary Criteria	<p><b>Economic Competitiveness:</b> Contribute to long-term productivity of US and Metro region economy.</p> <ol style="list-style-type: none"> <li>1. Long-term improvement to good &amp; worker access (emphasis on traded-sector goods &amp; services access to markets)</li> <li>2. Improved access to/from and market viability of industrial land</li> <li>3. Increased efficiency through integration/use of all existing transportation infrastructure, including improvements and repair</li> <li>4. Leverages private sector investments</li> </ol>
Primary Criteria	<p><b>Livability:</b> Further Partnership for Sustainable Communities principles.</p> <ol style="list-style-type: none"> <li>1. Reduce average cost of user mobility</li> <li>2. Improve existing transportation choices (by enhancing modal connectivity, increasing number of accommodated modes and/or reducing congestion) on existing facilities.</li> <li>3. Improve accessibility of disadvantaged populations.</li> <li>4. Coordinated transportation and land use planning - contribute significantly to broader travel mobility, including implementing completed corridor plans.</li> </ol>
Primary Criteria	<p><b>Environmental Sustainability:</b> Promote environmentally sustainable transportation system.</p> <ol style="list-style-type: none"> <li>1. Improve energy efficiency (including scale of use of new facilities/TSMO reducing auto trips)</li> <li>2. Environmental benefits or avoidance of adverse impacts</li> </ol>
Primary Criteria	<p><b>Safety:</b> Improve safety of the transportation system.</p> <ul style="list-style-type: none"> <li>o Ability to reduce number, rate and consequences of crashes, injuries and fatalities, including focusing on the recommendations from the Regional Transportation Safety Plan: <ol style="list-style-type: none"> <li>1. Improves multimodal safety on arterials</li> <li>2. Addresses pedestrian/bike crash issues</li> <li>3. Addresses safety behavioral contributing factors of alcohol and drugs, speeding, aggressive and distracted driving</li> </ol> </li> </ul>
Primary Criteria	<p><b>Job Creation/Economic Stimulus:</b> Creation or preservation of jobs.</p> <ol style="list-style-type: none"> <li>1. # and type of jobs created or preserved (emphasize efforts to support opportunities for low-income &amp; disadvantaged populations).</li> <li>2. Project readiness (NEPA approvals, legislative approvals, in required planning documents, technical feasibility, financial feasibility).</li> </ol>

Relative priority	Criteria
	<ol style="list-style-type: none"> <li>3. Provide opportunities for small businesses and disadvantaged business enterprises</li> <li>4. Effective use of community-based organizations in connecting disadvantaged workers with economic opportunities.</li> </ol>
Secondary Criteria	<p><b>Innovation:</b> Use of innovative technology, system management and project delivery techniques</p> <ol style="list-style-type: none"> <li>1. Use of innovative technology.</li> <li>2. Use of innovative finance, contracting, project delivery, congestion management, safety management, asset management, O&amp;M.</li> </ol>
Secondary Criteria	<p><b>Partnership:</b> Jurisdiction and stakeholder collaboration, and disciplinary (non-transportation agency) integration</p> <ol style="list-style-type: none"> <li>1. Multi-agency support to implement priority project from a completed corridor plan.</li> <li>2. Jurisdiction &amp; Stakeholder collaboration (involvement of state and local governments, other public entities, including projects that engage parties that are not traditionally involved in transportation projects, non-Federal funds, use of TIGER funds to complete a finance package).</li> <li>3. Disciplinary Integration (support by non-transportation public agencies: e.g. public housing, economic development, historic pres., energy, etc.).</li> <li>4. Use a system-wide approach</li> </ol>

TPAC will review and provide input on performance measures for the REOF. This will be part of a discussion of the 2016-18 RFFA project solicitation packet scheduled for the November 28 meeting.

## 6.0 STAKEHOLDER ENGAGEMENT AND DECISION PROCESS

### COMMUNITY INVESTMENT PROJECT FOCUS AREAS

For both Community Investment project focus areas, the process to define projects will begin with stakeholder outreach to the communities affected by the focus areas, including targeted outreach to environmental justice and underserved communities.

Stakeholders for the Green Economy/Freight Initiatives focus area include local agency freight, planning and capital development staff, and business & economic development groups. Stakeholder comments will be summarized and provided to a regional freight and business task force for their

consideration in developing a recommendation of projects to receive funding consistent with the policy framework and funding target.

Stakeholders for the Active Transportation/Complete Streets focus area includes local bike, pedestrian, trail and transit staff, advocacy organizations, and other stakeholders working in the area of multimodal transportation.

Deadlines for both Community Investment project focus areas is **March 15**.

The agency proposals will be provided to JPACT for release for public comment in May 2013. After collecting and summarizing public comments on the proposals and allowing for adjustments based on the comments, Regional Coordinating Committees and the City of Portland will recommend priority projects at 100% of their funding targets, along with a description of how their process met program directions. JPACT and the Metro Council will make a final decision on the allocation of funds to the regional programs and projects defined as a part of the project focus area process. These projects and programs will then be incorporated into the 2015-18 MTIP with all other federally funded and regionally significant projects.

### **REGIONAL ECONOMIC OPPORTUNITY FUND (REOF)**

For the REOF, each of the sub-areas, the Port of Portland and TriMet will have until **March 15** to submit applications. All of the applications will be technically evaluated by Metro staff using the above criteria. The projects will then be included as part of a comment period from May – early June 2012. The public comment period will include:

- 150 percent Region 1 STIP Enhance projects
- STIP Fix-It projects
- Step 1 – Region-wide Programs
- Step 2 – Green Economy/Freight Initiative projects
- Step 2 – Active Transportation/Complete Street projects
- Step 3 – REOF project applications

The REOF project applications, technical evaluation and public comments will be presented to JPACT and the Metro Council in July and August 2013. JPACT and the Metro Council will be tasked with making the final decision on REOF projects.

The draft 2015-18 MTIP, including the 2016-18 RFFA projects from Steps 1, 2 and 3 will be adopted by JPACT and the Metro Council in September 2013

The 2015-18 TIP schedule, including both STIP and RFFA decision points are included on pages 21-22.





# 2015-18 TIP Schedule

## 2015-18 MTIP and STIP Development

### 2012

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#### Fall

September 13 – JPACT direction on joint MTIP/STIP calendar and preferred option for 2016-18 RFFA  
September 20 – STIP Enhance application process begins  
October 11 – JPACT refine preferred option for allocating 2016-18 regional flexible funds  
October 16 – OTC meeting with ACT chairs to discuss STIP process  
November 8 – JPACT action on policy direction for 2016-18 RFFA  
November 15 – Metro Council action on policy direction for 2016-18 RFFA  
November 27 – STIP enhance applications due to Region 1  
November 28 – TPAC review and discussion of 2016-18 RFFA project solicitation packet

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#### Winter

- Review of existing performance measurement data (part of federal Congestion Management Process)

December - Release 2016-18 RFFA solicitation packet

**December 6 – STIP project applications distributed to JPACT and Region 1 STIP Committee\***

### 2013

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#### Winter/Spring

-Review region-wide programs (TOD, RTO, TSMO, Corridor Development, TriMet & SMART 5307)  
-Review TriMet 5-year Transit Investment Plan

**February 14 – JPACT provides input on the 150 percent STIP projects to the Region 1 STIP Committee\***

March 15 – RFFA applications due for Active Transportation/Complete Streets and Green Economy/Freight Initiative projects. 150 percent list of Regional Economic Opportunity Fund projects due to Metro. Begin evaluation of all projects.

