Oregon Statewide Transportation Improvement Program

STIP Users' Guide

Table of Contents

1.0 How to Use This Guide ---------- 1-1
1.1 Document Overview and Terminology ---------- 1-1
1.2 Where to Find Things ---------- 1-2
1.3 General Information ---------- 1-2
1.4 In-Depth Information ---------- 1-3
2.0 Background – The STIP Development Process ---------- 2-5
2.1 Preface ---------- 2-5
2.2 What is the Statewide Transportation Improvement Program (STIP)? ---------- 2-5
2.3 Who Participates in Developing the STIP? ---------- 2-6
2.4 Where do the projects in the STIP come from and how are they listed? ---------- 2-8
2.5 Where does funding come from for different STIP projects? ---------- 2-9
2.6 How are the projects in the STIP developed? ---------- 2-12
2.7 How Does the STIP Process Work? ---------- 2-23
3.0 STIP Regulatory Framework ---------- 3-32
3.1 Federal Regulations and Policy ---------- 3-32
3.2 State Regulations and Policy ---------- 3-36
3.3 Local/Regional Policy ---------- 3-37
3.4 STIP Approval ---------- 3-38
4.0 STIP Program Development Process ---------- 4-39
4.1 STIP Goals and Funding Targets ---------- 4-39
4.2 State-Level Project Development Process ---------- 4-42
4.3 Region-Level STIP Development Process ---------- 4-45
4.4 Coordination with MPO, Local Government and other Federal and Tribal Agency Transportation Improvement Programs ---------- 4-50
4.5 Local Government Project Coordination ---------- 4-53
4.6 Federal Land Management Agency Programs ---------- 4-54
4.7 Tribal Governments ---------- 4-57
5.0 ODOT Highway Region STIP Procedures ---------- 5-59
5.1 Region 1 – NW Oregon (including Portland Metro area) ---------- 5-59
5.2 Region 2 – Willamette Valley and North Coast ---------- 5-67
5.3 Region 3 – Southwestern Oregon ---------- 5-79
5.4 Region 4 – Central Oregon ---------- 5-88
5.5 Region 5 – Eastern Oregon ---------- 5-100
6.0 Program Descriptions ---------- 6-108
6.1 Bicycle and Pedestrian ---------- 6-108
6.2 Congestion Mitigation Air Quality (CMAQ) ---------- 6-110
6.3 Fish Passage and Large Culvert ---------- 6-113
6.4 Forest Highways ---------- 6-115
6.5 Highway Bridge Program ---------- 6-119
6.6 Immediate Opportunity Fund ---------- 6-122
6.7 Indian Reservation Roads ---------- 6-123
6.8 Modernization ---------- 6-125
6.9 Operations ---------- 6-130
6.10 Pavement Preservation ---------- 6-137

6.11 Public Transit ---------- *6-141*
6.12 Railway-Highway Crossings ---------- *6-145*
6.13 Safety ---------- *6-147*
6.14 Scenic Byways ---------- *6-150*
6.15 Transportation Enhancement ---------- *6-152*
6.16 Transportation Growth Management ---------- *6-155*
7.0 STIP Approval and Adoption Process ---------- **7-157**
7.1 The Draft STIP ---------- *7-157*
7.2 STIP Adoption and Federal Approval ---------- *7-158*
8.0 STIP Amendment Process ---------- **8-160**
8.1 Full Amendments ---------- *8-160*
8.2 Administrative Amendments ---------- *8-160*
8.3 Project Control System (PCS) Database Changes ---------- *8-161*
8.4 General Process ---------- *8-161*
9.0 STIP Development Administrative Procedures ---------- **9-163**
9.1 STIP Development Administrative Procedures ---------- *9-163*
9.2 STIP Users' Guide Maintenance Program ---------- *9-163*
Attachments

1.0 How to Use This Guide

Note: this *STIP Users' Guide* is available online at: http://www.oregon.gov/ODOT/HWY/STIP.

1.1 Document Overview and Terminology

This Statewide Transportation Improvement Program (STIP) Users' Guide includes information about the processes and procedures for developing the STIP document. The STIP is used to identify major local, state and federal transportation system investments that rely in whole or in part on federal funding, or that are deemed to be of regional or statewide significance regardless of funding source. The STIP includes lists of projects that are approved to be carried out during a four-year time period. The STIP document lists hundreds of projects that are organized according to their location, when they are expected to be delivered and how they are being funded.

There are three important words that are used throughout the STIP document: program, project and bucket.

The word "*program*" has several meanings:

- Program refers to the rules, regulations and funding authorizations that guide the obligation of money for a particular use. These programs are the building blocks for the STIP and all STIP projects are paid for under specific programs. For example, the Modernization program funds projects that increase highway system capacity.

- Programming is the process of deciding which projects to fund and when to build them. For example, Region 3 begins programming Modernization projects in the early spring of odd numbered years. A program is also the end product of the programming process and refers to the collection of projects that are approved for a particular period of time or for a geographic area, as in the following statement: "the 2010-2013 STIP program for Benton County is under development."

There are many types of "*projects*" funded through the STIP:

- Project can refer to a plan, an engineering design, an environmental document, a "bucket" and various types of construction, from a bridge to a bike path.

- A project also can be a capital purchase, such as buying a bus for a transit district, or an operating grant for a transit district's dial-a-ride program. In the STIP, projects are the activities for which money is programmed.

