



Metro | Memo

Date: Monday, February 7, 2011
To: JPACT
From: Amy Rose & Ted Leybold
Subject: JPACT consideration of 2014-15 Regional Flexible Fund Allocation:
Regional Flexible Fund Task Force recommendations and 2014-15 allocation
procedures

Requested JPACT Action

JPACT is being asked to provide direction on the 2014-15 regional flexible fund allocation process by:

1. Accepting the recommendations of the Regional Flexible Fund Task Force by recommending adoption of Resolution No. 11-4231.
2. Providing any additional direction on the approach and criteria for developing and assessing projects beyond the recommendations of the Task Force.
3. Providing direction on the procedures to be utilized for the allocation of 2014-15 regional flexible funds by recommending adoption of Resolution No. 11-4232.

Background

In July 2010, JPACT provided a new framework for the allocation of 2014-15 regional flexible funds and to further develop this new process:

- requested Chair Carlotta Collette appoint a task force to provide more specific policy direction for the allocation of funds within the new project focus areas of Active Transportation & Complete Streets and Green Economy & Freight Initiatives.
- directed technical staff to develop a collaborative project nomination process for these project focus areas.

The task force was charged with identifying transportation needs within the focus areas, priorities for meeting regional needs with funds available, strategies that should be employed to further development of these focus areas, and potential opportunities for collaboration between the two focus areas. The task force met five times to develop policy recommendations for coordinating and maximizing the impact of these funds. Staff used a series of identification and prioritization exercises to gather input from the task force and form a recommendation. The task force considered amendments to the draft report at its final meeting and then adopted the report. The task force report is presented for JPACT consideration as Resolution No. 11-4231.

TPAC Comments & Recommendation

Task Force recommendations (Resolution No. 11-4231)

The Transportation Policy Alternatives Committee (TPAC) reviewed the Task Force report at its January 28th meeting. TPAC discussed the report and identified the following Task Force recommendations as warranting further JPACT consideration:

1. Elevating "Ability to leverage funds" to a higher priority criterion than "Low"
2. In the Green Economy & Freight Initiatives category, whether the criteria for improving safety be broadly defined and not focused narrowly on removing conflicts with active transportation.
3. In the Active Transportation & Complete Streets category, clarify that "separating" pedestrian/bike traffic from freight and/or vehicular conflicts to improve safety can include many types and designs of facilities (cycle-tracks or bike lanes), not just new facilities on separate right-of-way.
4. Whether utilizing funding in the Green Economy & Freight Initiatives category for regional strategy and policy development is an appropriate use of these funds.

Allocation procedures (Resolution No. 11-4232)

TPAC then recommended procedures to nominate and assess projects consistent with the task force recommendations and with prior JPACT and Metro Council direction (as defined in Resolution No. 10-4160). These procedures are presented for JPACT consideration as Resolution No. 11-4232.

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ADOPTING) RESOLUTION NO. 11-4231
THE RECOMMENDATIONS OF THE)
REGIONAL FLEXIBLE FUND TASK) Introduced by Carlotta Collette
FORCE)

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

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

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

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

WHEREAS, the Transportation Policy Alternatives Committee (TPAC) approved the Task Force recommendation report on January 28, 2011; and,

WHEREAS, JPACT approved the Task Force recommendation report on February __, 2011; and,

BE IT RESOLVED that the Metro Council hereby adopts the recommendation of the Regional Flexible Funds Task Force for policy direction to the Regional RFFA process for federal fiscal years 2014-15 as described in Exhibit A attached hereto as to form.

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

Tom Hughes, Council President

Approved as to Form:

Alison Kean Campbell, Deputy Metro Attorney

www.oregonmetro.gov

Regional Flexible Fund Task Force Report

Recommendations for the allocation of
2014-15 funds

January 13, 2011

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.