March 15 – Region 1 STIP Committee submit 150 percent recommendations to ODOT Region 1 (March – July – ODOT Region 1 scopes the 150 percent list of STIP projects)

March 21 – ODOT Region 1 provide the 150 percent STIP projects to TDD for distribution to OTC, OFAC and Joint TE-OBPAC Committee

April – conduct technical evaluations of projects by Metro staff for REOF projects and local agency staff for Community Investment projects.

**May – early June – Metro conduct joint public comment period on Step 1, 2 and 3 RFFA project, and ODOT Region 1 STIP Enhance 150 percent list and Fix-It projects\***

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#### Summer/Fall

June 19 – OTC, OFAC and Joint TE-OBPAC Committee provide input on 150 percent list

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July 22 – ODOT Region 1 provides STIP project scoping information to Area Managers and Region 1 STIP Committee chair. STIP Committee and Region 1 begin developing project recommendation lists.

June - August – Local prioritization of Community Investment projects. Regional prioritization of REOF projects.

***August 8 – JPACT provides input to the Region 1 STIP Committee on the STIP projects.\****

August 23 – TPAC recommendation to JPACT for adoption of 2016-18 RFFA projects and 2015-18 MTIP.

September 12 – JPACT and Metro Council adopt 2016-18 RFFA projects and 2015-18 MTIP.

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## **Fall/Winter**

Submit proposed MTIP to ODOT for inclusion in Draft STIP by Oct 1

Region STIP Coordinators upload project list into PCSX by Oct 31

October 4 – ODOT regions provide STIP project recommendations to TDD for compilation and OTC consideration.

October 7 – November 13 – OTC review of STIP project recommendations and allocation of discretionary 20 percent.

November/December – Draft STIP prepared for public review process

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## **2014**

### **Jan**

OTC & JPACT release STIP & MTIP for public review

### **March 1**

Public review of Draft TIPs complete

### **March - June**

JPACT/Council act on any adjustments based on public comments (March TPAC, April JPACT)

Air quality conformity analysis and determination process

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### **June – July**

Final STIP prepared and reviewed with ACTs, MPOs, other stakeholders

### **August**

OTC review and approve Final 2015-18 STIP

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### **September**

FHWA/FTA approval of STIP and air quality conformity of MTIP

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***\*Bold and italicized items are coordination points between the STIP and MTIP process.***

## **STAFF REPORT**

### **FOR THE PURPOSE OF ADOPTING THE POLICY DIRECTION TO THE REGIONAL FLEXIBLE FUNDING ALLOCATION (RFFA) PROCESS FOR FEDERAL FISCAL YEARS 2016-18**

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Date: October 31, 2012

Prepared by: Josh Naramore

## **BACKGROUND**

Regional flexible funds are an element of the funds programmed within the Metropolitan Transportation Improvement Program (MTIP). The Metropolitan region is preparing to prioritize transportation projects and program activities to receive regional flexible funds available in the federal fiscal years 2016 through 2018. This report provides the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council's policy direction for the allocation of these funds.

The process for updating these policies first involved discussions by engaging agency technical staff at TPAC, JPACT, and Metro Council members to provide policy direction to allocate the estimated \$98 million available to region from 2016-18. Metro staff has used the TPAC and JPACT meeting discussions to produce this Policy Report. The revised approach to allocating Regional Flexible Funds proposed in this report is intended to develop a more collaborative method for supporting transportation investments that keep our neighborhoods safe, support sustainable economic growth, and make the most of the existing investments our region has already made in existing public structures.

The new three step process builds upon the 2014-15 RFFA process for Step 1 regional programs and Step 2 Community Investment Funds for Active Transportation/Complete Streets and Green Economy/Freight Initiatives. It also established a Step 3 Regional Economic Opportunity Fund to fund regional priority projects identified by JPACT and the Metro Council.

Metro and ODOT update the MTIP/STIP every two years to schedule funding for the following four-year period. The 2016-18 RFFA process is a component of the four-year period of federal fiscal years 2015 through 2018. This update will therefore adjust, as necessary, funds already allocated to projects in fiscal years 2014 and 2015 in the current approved MTIP. It will also allocate funds to new projects in the last three years (2016 and 2018) of the new MTIP.

The regional flexible funds available for the 2016-18 allocation are composed of three 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 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 third category is Transportation Alternatives, new from MAP-21 that consolidated Transportation Enhancements, Safe Routes to Schools, and Recreational Trails funding.

In the previous two allocation processes, regional flexible funds have been allocated in two steps. The first step was to allocate funds to existing regional transportation programs: metropolitan transportation planning, transit oriented development, regional travel options, transportation system management & operations, and high capacity transit development and capital construction. Step two was an allocation to local agencies for a variety of transportation projects. The 2016-18 process will add a third step of allocating \$34 million to projects as part of a Regional Economic Opportunity Fund (REOF)

The policy report in Exhibit A responds to direction received from JPACT discussion at their September and October meetings. The policy direction outlined in report includes:

- STEP 1 - Support of funding for existing region wide programs. JPACT will review these programs prior to the final allocation of funding in the September 2013.
- STEP 2 - Continued support of two Community Investment project focus areas providing direction to local agencies to develop projects for allocating funds:
  - Active Transportation/Complete Streets
  - Green Economy/Freight Initiatives
  - Directions to develop the project proposals for these focus areas through a collaborative process involving impacted stakeholders.
- STEP 3 – Development of a new Regional Economic Opportunity Fund

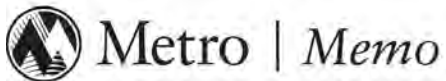
<b>Anticipated 2016-18 Regional Flexible Funds</b>	
<b>Step 1 – Region Wide Programs</b>	
• Transit Oriented Development	\$9.19 million
• TSMO/ITS	\$4.64 million
• Regional Travel Options	\$7.01 million
• Regional MPO Planning (In-Lieu of Dues)	\$3.63 million
• Corridor & Systems Planning	\$1.54 million
<b>Step 1 TOTAL</b>	<b>\$26.01 million</b>
<b>Step 2 – Community Investment Fund Projects</b>	
• Active Transportation/Complete Streets	\$26.07 million
• Green Economy/Freight Initiatives	\$8.7 million
<b>Step 2 TOTAL</b>	<b>\$34.77 million</b>
<b>Step 3 – Regional Economic Opportunity Fund</b>	<b>\$33.80 million</b>
<b>GRAND TOTAL</b>	<b>\$94.58 million</b>

## ANALYSIS/INFORMATION

1. **Known Opposition** None known at this time.
2. **Legal Antecedents** Updates the 2014-15 Regional Flexible Fund Allocation Policy Report, adopted by Metro Council Resolution 10-4160 on July 20, 2010 (FOR THE PURPOSE OF ADOPTING THE POLICY DIRECTION AND PROGRAM OBJECTIVES FOR THE 2014-15 REGIONAL FLEXIBLE FUNDING ALLOCATION PROCESS AND 2012-15 METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM (MTIP)).
3. **Anticipated Effects** Adoption of this resolution will provide the policy direction, program objectives and procedures that will be used during the 2016-18 Regional Flexible Fund Allocation process to nominate, evaluate and select projects to receive federal transportation funds as described in Exhibit A of Resolution 12-4383.
4. **Budget Impacts** there are no impacts for Metro's current budget. This resolution proposes policy for determining future allocations. The amounts are illustrative and rely on a continuation of funding at historic levels with modest inflationary increases of three percent. The proposal maintains Step One funding for MPA functions on the same proportion and requires the same 10.27 percent match from local participants. Final allocations will depend on available federal finding.