A "*bucket*" is a pot of money that has not yet been programmed to individual projects. Most competitive programs that fund projects in the STIP select projects for two years at a time. However the STIP involves a four year cycle, so the money that will be spent in the third and fourth year of the STIP cycle is identified and reserved in a bucket. This money is obligated to projects either through the amendment process or in the next STIP.

Definitions for other terms and acronyms can be found in the glossary in Appendix A.

1.2 Where to Find Things

This Users' Guide does not include information about specific STIP projects. It describes the procedures, systems and decision sequences for developing the STIP. The final STIP document includes information about how to find projects in the STIP and a brief description of the major programs. For specific project information, see the current adopted STIP, which may be accessed online at: http://www.oregon.gov/ODOT/HWY/STIP/.

When preparing the STIP, ODOT staff uses a very detailed step-by-step STIP Development Manual that guides the compilation of the STIP for each region and/or individual funding program. This Users' Guide is intended to complement that Manual. The Users' Guide offers descriptions of programs and decision processes to assist interested staff and stakeholders in better understanding the STIP development process, leading to more accurate and effective participation. It does not replace or repeat the very specific instructions and technical requirements explained in the Manual.

1.3 General Information

Chapter 2.0 – Background of the Users' Guide contains general information about the STIP process. Figure 2-1 in Chapter 2.0 shows the major process steps for the STIP. The Oregon Department of Transportation (ODOT) also publishes a brochure that includes a brief overview of what the STIP is and how it is developed. The brochure may be viewed online at: http://www.oregon.gov/ODOT/TD/TP/docs/0811stip/primerBrochure.pdf or it may be obtained at any ODOT region office and many other government offices around the state. There is contact information for ODOT region offices on the ODOT web site at: http://www.oregon.gov/ODOT/HighwayRegions.shtml.

There are basically three ways that projects can become eligible for inclusion in the STIP. First, some projects come from needs lists (e.g. Oregon Transportation Management System data) that identify problems and possible solutions. These projects are usually for system maintenance and replacement. Second, projects come from direct applications for funding to fulfill a specific need such as improvements to transportation assets and services. This includes many transit projects, enhancement projects and bicycle/pedestrian improvements.

Finally, there are projects that make significant changes to the system by adding capacity. Before these projects get into the STIP, they have been defined in an adopted local transportation system plan, state facility plan or refinement plan, metropolitan or regional area transportation plan, or in a long-range transportation plan for a national forest, national park or tribal government area. These planning actions precede the STIP and it is during the planning process that many issues affecting a project are decided. For example, a long-range plan typically identifies the general location for a new road and the number of lanes on that road and it may identify the need to establish or expand transit services or to improve bike and pedestrian facilities in a roadway corridor.

There is a part of the STIP that funds later-stage planning and project development work. It is called the Development STIP (D-STIP) and it is used to obligate a small portion of the state's transportation resources to pay for studies of future transportation projects, where the need has been identified in an earlier planning process. Such studies can include development of

environmental reports required by the National Environmental Policy Act (NEPA) or designs for final construction.

D-STIP projects take more than the four years to develop and construct. For example, when ODOT Region 1 planned how to redesign the I-5/OR 217 interchange, the funding to develop concept designs, discuss them with area residents/business and select a final alternative was funded through the D-STIP. Other recent examples include the Newberg-Dundee Bypass in Region 2, the I-84/OR 201 interchange near Ontario in Region 5 and the US 97 Wickiup Junction interchange in Region 4. Funding a project through the D-STIP labels that project for possible construction, but it still must go through a competitive funding process to move forward in the construction section of a future STIP.

Most projects in the STIP are construction projects for which the planning is complete. The Construction STIP (C-STIP) includes a wide range of projects - highway and bridge repairs, safety improvements and transit projects such as purchasing busses for transit districts. The C-STIP can also include all phases of a project, from right-of-way and engineering to construction. About 95% of all projects in the STIP are listed in the C-STIP.

Both the C-STIP and D-STIP are organized by state highway region. To find the region in which you are located, a map of ODOT highway regions is available on the internet at: http://www.oregon.gov/ODOT/TD/TDATA/gis/odotmaps.shtml#ODOT_Region_Maps.

1.4 In-Depth Information

The Users' Guide Chapters 3.0 through 7.0 contains detailed information about the STIP process.

Chapter 3.0: STIP Regulatory Framework reviews the state and federal regulations concerning the STIP. It includes references to the federal rules that require states to prepare a STIP along with laws and regulations that affect its contents.

Chapter 4.0: STIP Program Development Process outlines the process that is followed for projects funded by state administered programs and projects on state highways. It includes:

- An overview of the statewide process.
- Detailed information for how the STIP program is developed in each highway region.
- An explanation of how state resources are allocated to specific programs for the upcoming STIP cycle.
- A review of the processes that state-administered programs use to decide which projects to fund in the STIP.
- A summary of how other agencies that program transportation improvements through the STIP select their projects. Other agencies, including federal land management agencies like the national forests and tribal governments, receive direct federal funding and have their own process for selecting and scheduling transportation projects. Because those agencies use federal dollars in their transportation program, by law their projects must be included in the STIP.
- General information about how metropolitan areas develop their transportation improvement programs. There are links to web sites that provide more detailed information about these metropolitan area programs in Chapter 2.0 and in Chapter 4.0.