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Metro Council President

Tom Hughes

Metro Councilors

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Kathryn Harrington, District 4

Rex Burkholder, District 5

Robert Liberty, District 6

Auditor

Suzanne Flynn

About the Joint Policy Advisory Committee on Transportation (JPACT)

The Joint Policy Advisory Committee on Transportation is a 17-member committee of elected officials and representatives of agencies involved in transportation that make recommendations to the Metro Council on transportation needs in this region. www.oregonmetro.gov/JPACT

JPACT Members

Carlotta Collette, Metro Council, JPACT Chair

Kathryn Harrington, Metro Council

Rex Burkholder, Metro Council

Lynn Peterson, Clackamas County

Deborah Kafoury, Multnomah County

Roy Rogers, Washington County

Sam Adams, City of Portland

Donna Jordan, City of Lake Oswego

Shane Bemis, City of Gresham

Craig Dirksen, City of Tigard

Neil McFarlane, TriMet

Jason Tell, ODOT

Nina DeConcini, DEQ

Don Wagner, WSDOT

Bill Wyatt, Port of Portland

Jack Burkman, City of Vancouver

Steve Stuart, Clark County

About the Regional Flexible Funds Task Force

Charge of the Regional Flexible Fund Task Force

The Regional Flexible Funds Task Force was charged with developing a recommendation to the Joint Policy Advisory Committee on Transportation (JPACT) on the needs, priorities, implementation strategies for investing Regional Flexible Funds in the active transportation/complete streets and green economy/freight initiatives focus areas. Staff will conduct a project nomination and evaluation process using those needs and strategies to recommend projects for funding. The Task Force may then advise JPACT and Metro Council on the project list.

The task force addressed the following questions:

1. From a user/practitioner perspective, what are the transportation needs in the region for active transportation/complete streets & green economy/freight initiatives?
2. What are the priorities for meeting regional transportation needs with the limited flexible funds available?
3. What strategies should be employed to further the development of active transportation/complete streets & green economy/freight initiatives in the region?
4. What are potential opportunities for collaboration between active transportation/complete streets & green economy/freight initiatives?

Task Force Members

Carlotta Collette, Task Force Chair

Scott Bricker, America Walks

Gary Cardwell, Northwest Container Services

Jill Fuglister, Coalition for a Livable Future

Steve Ganiere, Alliance Packaging

Alison Graves, Community Cycling Center

Matt Hoffman, Fred Meyer

Chips Janger, Clackamas County Urban Green

John MacArthur, OTREC/Portland State University

Alejandro Queral, Multnomah County Health Dept.

Phil Selinger, Willamette Pedestrian Coalition

Joseph Santos-Lyons, OPAL - Environmental Justice Oregon

Stephen Gomez, Bicycle Transportation Alliance

Ron Russ, Portland & Western Railroad

John Willis, CH2MHill

Philip Wu, MD, Kaiser Permanente

Jeff Marson, Marson Trucking

Pete Lehmann, Oracle Americas

Greg Osnes, SolarWorld

Jim Petsche, Nike

Sheila Martin, Portland State University

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INTRODUCTION

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

To achieve this, JPACT created two project "focus areas": Green Economy & Freight initiatives and Active Transportation & Complete Streets. The committee also endorsed Chair Carlotta Collette to appoint a task force to provide more specific policy direction for the allocation of funds within these new project focus areas. The task force was charged with identifying: transportation needs within the focus areas, priorities for meeting regional needs with funds available, the strategies that should be employed to further development of these focus areas, and potential opportunities for collaboration between the two focus areas.

The task force met five times to develop policy recommendations for coordinating and focusing the impact of these funds. Staff helped it consider five ways it could direct staff to select projects within the two focus areas. First was to provide direction on what types of projects (e.g. sidewalks, traffic signal improvements) should be funded. Second was whether there were particular types of destinations (e.g. mixed-use centers, transit stops, industrial areas) that should be prioritized for access improvements. Third was whether projects should be dispersed or concentrated geographically. Fourth, was whether any funds should be set aside for the development of a regional strategy to advance long-term goals for facilities too expensive to be constructed with these funds. Finally, the task force considered what criteria staff should use to develop the project scopes (definition of project elements and location) and compare the relative priority of projects to receive funds.

Staff used a series of identification and prioritization exercises to gather input from the task force on these issues. Following is the task force's recommendation on how to achieve coordinated, focused and regionally significant results within the Green Economy & Freight Initiatives and the Active Transportation & Complete Streets project focus areas.

RECOMMENDATIONS

Active Transportation & Complete Streets

Recommended approach to 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.

Recommended criteria for scoping and prioritization of projects

To help define the scope (project elements and geographic reach) of projects to be considered for funds and to prioritize among candidate projects, the following criteria will be utilized.