## RECOMMENDED ACTION

Metro staff recommends the approval of Resolution No. 12-4383.



Date: October 31, 2012  
To: JPACT  
From: Mike Hoglund, Research Center  
Gerry Uba, Planning and Development  
Subject: Regional 2035 Forecast Distribution Coordination (Population and Employment Forecast at Local Level)

At your November 8, 2012 meeting, Metro staff will present the regional 2035 population and employment forecast distribution for review and discussion. Both the household and employment distributions are to the transportation analysis zone (TAZ) and local jurisdiction level and represent Metro's statutory requirement to deliver the forecast distribution to cities and counties within the Metro boundary. The Metro Council is scheduled to conduct a public hearing and vote on an ordinance to approve the distribution at their meeting on November 29, 2012.

The distribution process began in 2010 and the first phase, completed earlier this year, involved confirming regional land capacity [also called buildable land inventory (BLI) or supply capacity] through the analysis of local zoning information and redevelopment thresholds. The capacity review relied heavily on local government information and review and comment.

The second phase of the project was completed last month with the actual distribution of forecast demand to the year 2035. This phase involved using Metro's land use (i.e., MetroScope) and transportation models to match regional demand (the seven-county forecast) with regional land capacity at the TAZ geography. After extensive review and input from local governments, the final draft of the growth forecast distribution was presented to the regional planning directors in September and to TPAC and MTAC in October. The growth distribution represents a joint coordinated forecast effort between Metro, agencies and local governments. The actual growth distribution assesses where households and employees will live and work in the future based on economic factors, access between places and land development policy assumptions and trends.

The forecast distribution is essential for local and regional planning. Local governments utilize the distribution to update their comprehensive plans (through periodic review) and are required to base their updates on a coordinated forecast. Counties are responsible for coordinating the forecast for areas outside of the Metro area and will use the coordinated forecast as the basis for this distribution as well. The distribution supports local transportation system plan (TSP) updates and various local planning activities.

At the regional level, Metro will use a year 2040 version of this distribution to inform the next Regional Transportation Plan (RTP) update. The distribution also supports transportation corridor planning. The distribution can support school districts in enrollment forecasting and facility planning, as well as

support special districts in the region, such as water, sewer and fire districts, in updating their facility plans and emergency preparedness plans. TriMet will benefit from using the distribution in forecasting future ridership, mapping travel patterns and service planning for MAX, streetcar and bus service.

The Oregon Department of Land Conservation and Development requested and Metro staff proposed to the Metro Council to adopt the distribution by ordinance (attached), so that it can be acknowledged by DLCD as part of Metro's planning documents to support planning coordination. The Metro Policy Advisory Committee will review the distribution on November 14, 2012.

Once adopted, planning analytical tools will be revised to reflect the new distribution. In addition, a research agenda has been suggested through the local review process to target specific enhancements around assumptions for the amount and location of redevelopment in the region and to better understand housing preferences (single-family vs. multi-family) as we move through the next forecast process in 2014.

DRAFT

## WASHINGTON COUNTY

**Distribution Adjustments completed (September 3, 2012):** Add an explanation of the consensus that was reached by Metro and the local government during the comment and response period (August 15 – September 5, 2012).

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**From:** Steve Kelley [mailto:Steve\_Kelley@co.washington.or.us]  
**Sent:** Monday, September 03, 2012 12:06 PM  
**To:** Dennis Yee  
**Cc:** Brian Hanes; Andy Back  
**Subject:** Regional Growth Allocations Review - Washington County Unincorporated TAZ's

Dennis;

In case you did not receive this last week (Brian attempted to get it to you but we were having Network & E-mail system problems Thursday & Friday -- hopefully, they are fixed )  
- I seem to have a long list of "Delivery Status Notifications" in my inbox.

**Here's the link to our TAZ Review file posted on our FTP server.**

<FTP://tbq5.co.washington.or.us/Metro>

There is a worksheet tab in the **Wash-Co 2045-Employ-Cap-by-TAZ June-2012.xls** workbook titled: **"Wash Co Review 2045"** - This table shows estimates of post 2040 capacity estimates (surplus / deficit) for both jobs and housing units. The purpose of this methodology is to allow you / MetroScope to determine the timing and amount of the allocations as long as they do not exceed estimated 2045 capacity.

(I think that the majority of the estimated 2045 capacities in Washington County could be achieved by 2030 if the demand existed - (all services with the possible exception of transportation could be provided by that time).

Give me a call if you have any questions or would like to continue our growth allocations discussion.

**Also note:**

- 1) I have an e-mail from Dick Reynolds in Cornelius - he apparently wants to discuss the allocations before responding to your questions to him. I will attempt to call him some time early this week.
- 2) **We remain concerned about the capacity estimates in Portland and plan to review the long-term allocations to currently developed lands in areas outside of downtown.**
- 3) **We would also like to see the transportation model outputs for 2030 to 2040. I don't think it makes much sense to sanction growth allocations that cannot 'reasonably' be accommodated by our transportation system.**

Steve

*Steven D. Kelley, Senior Planner  
Washington County - Dept. of Land Use and Transportation  
155 N. First Ave. - Suite 350-14  
Hillsboro, OR. 97124  
Phone: (503) 846-3593  
E-Mail: [steve\\_kelley@co.washington.or.us](mailto:steve_kelley@co.washington.or.us)*

**FORM 1** ☒ **DLCD Notice of Proposed Amendment or**  
☐ **Periodic Review work Task Proposed Hearing or**  
☐ **Urban Growth Boundary or Urban Reserve Area**

**THIS COMPLETED FORM**, including the text of the amendment and any supplemental information, **must be submitted to DLCD's Salem office at least 35 DAYS PRIOR TO THE FIRST EVIDENTIARY HEARING** ORS 197.610, OAR 660-018-0020 and OAR 660-025-0080

Jurisdiction: **Metro**

Date of First Evidentiary Hearing: **11/29/2012**

Local File Number: **Ordinance No. 12-1292**

Date of Final Hearing:

Is this a **REVISION** to a previously submitted proposal? ☒ No ☐ Yes Original submittal date:

☐ Comprehensive Plan Text Amendment(s)

☐ Comprehensive Plan Map Amendment(s)

☐ Land Use Regulation Amendment(s)

☐ Zoning Map Amendment(s)

☐ Transportation System Plan Amendment(s)

☐ Urban Growth Boundary Amendment(s)

☐ Periodic Review Work Task Number \_\_\_\_\_

☐ Urban Reserve Area Amendment(s)

☒ Other (please describe): **Adoption of population forecas**

**The proposed ordinance adopts the distribution of Metro's forecasted 2035 population and employment growth to local governments in the Metro region.**

**Briefly Summarize Proposal in plain language IN THIS SPACE (maximum 500 characters):**

Has sufficient information been included to advise DLCD of the effect of proposal?

☒ Yes, text is included

Are Map changes included: minimum 8½"x11" color maps of Current and Proposed designations.