Chapter 5.0: ODOT Highway Regions STIP Procedures reviews the process that each ODOT region follows to develop their STIP program. The process follows a similar pattern in all regions, but there are important differences that affect how and when decisions are made and by whom. The chapter is organized by highway region.

Chapter 6.0: Program Descriptions includes detailed information about the state programs that are used to finance the projects that are programmed through the STIP. Many of the programs described in this chapter are also used in metropolitan areas and by other organizations that program projects in the STIP.

The final three chapters in the Users' Guide are: Chapter 7.0: STIP Approval and Adoption Process; Chapter 8.0: STIP Amendment Process; and Chapter 9.0: STIP Development Roles and Responsibilities. These chapters describe the administrative procedures for adopting, amending and administering the STIP development process, such as the steps used to obligate or reallocate funding for projects or adjust the schedule for particular projects. They also contain information about who is responsible for managing the various steps in the STIP development process within ODOT.

2.0 Background – The STIP Development Process

2.1 Preface

This section provides general information about the STIP and how it is developed. It is intended to provide an overview of the process. While there are public involvement opportunities throughout the project selection process that culminate in the STIP, the most effective opportunities for participation occur earlier in the process with planning and policy making. Section 2.6 of this chapter ("How are the projects in the STIP developed?") addresses public and stakeholder involvement.

The most recent six-year federal transportation funding and authorization bill is called SAFETEA-LU. It supersedes the previous TEA-21 law, but not all aspects of TEA-21 were changed by SAFETEA-LU. The STIP development processes may change as new federal law is enacted and implemented. For example, states now have the option of changing STIP development timelines. There will be new federal rules to implement the new law that will change some STIP procedures. For now, the SAFETEA-LU rules regarding how the STIP is developed and how money from federal sources may be used, apply until new rules are written.

2.2 What is the Statewide Transportation Improvement Program (STIP)?

The STIP is Oregon's adopted four-year investment program for major state and regional transportation systems, including: interstate; state and local highways and bridges; public transportation systems; and federal and tribal roads. It covers all major transportation projects for which funding is approved and that are expected to be built or carried out during a certain time frame.

Federal law requires that the Oregon Transportation Commission (OTC) adopt a new STIP every two years. The STIP covers a four-year period and the cycle begins in even numbered years (e.g. the 2008-2011 STIP). Many groups participate in developing the STIP, including local and regional governments, tribal governments, federal agencies, special advisory committees, interest groups and citizens.

The STIP is a project scheduling and funding document. It is not a plan, but may include planning and environmental studies that relate to potential construction projects. It lists transportation projects that are approved for construction as well as transit programs and other projects that are funded during the next three years. The fourth year that is programmed in the STIP is advisory only and funding is not obligated to those projects. Because the STIP is updated every two years, much of the focus is on the third and fourth years of the cycle because they are the years in which projects usually appear in the STIP for the first time. Most of the projects that are programmed in the first two years of a STIP cycle have simply moved up from years three and four of the previous STIP cycle.

The STIP includes all major transportation projects and programs in Oregon that are funded with federal dollars. It also includes state-funded projects that relate to the state highway system and "regionally significant" locally funded projects in metropolitan areas that affect the state's

transportation system. The STIP does not identify routine maintenance projects, but does identify major pavement repairs and overlays, especially those on interstate and regional highways.

Most projects in the STIP involve improvements to existing facilities, such as repaving a highway, replacing a traffic signal or protecting a road from a rock slide. The Modernization program is the program that funds projects that add capacity to the state's highway system. The STIP also includes project development work, such as engineering and environmental studies for future projects and "earmarked" projects that are specifically designated in federal legislation.

To orient the user, the STIP document includes a summary of the process followed to prepare it, including public involvement steps, comments received on the proposed program and the decision framework for how projects are selected. It also summarizes statewide policies and threshold criteria that are used to select projects funded through certain programs. The majority of the document is a series of project lists that identify, among other things, where the project is located, how it is being funded and when it is scheduled.

2.3 Who Participates in Developing the STIP?

The STIP is developed using a collaborative process that involves many participants. The document is a compilation of several programming processes that occur simultaneously across the state and must be carefully coordinated. Table II-I lists boards, agencies and staff that play an important role in developing the STIP. More information about different commissions and advisory committees that assist ODOT can be found on their Public Involvement page at http://www.oregon.gov/ODOT/involvement.shtml.

Table 2-1 Key STIP Participants

Title	Role/responsibility
State of Oregon	
Oregon Transportation Commission (OTC)	Governor-appointed board that oversees ODOT and approves the STIP.
Oregon Department of Transportation (ODOT)	Administers the Oregon State Highway System and other state transportation functions; manages the STIP process.
ODOT Divisions	Organizational divisions within ODOT; the Highway Division, Transportation Development Division, Public Transit Division and others with projects in the STIP.
ODOT Regions	The five ODOT regions. Staff within each region, includes: Region Manager, Planning Manager, Traffic Manager, Technical Services Manager, STIP Coordinator, Area Managers and District Managers that direct various aspects of the STIP process.
Area Commissions on Transportation (ACTs)	Advisory bodies that represent interest groups and stakeholders in specific areas of the state. Representation typically includes local governments, tribes, transit providers, regional agencies and the private sector.