Table 1: Active Transportation & Complete Streets criteria

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

Green Economy & Freight Initiatives

Recommended approach to 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 for the following topics. 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. Potential topics include a strategy for how to pursue and accommodate higher speed inter-city passenger rail and improved freight rail facilities, and a strategy for the routing of hazardous materials in the region.

Criteria for scoping and prioritization of projects

To help define the scope (project elements and geographic reach) of projects to be considered for funds and to prioritize among candidate projects, the following criteria will be utilized.

Table 2: Green Economy & Freight Initiatives criteria

Relative priority	Criteria
High	Reduces freight vehicle delay
High	Project increases freight access to: <ul style="list-style-type: none"> o Industrial lands o Employment centers & local businesses o Rail facilities for regional shippers
High	Projects that help green the economy and offer economic opportunities for EJ/underserved communities
Medium	Improves safety by removing conflicts with active transportation and/or provides adequate mitigation for any potential conflicts
Medium	Reduces air toxics or particulate matter
Medium	Reduces impacts to EJ communities e.g., reduced noise, land use conflict, emissions
Medium	Increases freight reliability
Low	May not get funding otherwise
Low	Can leverage (or prepare for) future funds
Low	Reduces need for highway expansion
Low	Multi-modal component

NEXT STEPS

Metro staff will work with technical staff from transportation agencies in the region to design a collaborative project nomination process that utilizes these criteria to scope and prioritize projects to consider for funding. After this process has nominated projects for consideration, the task force will be asked to review and provide comments on the nominated projects.

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 11-4231, FOR THE PURPOSE OF ADOPTING THE RECOMMENDATIONS OF THE REGIONAL FLEXIBLE FUND TASK FORCE

Date: January 18, 2011

Prepared by: Ted Leybold and Amy Rose

BACKGROUND

Every two years the Joint Policy Advisory Committee on Transportation (JPACT) and Metro Council decide how to spend federal transportation money known locally as the Regional Flexible Funds. This process historically allocated money to both regional programs such as the Transit Oriented Development program and to individual projects planned and built by local transportation agencies. In this cycle, JPACT and the Metro Council decided that money for individual projects should be more coordinated and focused. To achieve this, JPACT and the Metro Council decided to provide more specific policy direction prior to the project nomination process and directed that a more collaborative project nomination process between regional and local agencies be developed to improve the responsiveness of project nominations to this policy direction.

FOCUS AREAS AND TASK FORCE

Policy direction was provided with adoption of Metro Resolution No. 10-4160 that created two project "focus areas": Green Economy & Freight Initiatives and Active Transportation & Complete Streets. The committee also asked Chair Carlotta Collette to appoint a task force to provide more specific policy direction for the allocation of funds within these new project focus areas. The task force was charged with identifying transportation needs within the focus areas, priorities for meeting regional needs with funds available, the strategies that should be employed to further development of these focus areas, and potential opportunities for collaboration between the two focus areas.

Creation of the Regional Flexible Fund task force of citizen stakeholders to recommend an approach and criteria to nominate projects within these new project focus areas is a significant change from prior allocation processes. The committee provided recommended direction from citizen stakeholders prior to projects being nominated for funding for the first time. The group also represented an unprecedented collaboration between stakeholder interested in active transportation, economic, freight, and social equity interests that are relevant to the project focus areas.

The task force met five times to develop policy recommendations for coordinating and maximizing the impact of these funds. Staff helped it consider five ways it could direct us to select projects within the two focus areas. First was to provide direction on what types of projects (e.g. sidewalks, traffic signal improvements) should be funded. Second was whether there were particular types of destinations (e.g. mixed-use centers, public transit stops, industrial areas) that should be prioritized for access improvements. Third was whether projects should be dispersed or concentrated geographically. Fourth was whether any funds should be set aside for the development of a regional strategy to advance long-term goals for facilities too expensive to be built with these funds. Finally, the task force considered what criteria staff should use to develop the project scopes (definition of project elements and location) and compare the relative priority of projects to receive funds.

Staff used a series of identification and prioritization exercises to gather input from the task force on these issues. The task force then considered amendments to the draft report at its final meeting and then adopted the report as amended.

In addition to the changes made to the criteria by amendment, other items were discussed for inclusion in the solicitation materials and/or future discussions.