☐ Yes, Maps included

Plan map change from:

To:

Zone map change from:

To:

Location of property (Site address and TRS):

Previous density range:

New density range:

Acres involved:

Applicable statewide planning goals:

<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>9</b>	<b>10</b>	<b>11</b>	<b>12</b>	<b>13</b>	<b>14</b>	<b>15</b>	<b>16</b>	<b>17</b>	<b>18</b>	<b>19</b>
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Is an exception to a statewide planning goal proposed? ☐ YES ☒ NO Goal(s):

Affected state or federal agencies, local governments or special districts (It is jurisdiction's responsibility to notify these agencies).

Local Contact person (name and title): **Gerry Uba, Principal Regional Planner**

Phone: **503-797-1737**

Extension: **0**

Address: **600 NE Grand Ave.**

City: **Portland**

Zip: **97232-**

Fax Number: **503-797-1930**

E-mail Address: **gerry.uba@oregonmetro.gov**



Materials following this page were distributed at the meeting.



**Oregon Passenger Rail Project**  
**Tier 1 Environmental Impact Statement**  
**Revised Draft Purpose and Need Statement**  
***November 1, 2012***

**Purpose**

The purpose of the Oregon Passenger Rail Project is to improve the frequency, convenience, speed and reliability of passenger rail service along the Oregon segment of the federally-designated Pacific Northwest Rail Corridor (PNWRC) in a manner that will:

- Provide riders with an efficient, safe, equitable and affordable alternative to highway, bus, and air travel;
- Be a cost-effective investment;
- Protect freight-rail carrying capability;
- Support the implementation of the regional high speed inter-city passenger rail in the PNWRC between the Eugene-Springfield metropolitan area and Vancouver, British Columbia;
- Be compatible with the Washington State portion of the PNWRC;
- Promote economic development;
- Avoid or mitigate community and environmental impacts; and
- Integrate with existing and planned multi-modal transportation networks.

**Need**

Multiple transportation, land use, socio-economic, and environmental considerations drive the need for this project, including:

• **Increasing Intercity and Regional Travel Demands**

Eight of the ten largest cities in Oregon are within the corridor, including the state's three largest metropolitan areas of Portland, Salem-Keizer, and Eugene-Springfield. Willamette Valley population growth has increased intercity and regional travel demands, resulting in decreased highway mobility and increased demand for alternative travel modes including rail for business, personal, and tourist travel. Passenger rail ridership on the existing state-sponsored Cascade service between Portland and Eugene (that also serves stations in Oregon City, Salem, and Albany) has increased 22 percent since 2009 and by 238 percent since 1995, and is forecast to continue to increase with Willamette Valley population growth. Over the next 25 years, the population of the Willamette Valley is forecast to grow by approximately 35 percent, with an overall population reaching approximately 3.6 million by the year 2035. During this same period, freight volume (carried by both trains and trucks) in Oregon is expected to grow by approximately 60 percent. The increase in both freight and passenger rail demand creates a need for rail infrastructure investment.

• **Limited Rail System Capacity and Competing Service Needs**

Freight and passenger rail between Eugene and Portland have competing service needs in a corridor with limited rail system capacity. Forecast growth places added burden on the existing rail network to move both people and freight. Currently, passenger trains between Union Station in Portland and Eugene have operating rights on Union Pacific Railroad owned tracks. BNSF Railway owns the railroad tracks in the congested corridor between Union Station in Portland and Washington State.

Scheduled end-to-end passenger rail travel time between the Eugene Depot and Portland's Union Station averaged 2 hours and 40 minutes (not including delay) in 2012, approximately 40 minutes longer than the time it takes to travel the same distance in a passenger vehicle. From 2006 through 2011, passenger trains in the corridor were on time an average of approximately 65 percent of the time. Current train delay ratios in this corridor are similar to the conditions for much larger and denser rail systems. Congestion is especially observed at the Columbia River Rail Crossing as it carries trains destined north, south, and east. Existing freight rail capacity must be preserved or enhanced to be consistent with statewide and regional freight goals and forecasts. New capital investments will help alleviate existing capacity issues and create opportunities for improved freight and passenger rail operations.

- **Declining State and Local Roadway Funding**

Declining state and local roadway funding will limit the ability to fund roadway capacity projects to improve mobility. Oregon's funding outlook for financing roadway improvements is severely constrained due to lower gas tax revenue (primarily from the trend of more fuel efficient vehicles and lower vehicles miles traveled), and Oregon's repayment of bonds from recent critical transportation infrastructure improvements which reduces the funding available for future projects. Communities within the state are looking beyond roadway projects towards other types of transportation projects to leverage available funding sources for non-roadway projects to improve mobility and to provide an interconnected multimodal system that serves both regional and local networks.

- **Congestion's Effects on the Economic Vitality of the Corridor**

Increasingly congested highways and rail corridors have negative effects on the economy of communities in the Willamette Valley. Transportation investments are needed to reduce travel delay and improve economic market access and competitiveness. With declining state and local roadway funding, rail infrastructure investments can reduce congestion's effect on the economic vitality of the corridor. Rail infrastructure investments with improved passenger rail operations and improved infrastructure for freight operations will improve market access within the corridor for individuals and goods, and will improve the economic competitiveness of the communities within the Willamette Valley and Oregon as a whole.

- **Promoting Transportation System Safety and Security**

Stability and security of both rail passengers and the surface transportation system within the corridor can be bolstered by providing viable alternatives to highway travel. Per passenger mile traveled, rail has historically had lower fatality rates than highway travel. If there is a major accident or prolonged disruption to travel on I-5, travelers will need options to move through the project corridor. Improved passenger rail service would increase the resiliency of the transportation system in the corridor. Finally, there is a need to address the long-term rail safety for freight and passenger rail on existing shared railroad right-of-way.

- **Changing Transportation Demand resulting from Demographic Changes**

Demographics are changing the transportation demand nationally and within the corridor. Between 2000 and 2010, Oregon's population became older with fewer households having access to an automobile. In the United States, the per capita vehicle miles traveled annually decreased 6 percent between 2004 and 2011, and between 2001 and 2009, the average annual number of vehicle miles traveled by 16 to 34 year olds decreased 23 percent. In urbanized areas, a growing number of people of legal driving age are also choosing a car-free lifestyle. Nationally, from 2000 to 2010, the

proportion of 14 to 34-year olds without a driver's licenses increased from 21 to 26 percent. Because transportation demographics are changing the transportation demand, populations will increasingly rely on non-auto transportation options for intercity travel.

## 2016-18 Regional Flexible Funds Allocation (RFFA)

November 8, 2012 JPACT  
Ted Leybold & Josh Naramore



### October JPACT Direction #1

- Continue policy direction from 2014-15 for 2016-18 RFFA
  - Region wide Programs - \$26 million
  - Active Transportation/Complete Streets - \$26 million
  - Green Economy/Freight Initiatives - \$8.7 million
  - Uses process and project criteria from 2014-15
- Unanimous vote for Option 3 for allocating additional 2016-18 funds

## October JPACT Direction #2

- Create Regional Economic Opportunity Fund
  - Project criteria developed using:
    - TIGER criteria
    - Community Investment Initiative recommendations
    - Greater Portland Export Plan
    - Regional Industrial Site Readiness Project



3

## October JPACT Direction #3

- Metro Staff Recommendation for Regional Economic Opportunity Fund:
  - Up to 2 applications totaling \$10 million from:
    - 3 County coordinating committees and City of Portland
    - TriMet & Port of Portland
  - Applications evaluated by Metro staff using TIGER criteria (April 2013)
  - Public comment on proposed projects (June 2013)
  - JPACT decision on projects (Sept. 2013)

4

## October JPACT Direction #4

- JPACT action requested that REOF criteria include:
  - Equity & environmental justice
  - Implementing projects from corridor plans
  - Integrating recommendations from RTSP
  - Expedited process



5

## Next Steps

- Adoption of RFFA policy report with criteria and process
- Project solicitation packet, process details and measures at Nov. 28 TPAC



6

# Comments received on criteria proposed for the 2015-18 Metropolitan Transportation Improvement Program for JPACT

Comments received from Oct. 12 to Nov. 7, 2012.