Title	Role/responsibility
	Representatives are chosen based on charter rules approved by the OTC.
Oregon Freight Advisory Committee (OFAC)	Advises the OTC and the ODOT Director on issues, policies and programs that impact multi-modal freight mobility in Oregon.
Federal Government	
Federal Highway Administration (FHWA)	Primary federal agency responsible for federal investment in state highway systems and STIP process oversight.
Federal Transit Administration (FTA)	Primary federal agency responsible for federal investment in local and regional transit systems, oversees this part of the STIP process.
Tribal governments	Federally recognized tribes develop their own transportation plans that are funded through a TIP. Listed with federal entities in this Guide, but actually autonomous governing bodies.
U.S. Forest Service (USFS)	USFS administers the Forest Highway Program that finances road and highway improvements in the national forests and some roads leading to them.
Western Federal Lands Highway Division (WFLHD)	Federal Highway Administration division that assists federal agencies and tribal governments with the preparation of transportation improvement programs.
Local and Regional Entities	
Metropolitan Planning Organization (MPO)	A federally recognized local government or agency responsible for coordinating transportation planning and improvement plans in areas with urban populations greater than 50,000.
Transportation Management Area (TMA)	A large metropolitan area with a population greater than 200,000 that receives an allocation of federal transportation funds for projects that are included in an MTIP and the STIP.
Cities and counties	Local governments participate in the STIP process through the ACT, MPO or local advisory body that represents their area. Regionally significant projects, even those that are locally funded, are included in the STIP.

Area Commissions on Transportation

Area Commissions on Transportation (ACTs) are advisory bodies to the OTC that focus on transportation issues in an area of the state. An OTC member is assigned to each ACT. The OTC's policy and rules on the purpose and formation of ACTs are online at: http://www.oregon.gov/ODOT/COMM/docs/acts/ACTPolicy0603.pdf.

Geographically, ACTs represent an area that is part of a larger ODOT region. ACT boundaries generally follow county lines, although some counties are split between two ACTs. Most regions have two or more ACTs, but not every part of the state is covered by an ACT. For example, in Lane County and Hood River County the Board of County Commissioners serves as the transportation advisory body to the OTC. Most of ODOT Region 1, which includes the Portland Metro area, is not covered by an ACT. The Metro area has its own advisory process through the Metropolitan Planning Organization (MPO) and other parts of Region 1 use County Transportation Coordinating Committees to advise region staff on the STIP program. A map showing ACT boundaries is available at: http://www.oregon.gov/ODOT/COMM/act_main.shtml#Oregon_ACTs.

ACTs focus primarily on the modernization projects for their area. They evaluate the merits of potential projects using statewide criteria adopted by the OTC and additional criteria they may develop. They consider available funding along with regional and local community needs and recommend modernization projects for the upcoming STIP cycle. They also review and comment on other transportation needs and investments that are programmed in the C-STIP as well as the planning and development projects listed in the D-STIP. Citizens are encouraged to bring project ideas or general concerns about the state transportation system to the ACT in their area.

When the ACTs in a region disagree about which projects should be the top priorities during the upcoming STIP cycle, the ODOT regions reconcile these differences using a region-wide process that is coordinated through the ODOT Region Manager's office. Each ACT is represented in this process by one or more members and ODOT staff provides technical support. This process varies in each region. Chapter 5.0 contains more information about the STIP processes in each region and the role the ACTs play in the process.

Oregon Freight Advisory Committee

The role of the Oregon Freight Advisory Committee (OFAC) is to advise the Director and the OTC on issues, policies and programs that impact multimodal freight mobility in Oregon. OFAC members include shippers, carriers, association and agency representatives and others that are appointed by ODOT's Director. The OFAC was established in 1998 with the goal of increasing the awareness of freight mobility issues within ODOT. In 2001, the Oregon Legislature through HB 3364 formalized the committee's role. In 2003, the Oregon Legislature expanded the committee's activities through passage of House Bill 2041 by requesting that the committee advise the OTC about freight projects and requires ODOT to give priority to freight projects in the STIP.

2.4 Where do the projects in the STIP come from and how are they listed?

Almost all of the projects listed in the STIP come from long-range transportation plans, state management systems and asset data bases, or from program applications. Modernization projects listed in the STIP, which include all projects that add capacity to the state highway system, began as ideas or concepts in plans that were approved before the STIP process started. Plans from which STIP projects are selected may include an ODOT facility plan, a transit district long-range plan, a Regional Transportation Plan (RTP) or a local Transportation System Plan (TSP).

Most of the other projects listed in the STIP emerge from management systems and data bases that monitor specific system needs, such as pavement conditions, rock slide hazard areas or bridge conditions. These projects are frequently chosen on the basis of a cost to benefit analysis. Finally, some projects in the STIP are selected through a competitive process that uses an application and project scoring system that is administered by ODOT or a federal agency. Examples include the ODOT Transportation Enhancement Program or the Federal Scenic Byways Program.

There are two lists of projects in the STIP: the Construction STIP (C-STIP) and the Development STIP (D-STIP). C-STIP projects are the primary focus of the STIP and include projects that have secured, or are expected to secure, all the necessary permits and approvals during the STIP cycle and are therefore expected to be completed during that STIP cycle. D-STIP projects include projects that are approved and funded to reach identified milestones. For example, a D-STIP project might involve an environmental review to comply with the National Environmental Policy Act (NEPA), or development of design-level construction documents, right-of-way acquisition and land use approval. Large projects, like highway expansion or major bridge replacement projects, take many years to develop. Therefore they are listed in the D-STIP to complete this preliminary work before they move into the C-STIP. However, inclusion of a project in the D-STIP does not guarantee that it will move into the C-STIP.