These additional items are:

- Add information regarding project costs and administrative efficiency for federal aid projects to the project solicitation materials.
- Add language to project solicitation materials about opportunities for women and minority owned businesses.
- Recommendation to use the criteria throughout multiple cycles was determined to be a matter for JPACT to discuss.
- Recognize oversize and weight trucks as potential topic for strategy development.

ENVIRONMENTAL JUSTICE AND UNDERSERVED

In this flexible funds allocation cycle, JPACT and the council also placed greater emphasis on prioritizing the needs of Environmental Justice (EJ) and underserved communities. To improve how we incorporate EJ into the process, Metro staff convened a working group to help us understand the needs of these communities, expand our outreach efforts and advise us on ways to approach the mapping and analysis of where EJ populations live and what transportation issues affect their communities. In two meetings and subsequent conversations, working group members shared a wide range of suggestions, including suggestions for data sources, infrastructure needs and services.

With the suggestions from the working group and staff research on EJ practices in other parts of the country, staff are improving Metro's EJ analysis methodology for the flexible funds process. Instead of just mapping where EJ and underserved populations are located and hoping local jurisdictions propose projects in those communities, staff are providing jurisdictions with more information before projects are nominated. Metro staff are developing maps that we intend to show 1) areas with high concentrations of minority and underserved populations, 2) areas with low concentrations of services critical to meeting everyday needs of underserved populations, 3) areas with poor non-auto mobility. These maps, along with maps of safety hot spots and other policy criteria, will help inform local jurisdictions and Metro staff as they collaboratively nominate and scope projects this spring.

NEXT STEPS

Metro will hold a series of workshops to aid local agencies with nominating projects for funding consideration. Once projects have been nominated and assessed for consistency with the criteria a public comment period will be held this Fall and JPACT will take action on funding the projects for 2014-15. Attachment A to this staff report has the draft schedule for the next steps in the process.

Exhibit A to Resolution 11-4231 is the task force's recommendation on how to achieve coordinated, focused and regionally significant results within the Green Economy & Freight Initiatives and the Active Transportation & Complete Streets project focus areas. The procedures for implementing the task force recommendation will be adopted in companion legislation, Resolution No. 11-4232.

ANALYSIS/INFORMATION

- 1. Known Opposition** None known at this time.
- 2. Legal Antecedents** Metro Council Resolution 10-4160 was adopted on July 8, 2010 (For the Purpose of adopting policy direction to the regional flexible fund allocation (RFFA) process for federal fiscal years 2014-15). This resolution created the policy framework for the recommendations presented for JPACT and Metro Council adoption in Exhibit A.
- 3. Anticipated Effects** Adoption of this resolution will affirm the direction recommended by the Regional Flexible Fund Task Force for the development and evaluation of transportation projects seeking 2014-2015 regional flexible funds in the Active Transportation & Complete Streets and Green Economy and Freight Initiatives categories.
- 4. Budget Impacts** None.

RECOMMENDED ACTION

Metro staff recommends the approval of Resolution No. 11-4231.

BEFORE THE METRO COUNCIL

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

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

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

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

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

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

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

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

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

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

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

Tom Hughes, Council President

Approved as to Form:

Alison Kean Campbell, Deputy Metro Attorney

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

Project nomination and assessment framework

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

Exhibit A to Resolution No. 11-4232

Applying the criteria

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

Active Transportation & Complete Streets

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

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

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

2. Criteria for assessing projects

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

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

Exhibit A to Resolution No. 11-4232

Green Economy & Freight Initiatives

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

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

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

2. Criteria for assessing projects

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

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

STAFF REPORT

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

Date: January 18, 2011

Prepared by: Ted Leybold and Amy Rose

Background

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

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

Summary of JPACT/Council action

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

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

Task Force recommendation

Approach to Active Transportation & Complete Streets project focus area

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

Approach to Green Economy & Freight Initiatives focus area

Implement the following types of projects:

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

Options considered for project development, nomination and selection process

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

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

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

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

Options considered:

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

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

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

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

Options considered to identify construction and project development proposals:

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

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

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

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

Early, continuous public involvement

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

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

ANALYSIS/INFORMATION

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

- 4. Budget Impacts** None.

RECOMMENDED ACTION

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