Nov. 8, 2012 JPACT meeting



HOME

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PLACES AND ACTIVITIES

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SUSTAINABLE LIVING

PLANNING AND CONSERVATION

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503-797-1804 TDD  
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October 25, 2012 3:50 PM

## Transportation fund aims to boost economy, make more equitable access to jobs

The Portland area could invest \$34 million in transportation projects that create jobs, make safer streets and improve access to jobs for low-income and minority communities.

Those are some of the primary criteria proposed to guide regional investment in a new Regional Economic Opportunity Fund. The fund is the invention of regional elected officials and transportation agency leaders who serve on the Joint Policy Advisory Committee on Transportation, a panel that, along with the Metro Council, controls federal transportation investments in the region.

See also: JPACT will focus on jobs for additional \$38 million in transportation funds (Oct. 11, 2012)

Metro planners have turned the general guidance from JPACT into a proposal on how specifically to judge whether a project is worthy of funding. The proposal's criteria will be aired for their first public discussion on Friday at the Transportation Policy Alternatives Committee, comprised mainly of transportation planners from cities and counties across the region.

A final decision on the criteria expected at the Nov. 8 JPACT meeting, which subsequently has to be affirmed by the Metro Council. In December, Metro staff will publish evaluation measures, the specific ways the criteria will be measured.

The \$34 million is part of a three-year pool of federal programs, known as regional flexible funds, which are expected to provide about \$94 million to the region in 2016-18. Though the funds overall make up only 4 percent of regionwide transportation investments, they attract considerable attention because they can be spent on a wide variety of local projects. Over about 15 years, flexible funds provided about half the financing for the regional trails used for recreation and bicycle commuting. The funds also have financed road projects that unlock freight bottlenecks and provide safe pedestrian crossings.

### Comment on the funding formula

JPACT takes public comment on the Flexible Funds criteria and measures. The public can email comments on the criteria by noon Nov. 7 to [trans@oregonmetro.gov](mailto:trans@oregonmetro.gov) for inclusion in Nov. 8 JPACT meeting materials. Draft criteria are available in the packet for the Oct. 26 TPAC meeting and a revised draft will be available Nov. 1 in the packet for the Nov. 8 JPACT meeting. In November, Metro will offer a public comment opportunity on draft evaluation measures for the criteria, which staff will finalize in early December.

In the last funding cycle for the program, regional leaders in 2011 approved several projects that could nurture the economy and improve transportation access for low-income and minority communities. A \$1.5 million project in Forest Grove will improve truck and bicycle access at the intersection of Highway 8 and Highway 47, which serves two key freight routes. A \$3.2 million project in Portland will provide safe pedestrian crossings and sidewalk improvements to Southeast Foster Road, from Southeast 50th to Southeast 84th Avenue, where Metro's data shows a higher than average concentration of minority, low-income and elderly populations.

Advocacy groups have recently taken aim at the program. Some called for more investment in active transportation – infrastructure that makes it safer to bike walk or take public transit. Others pushed for more road improvements near industrial sites where new businesses could take root.

Transportation panel says focus investments on 'jobs, jobs, jobs' (Sept. 14, 2012)

In addition to the \$34 million for the new economic fund, JPACT has directed staff to split another \$35 million between two categories it created in 2011: 75 percent for active transportation/ complete streets and 25 percent for green economy/freight. The criteria for those programs is anticipated to be largely the same as the region used when it made funding decisions on those programs last year.

The economic opportunity fund was previously expected to have \$38 million to invest, but recent estimates from federal and state officials have revised that figure to \$34 million.

[Learn more about the Joint Policy Advisory Committee on Transportation](#)

[Learn more about Regional Flexible Funding](#)

[Learn more about Metro's role as the Metropolitan Planning Organization for the Portland region](#)

**SHARE THIS:**

## Susan Patterson-Sale

---

**From:** rswaren2002@comcast.net  
**Sent:** Tuesday, October 30, 2012 4:56 PM  
**To:** Trans System Accounts  
**Subject:** Re: Flexible Funds criteria

To: JPACT Members,

I don't think the Flexible Funding amounts should be singled out to "minority and low income areas" as is being proposed. I lived in a low income area on SE 140th and Foster Rd. growing up and we didn't get any special help; Our street was pockmarked with holes and never paved, but it didn't affect our performance in school. I even started college a year early. A lot of so called low income people are here temporarily or have quite a few advocates already figuring out benefits that they can get. What about those of us who have never gotten those special advocates? What about those who have to pay the taxes to fund these programs? If you have income below an arbitrary line you can qualify for a number of programs that provide value to you. How is this fair, then, for those people who are just above this level of income and never get any of those benefits?

As long as there are generous benefits and programs like this it will attract people looking specifically for such things. This is unfair to those who work hard to play by the rules and don't cheat and are honest in their dealing with government, and could unfairly advantage those who try to game the system.

Ron Swaren  
SE Portland

618  
NORTHWEST  
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SUITE 401  
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BTAOREGON.ORG  
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226  
0676  
F503  
226  
0498

November 7, 2012

Joint Policy Advisory Committee on Transportation  
Metro Regional Government  
600 NE Grand Avenue  
Portland, OR 97232

**Re: Resolution No. 12-4383: 2015-2018 Metropolitan Transportation Improvement Program Regional Flexible Fund Allocation Policy Report**

Dear Chair Collette and JPACT Members,

The Bicycle Transportation Alliance would like to thank you for the continued discussion on how to make the best use of our limited transportation dollars as we work to make the Metro region safe, healthy and accessible for all road users. As we move the decision forward on how to allocate the \$33.8 million dollars in the Step 3 Regional Economic Opportunity Fund, it is imperative that JPACT, Metro staff and community partners continue to work together to design a program where all proposed projects must undergo a transparent and competitive selection process and requires project selection criteria that supports the outcomes of the Regional Transportation Plan (RTP).

The Bicycle Transportation Alliance (BTA) is supportive of much of the work that has been done on the 2016 -2018 RFFA Policy Report especially in the inclusion of livability, environmental sustainability and safety criteria and we recommend it's adoption. However, we ask that the 2016-2018 RFFA Policy Report include the following amendments:

**Transparent and competitive selection process**

Our vision for transformative regional communities is to move toward "mode-blind" transportation funding programs such as this new Regional Economic Opportunity Fund (REOF) and the ODOT Enhance-it Fund. We believe that it is the responsibility of JPACT, Metro staff and community partners to ensure that projects are selected through a fair process that supports regional priority outcomes. While the RFFA Policy Report implies that each of projects will undergo a prioritization by Metro staff, we ask that RFFA Policy Report be amended to explicitly say that ALL projects must be scored using the criteria and their ranking be made public prior to the stakeholder outreach process and the final project list approved for funding.