2.5 Where does funding come from for different STIP projects?

The STIP identifies the program that provides funding for each project. Some programs are state funded, some are federally funded and occasionally a locally funded project is listed in the STIP. The programs have limitations on how that money can be spent. This is important because money from most programs, like a bridge program, cannot be spent for another purpose. However, there are many projects that have different components, like a sidewalk and safety improvements combined with a preservation project. In this case, the parts of a project may be eligible for different kinds of funding. ODOT staff refers to different kinds of funds as “colors of money”. The following table provides a summary of the funding programs in the STIP. There is a more detailed description for each program in Chapter 6.0: Program Descriptions.

Table 2-2 STIP Program Summary

Name	***Purpose***	***Administered By***
Major Programs:		
Highway Bridge (Bridge or HBP)	Repair or replace bridges on state highways. Also set-aside for local bridges for bridge safety.	ODOT Highway Division, State Bridge Program
Modernization (MOD)	Build or expand capacity of state roads, highways and bridges (some local roads)	ODOT Regions
Operations (OPS)	Slides and rockfalls; signs, signals and illumination; intelligent transportation systems; and transportation demand management	ODOT Regions
Pavement Preservation (PRES)	Resurface state and federal roads and highways	ODOT Regions, except State program for Interstate Maintenance
Safety	Reduce driving hazards or correct road design problems that lead to crashes	ODOT Regions, except State program for Highway Safety Improvement Program which is administered by the Transportation Safety Division
Other Programs:		
Bicycle and Pedestrian (Bike/Ped)	Build or improve sidewalks, bike lanes and trails	State program, except ODOT Regions for Sidewalks with Preservation (SWIP)
Congestion Mitigation and Air Quality (CMAQ)	Transportation projects to help remedy air quality issues	ODOT Highway Division
Immediate Opportunity Fund (IOF)	Projects to support economic development	ODOT and Oregon Business Development Department (OBDD)
Fish Passage and Large Culverts	Restore or enhance water and fish passage beneath state highways and fish habitat	ODOT Highway Division
Forest Highways	New and modernized road projects that provide access to and through federal forest lands	ODOT Highway Division
Public Transportation (Transit)	Transit planning, transit operations and transit capital such as buses	ODOT Transit Division, FTA
Rail Crossing Safety	Correct hazardous rail crossings	ODOT Highway Division
Scenic Byways	Projects along highways designated as National Scenic Byways, All-American Roads, or State Scenic Byways	ODOT Highway Division and FHWA

Name	*Purpose*	*Administered By*
State Planning and Research (SPR)	Funding for ODOT, cities and counties to develop and support transportation planning and research	ODOT Highway Division and Transportation Development Division
Transportation Enhancement (TE)	Roadway appearance, public amenities, safety concerns and other enhancement issues	ODOT Highway Division
Transportation Demand Management (TDM)	Grants to local governments to develop long-range transportation and land use plans	ODOT and Department of Land Conservation and Development (DLCD)
Transportation and Growth Management (TGM)	Grants to local governments to develop long-range transportation and land use plans	ODOT and Department of Land Conservation and Development (DLCD)
Transportation Safety	Seed money for demonstration projects that promote highway safety	ODOT Safety Division

Note: This table includes most state-administered transportation funding programs but there could be other smaller programs that are not listed.

Programs may be funded with federal or state funds, or a combination. Some programs are administered on a statewide basis; program managers rank projects according to predefined criteria to determine which ones will be funded. Other programs are regionally administered; each ODOT region works with local constituents to determine which projects will be funded. For example, there are special statewide criteria and prioritization factors used to select projects for the Modernization program, but each region uses those criteria to select their own projects.

Some programs have subcategories that have different rules. For example, the Safety program receives two types of federal funding that have different criteria and spending requirements. Sub-categories are identified in the specific program descriptions in Chapter 6.0.

Availability of local matching funds can be a factor in project selection in the STIP. Federally funded projects often require non-federal matching funds. Local governments may elect to integrate planned state highway system improvements into their local system development charge program to provide a source of matching funds for highway improvement projects. Local governments also may provide matching dollars using bonded debt, private contributions and qualifying state grants. The project selection process for the Modernization program in most regions recognizes that small communities often are not able to provide matching funds and allow non-cash contributions to be used as match.

Match is particularly important for federal earmark projects. Earmarks occur when Congress sets aside funds for specific projects in legislation. These are often major projects that the state cannot fund with its resources or from its regular allocation of federal funds due to their size or complexity. Consequently, when a certain percentage of state or local match is required, it can be a significant cost. ODOT therefore requires local governments to work with ODOT staff and the OTC to develop a statewide list of earmark requests for transportation. ODOT will not guarantee

that its funds will be available for the match requirement if a local government receives an earmark outside this process.

2.6 How are the projects in the STIP developed?

This section reviews the state and local planning and information gathering steps that must be completed before a project can be included in the STIP. Local, regional and statewide planning activities are used to engage constituents and the general public in discussions about transportation needs and solutions and to establish project priorities. These preliminary steps are arguably more important than the STIP process for influencing how state and local agencies prioritize and address transportation needs.

Figure 2-2 shows how the STIP fits into the overall planning and project development process that results in project delivery. There are four key steps in the process and there is considerable overlap between all of them. The steps include:

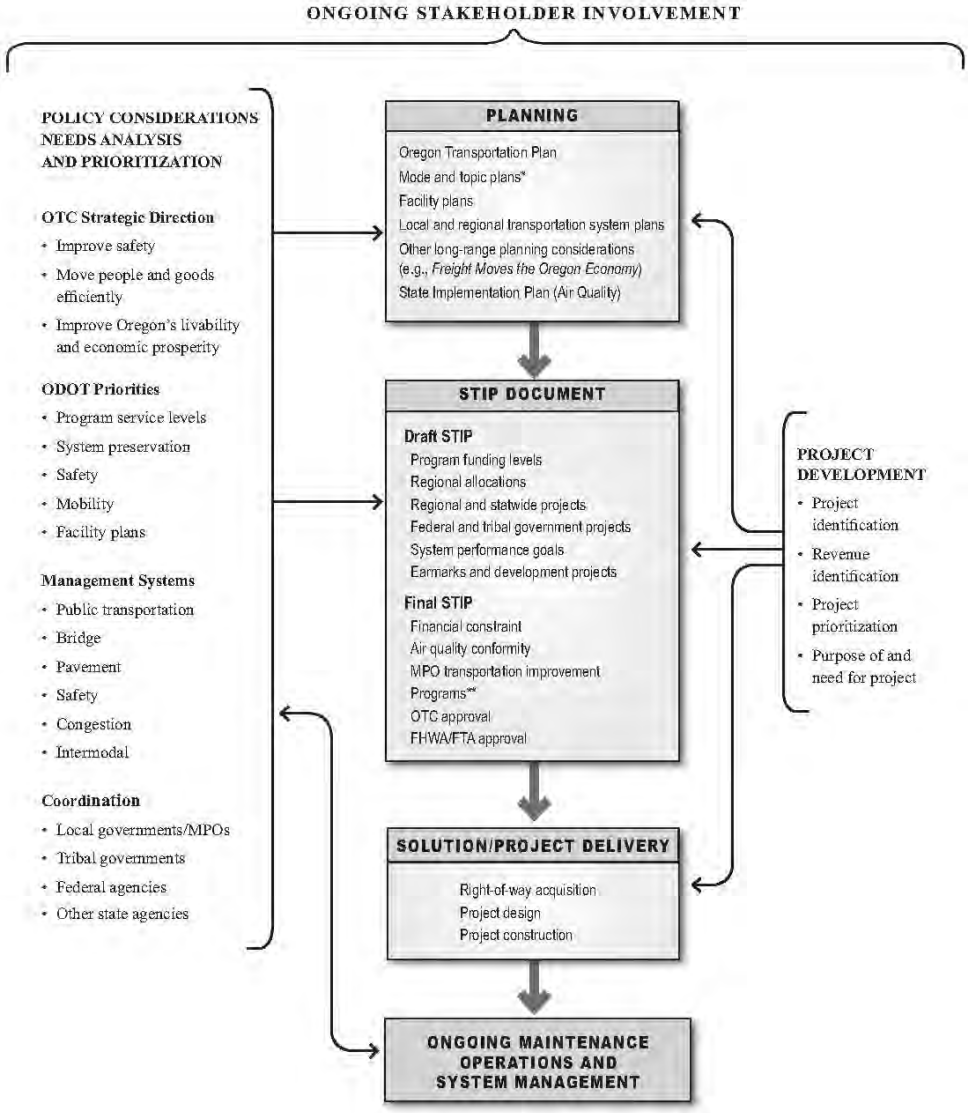
- Policy Development and Goals – sets direction for transportation investment; documents include the Oregon Transportation Plan, Oregon Highway Plan and other modal plans and special reports (e.g. Bridge Options Report).
- Transportation Planning – identifies transportation needs for a specific geographic area and lists proposed solutions; documents include transportation system plans, regional transportation plans, ODOT facility plans.
- Implementation – Involves preparing documents that commit funding to specific projects. The STIP is the most significant of these but local MTIPs, Capital Improvement Plans and budget documents are other examples.
- Project Development and Delivery – This process is ongoing and is involved in the preceding steps but at each step along the way, the level of detail about a proposed project or program solution is refined. For example, at the planning stage, the development process for a road improvement may only say widen to four lanes while at the delivery step, the exact location, width, amenities and property impacts are detailed in construction plans and mitigation for impacts to private property is specified.

Figure 2-2 outlines the process of integrated transportation planning that occurs between the state and local level. Figure 2-3 shows opportunities for the public to become involved in the process. There are opportunities for public involvement at every step, but it is in the planning steps that the initial direction for proposed solutions is determined. So while getting a project listed in the STIP is important because it signifies a financial commitment to a project, being included in the STIP is one of the last steps in a project's life. The work begins in the policy and planning steps and, consequently, these are some of the most effective times to influence or get involved in project selection.