**Adopt program criteria that supports the outcomes of the RTP**

The RTP is the blueprint for all transportation priorities and outcomes for our region. It is critical that all of Metro's funding programs align with the RTP outcomes and strive to reach the RTP performance targets. We believe that the recommended criteria for scoping and prioritization of REOF projects is close to this goal. There is still work to be done to strengthen the criteria to meet our performance targets with respect to equity and environmental stewardship. We ask that Metro staff continues to work with community partners to clearly define how the criteria aligns with the RTP, strengthen criteria in the equity and environmental stewardship areas to more closely align with the RTP and determine the weighting of each of the priorities.

In closing I would like to reiterate that the BTA is very grateful to be building a working relationship with Metro staff and JPACT members that allows us to have this full and frank dialog. As public servants you are in the position of balancing many competing interests and we greatly value your work.

Sincerely,



Rob Sadowsky  
Executive Director



**Dylan Rivera**

---

**Subject:** FW: CLF Comments on REOF Criteria

-----Original message-----

**From:** Ron Carley <[ron@clfuture.org](mailto:ron@clfuture.org)>

**To:** Tom Hughes <[Tom.Hughes@oregonmetro.gov](mailto:Tom.Hughes@oregonmetro.gov)>, Shirley Craddick <[Shirley.Craddick@oregonmetro.gov](mailto:Shirley.Craddick@oregonmetro.gov)>, Carlotta Collette <[Carlotta.Collette@oregonmetro.gov](mailto:Carlotta.Collette@oregonmetro.gov)>, Carl Hosticka <[Carl.Hosticka@oregonmetro.gov](mailto:Carl.Hosticka@oregonmetro.gov)>, Kathryn Harrington <[Kathryn.Harrington@oregonmetro.gov](mailto:Kathryn.Harrington@oregonmetro.gov)>, Rex Burkholder <[Rex.Burkholder@oregonmetro.gov](mailto:Rex.Burkholder@oregonmetro.gov)>, Barbara Roberts <[Barbara.Roberts@oregonmetro.gov](mailto:Barbara.Roberts@oregonmetro.gov)>

**Sent:** Thu, Nov 8, 2012 03:00:38 GMT+00:00

**Subject:** CLF Comments on REOF Criteria

President Hughes and Councilors,

Unfortunately, I will not be able to attend tomorrow's (probably today's by the time you read this) Council meeting. Ironically, I will be in the Bay area meeting with representatives from the Robert Wood Johnson Foundation discussing CLF's Regional Equity Project and how it applies to regional policy. However, I wanted to offer comments on your decision regarding the REOF criteria.

Last month, a group of organizations representing cultural, environmental, economic development, business, consumer, public health, bicycling, land use, and walking organizations came together asking JPACT to support our region's commitment to equity when determining how to spend the Regional Flexible Funds. The REOF criteria before you from Metro staff responds to JPACT's direction to support job creation while also addressing the value of equity in our regional decision-making. This is just the type of policy that reflects the goals of Metro's own work to establish an agency wide equity strategy.

I encourage you to adopt these criteria and apply them to all of the \$33.8 million being allocated to the REOF. When putting equity into practice it is vital to honor the process, time and effort of the many individuals and organizations that provided input on the substance of the matter....in this case, the REOF criteria.

We look forward to working with you and staff in developing appropriate evaluation measures for these criteria.

Respectfully,  
Ron Carley



Ron Carley, Executive Director  
503.294.2889 • [ron@clfuture.org](mailto:ron@clfuture.org)  
[Coalition for a Livable Future](#)  
[Follow CLF on Facebook](#)

# *East Multnomah County Transportation Committee*

City of Fairview City of Gresham City of Troutdale City of Wood Village Multnomah County Port of Portland

November 7, 2012

Carlotta Collette, Chair  
Joint Policy Advisory Committee on Transportation  
600 NE Grand Avenue  
Portland, OR 97232

Subject: Regional Economic Opportunity Fund Project Prioritization for East County and Funding Schedules

Dear Carlotta,

With the region working on identifying projects for both STIP and MTIP funding, EMCTC recognizes the importance of being strategic in considering appropriate projects for different funding sources and criteria. Considering the overlap between the proposed schedules for STIP and MTIP, EMCTC supports a schedule that would allow for flexibility and certainty in identifying the region's priority projects to ensure the top projects are funded. This could include allowing some flexibility between the release of the 150% STIP project list and the MTIP application due date or a process to expedite REOF projects prior to the STIP 150% project list release.

EMCTC agreed to prioritize the REOF projects to address the timeline constraints. At a time where funding continues to be a challenge, EMCTC, as the transportation coordinating committee for East Multnomah County appreciates the opportunity to be able to identify local priorities. EMCTC identified the following two projects as our priorities for the Regional Economic Opportunity Fund (REOF):

- NE 238<sup>th</sup> Drive PE/Design/ROW Project is the priority project that was identified as part of the recent completion of the East Metro Connections Plan by the East County cities of Gresham, Wood Village, Fairview and Troutdale, along with Multnomah County; and
- I-84/Troutdale interchange with support for local roads has been identified as a priority for the region through the most recent TIGER process and includes improvements to access to the Troutdale Reynolds Industrial Park for all users and expands job creation opportunities within the 345-acre industrial site.

By identifying the local priorities for this category of funding we hope that this may reduce the need for Metro staff to process a number of applications to prepare for a JPACT discussion on the 150% list prior to the public review period. By expediting this work we can get money out the door sooner, build projects to address regional needs and create jobs.

We thank you for considering our comments as the region moves forward with the MTIP process.

Sincerely,



Diane McKeel  
Multnomah County Commissioner  
Chair, East Multnomah County Transportation Committee



# WASHINGTON COUNTY

## OREGON

November 6, 2012

Carlotta Collette, JPACT Chair  
Metro  
600 NE Grand Avenue  
Portland, OR 97232-2736

Dear Chair Collette:

On November 5 the Washington County Coordinating Committee (WCCC) discussed the 2016-18 Regional Flexible Funds Allocation (RFFA) process. Committee members were concerned that the currently proposed process for nominating Regional Economic Opportunity Fund (REOF) candidate projects would not expeditiously address important objectives of the fund such as economic opportunity, job creation and access to industrial lands.

To meet these objectives and to expedite the RFFA process to ensure greater certainty for employers currently looking to expand or locate in the Hillsboro industrial area, the WCCC requests that JPACT include the Highway 26/Brookwood interchange project now as Washington County's single priority for REOF funds. Including this project now sends an early and positive signal to existing and prospective new businesses that we, as a region, are serious about improving our economy and addressing significant industrial access concerns. We understand that this decision does not guarantee RFFA funding for this project, and only adds it to the 150 percent list for public review and comment. We believe, however, that doing this earlier rather than later in the process is important to the project's success and in setting a positive tone. Furthermore, our staff is prepared to work with Metro staff as needed to examine any opportunities to expedite the overall decision process by advancing deadlines for any intermediate steps in the process.

We appreciate your consideration of this request, and look forward to making this an efficient and productive RFFA process for everyone.

Sincerely,

Roy Rogers  
WCCC Chair

cc: Board of County Commissioners  
Andrew Singelakis, Director of Land Use & Transportation  
Craig Dirksen, Cities of Washington County Representative





# Metro 2010 – 2035 Growth distribution



## Presentation to JPACT



Mike Hoglund, Metro Research Center  
November 8, 2012



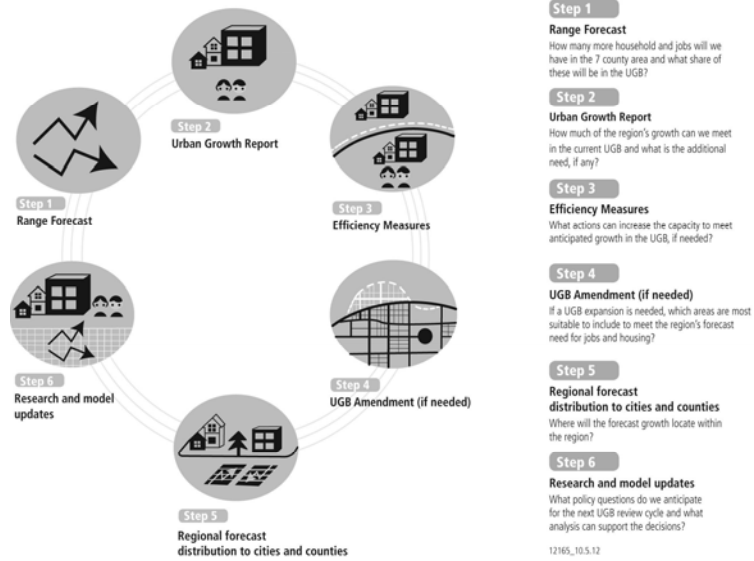
## Background

- Helping us build the future we want
- Supporting good jobs and safe, healthy communities
- Based on existing work, informed by local information
- Required by Oregon law





## Growth Management/Population and Employment 5-Year Coordination Process



3

## What the information entails

- Distribution of single-family and multi-family housing units
- Distribution of different types of employment



4

## How this supports ongoing efforts

- Local governments:
  - Comprehensive plan updates
  - Transportation system plan updates
  - Plan for extension and upgrade of pipes, roads, other essential public structures
  - Coordination planning in areas outside UGB
- Special districts and schools facility planning and enrollment forecasting

5

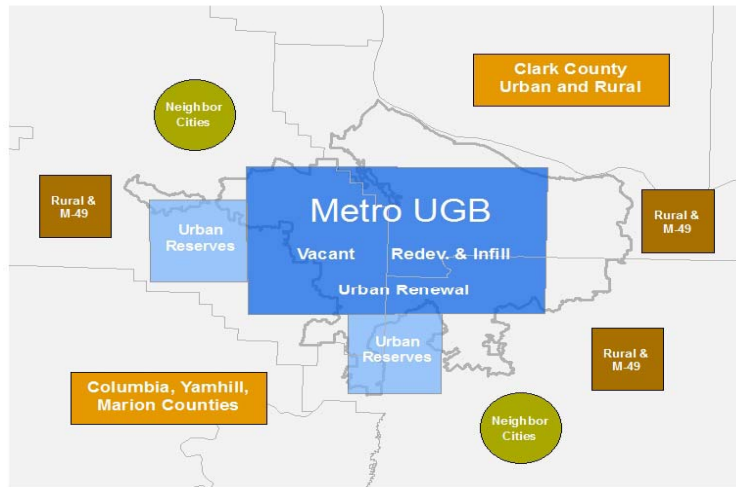
## How this supports ongoing efforts

- Climate Smart Communities
  - Informs Envision Tomorrow analysis work with local communities
- Corridor planning
  - Informs investments in transportation facilities and land use plans
- Regional Transportation Plan update (2014)
  - Helps refine and sharpen investment priorities
- The next Urban Growth Report (2014)
  - Sets the stage for the next 20-year forecast

6

## Supply assumptions

### Estimated land supply /capacity estimates (buildable land inventory)



7

## Growth distribution: elements

### Demand distribution: how does it work?



#### Policy option inputs

Transport investment – Land use regulation – Regional growth rates



#### Calculations

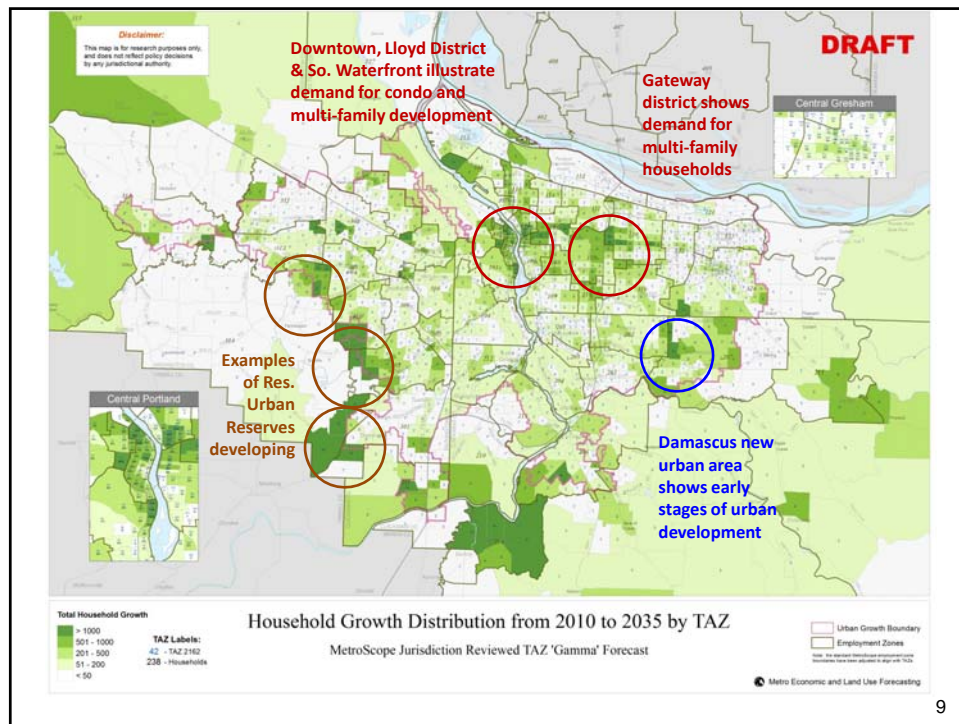
Travel, mode choice, supply of SF/ MF dwelling units, employment supply, travel times, real estate prices, household location by type, etc.



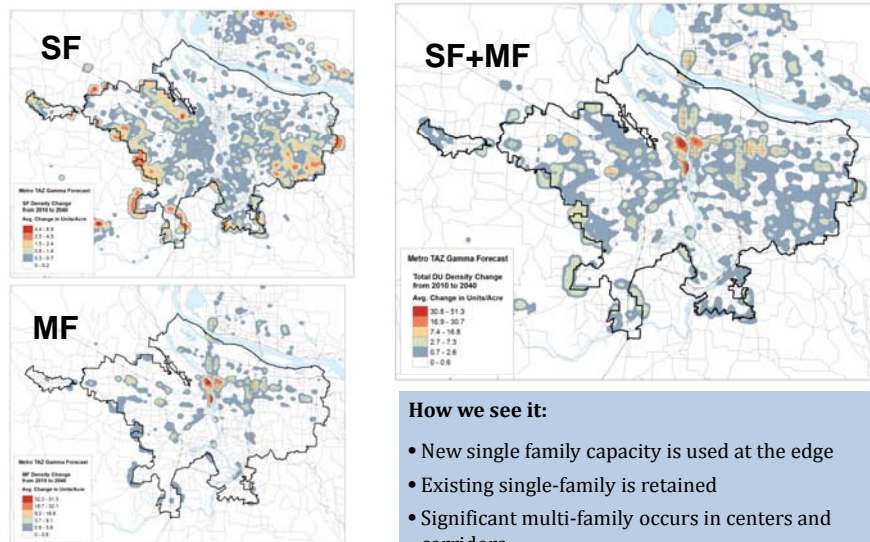
#### Evaluation indicators

VMT, mode shares, congestion, housing costs by income, transportation costs by income, infrastructure costs, GHG emissions, **land consumption**, etc.