Figure 2-1

FIGURE II-1

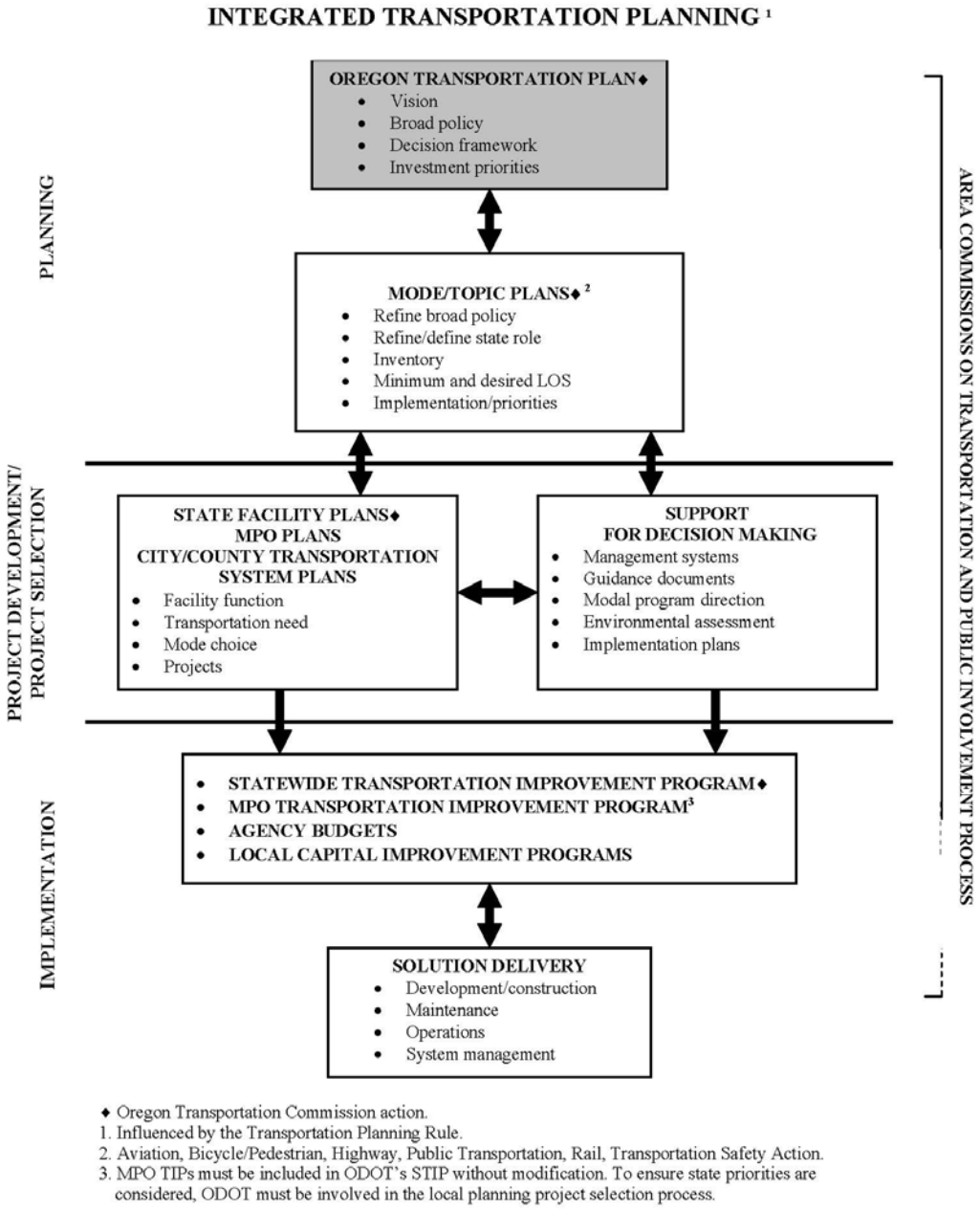
ODOT TRANSPORTATION DEVELOPMENT PROCESS



* Bicycle/Pedestrian, Highway, Public Transportation, Rail Freight, Rail Passenger, Transportation Safety Action, Aviation

** MPO TIPS must be included in ODOT's STIP without modification. To ensure state priorities are considered, ODOT must be involved in the local planning project selection process.

Figure 2-2



♦ Oregon Transportation Commission action.
1. Influenced by the Transportation Planning Rule.
2. Aviation, Bicycle/Pedestrian, Highway, Public Transportation, Rail, Transportation Safety Action.
3. MPO TIPs must be included in ODOT's STIP without modification. To ensure state priorities are considered, ODOT must be involved in the local planning project selection process.

For example, before a Modernization project on a state highway can be included in the STIP, it must go through a formal planning process. This process includes getting the project listed in a city or county TSP and/or in a RTP and in an ODOT highway facility plan, as applicable.

The other source for projects that appear in the STIP is a management system data base. The Oregon Transportation Management System (OTMS), which includes computerized databases and formulas for reviewing the data, is used to monitor the condition of transportation assets like pavement or bridges. Most projects in the C-STIP are developed from the OTMS. For example, all pavement preservation, bridge and safety projects are developed using information in a management system. Other ODOT programs, including Operations and Culverts/Fish Passage, use data base and cost-benefit formulas to help identify and prioritize projects.

The following summary outlines the planning processes that impact the STIP, from state-level plans to local plans. It includes most of the transportation plans that are used to fund through the STIP. The discussion is divided into five sections: state-level plans, OTMS, metropolitan area plans, non-metropolitan area plans and federal land management and tribal area plans. The preparation of these plans is coordinated through the policy framework established in the Oregon Transportation Plan (OTP) and the Oregon Highway Plan (OHP), other modal plans that are part of the OTP and the Transportation Safety Action Plan.