8

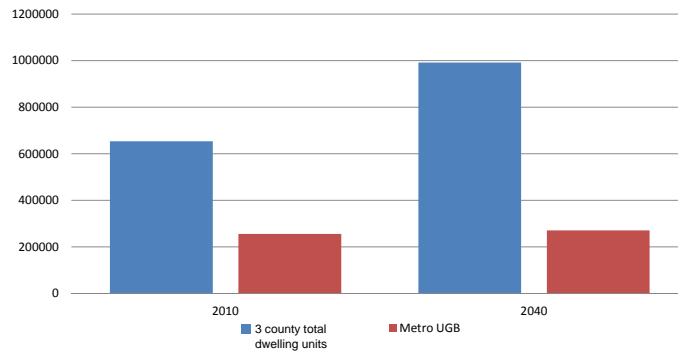


## Growth distribution: households



## Growth distribution and land consumption

3 county dwelling units in 2010 and 2035 and UGB  
in acres 2010 and 2035

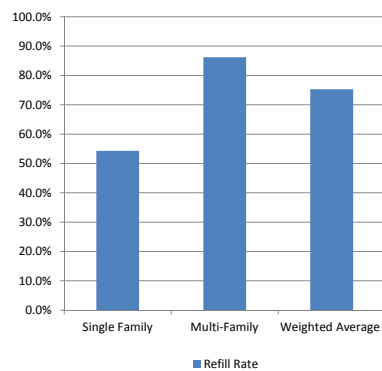


= 40% more households in 10% more area

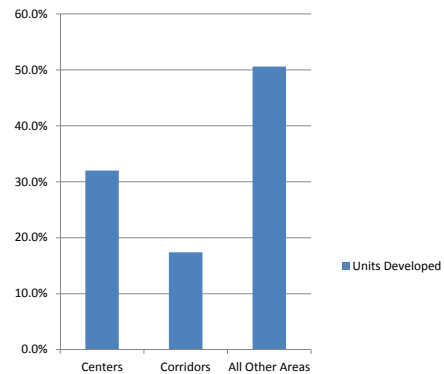
11

## What about refill, centers and corridors?

3/4 of housing growth occurs through  
redevelopment & infill (i.e. refill rate)

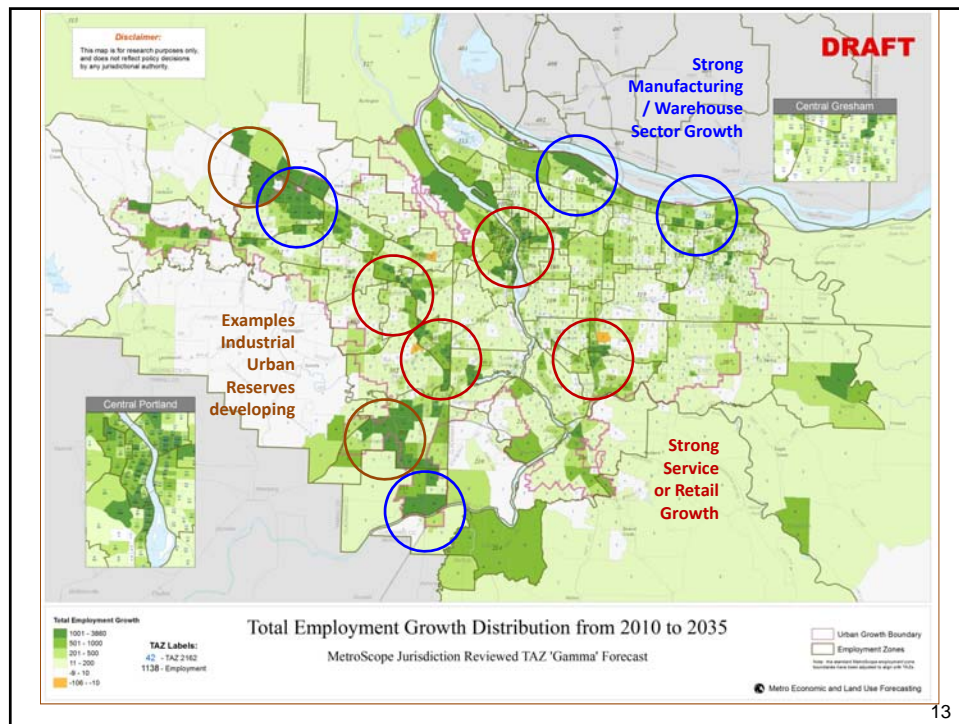


50% of units developed are in centers  
and corridors



12





## Key technical takeaways

Forecast reflects 2040 program objectives

- 32% growth in centers and 17% growth in corridors
- Strong redevelopment and infill (75% refill rate)
- Future residential density rises to 12.3 units per acre
- Growth splits of 60% multi-family and 40% single-family (2010-2035)

## Key technical takeaways

Monitoring needs:

- Single-family housing prices 2030 to 2035.
- Capture rate for single-family housing within UGB
- Commute patterns: distribution “tails” for long distance commuters begin to rise

40% increase in UGB population and 10% land absorption (2010-2035)

15

## Proposed research

Proposed improvements to the forecast distribution process:

- Residential choice study enhanced with market segmentation
- Redevelopment supply assumption refinement
- Other?



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## Conclusions

**Results:** The 2010 to 2035 Growth Distribution closely matches the 2040 Plan.

**Process:** The Growth Distribution process fully reflects local jurisdiction review and capacity for land use/comprehensive plan, redevelopment and infill capacity.

**Next:** This Growth Distribution identifies opportunities, challenges and research needs to better monitor growth over time and to enhance Metro's UGR & future Growth Distributions.

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## Review/Adoption

- Metro Technical Advisory Committee: Wednesday, Oct. 17
- First reading of ordinance: Thursday, Oct. 18
- Transportation Policy Alternatives Committee: Friday, Oct. 26
- ***Joint Policy Advisory Committee on Transportation: Thursday, Nov. 8***
- Metro Policy Advisory Committee: Wednesday, Nov. 14
- Metro Council vote: Thursday, Nov. 29

18



## Questions

Mike Hoglund  
Research Center Director  
503-797-1743  
[mike.hoglund@oregonmetro.gov](mailto:mike.hoglund@oregonmetro.gov)

Gerry Uba  
Principal Regional Planner  
503-797-1737  
[gerry.uba@oregonmetro.gov](mailto:gerry.uba@oregonmetro.gov)

**Metro Growth Distribution Process –**

**JPACT Discussion – November 8, 2012**

**Ordinance 12-1292**

**Suggested Additional “Whereas”:**

*The Metro Council will work with MPAC and JPACT to develop and implement a research agenda in conjunction with next Urban Growth Report. The research agenda will identify key policy and technical issues and a process, timeline, budget and resources to address key research topics. Research topics may include additional analysis around future housing preference, redevelopment assumptions, housing and transportation costs, or other agreed upon topics. All research would be prioritized with other needs and resource availability.*