Figure 2-3

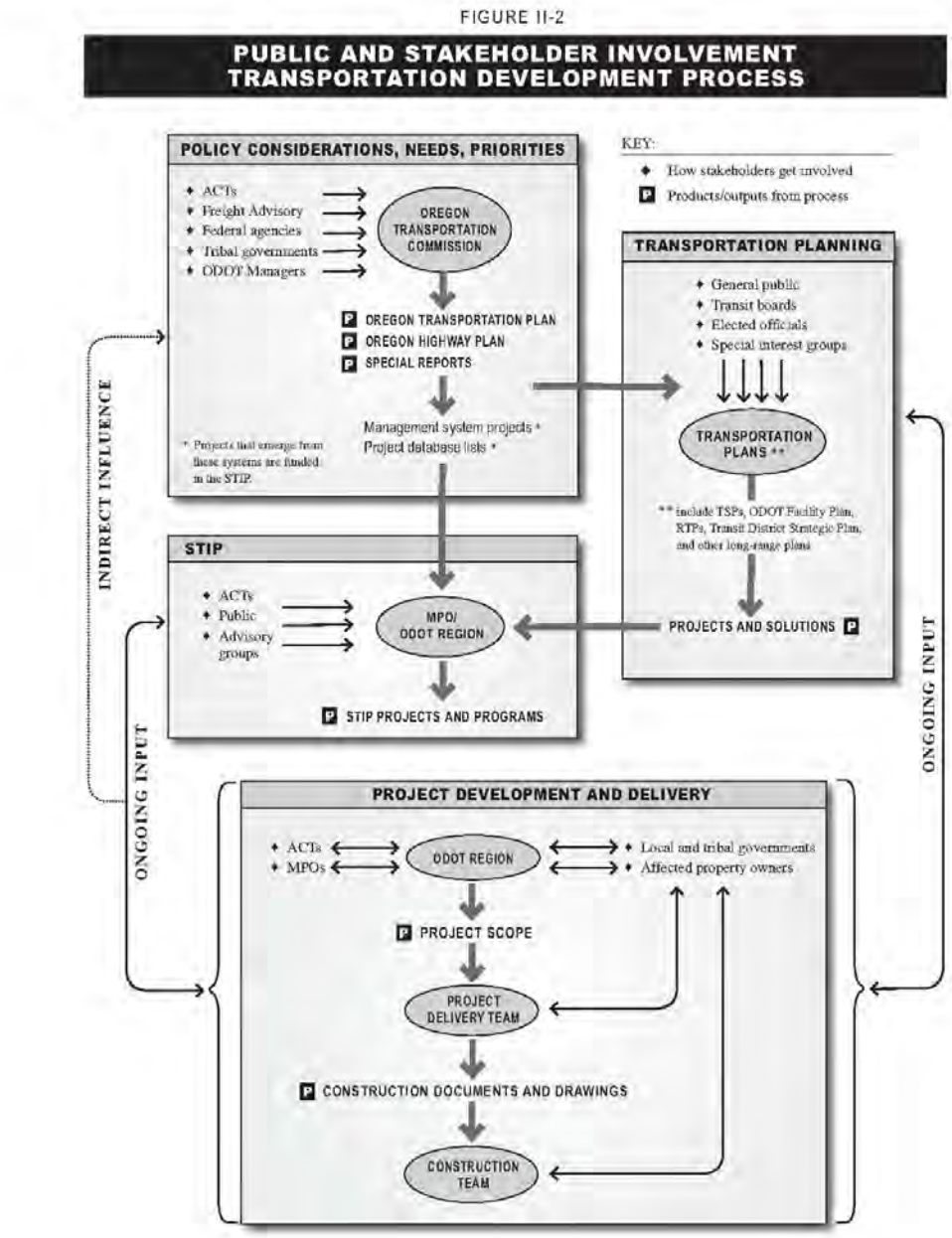


FIGURE II-2
PUBLIC AND STAKEHOLDER INVOLVEMENT
TRANSPORTATION DEVELOPMENT PROCESS
POLICY CONSIDERATIONS, NEEDS, PRIORITIES
ACTs
Freight Advisory
Federal agencies
Tribal governments
ODOT Managers
OREGON TRANSPORTATION COMMISSION
OREGON TRANSPORTATION PLAN
OREGON HIGHWAY PLAN
SPECIAL REPORTS
Management system projects *
Project database lists *
* Projects that emerge from these systems are funded in the STIP.
KEY:
How stakeholders get involved
Products/outputs from process
TRANSPORTATION PLANNING
General public
Transit boards
Elected officials
Special interest groups
TRANSPORTATION PLANS **
** include TSPs, ODOT Facility Plan, RTPs, Transit District Strategic Plan, and other long-range plans
PROJECTS AND SOLUTIONS
STIP
ACTs
Public
Advisory groups
MPO/ ODOT REGION
STIP PROJECTS AND PROGRAMS
INDIRECT INFLUENCE
ONGOING INPUT
ONGOING INPUT
PROJECT DEVELOPMENT AND DELIVERY
ACTs
MPOs
ODOT REGION
Local and tribal governments
Affected property owners
PROJECT SCOPE
PROJECT DELIVERY TEAM
CONSTRUCTION DOCUMENTS AND DRAWINGS
CONSTRUCTION TEAM

State-level Transportation Plans

State-level transportation plans include both policies and specific system improvement needs. The policies determine how system needs are prioritized. These statewide plans generally take a program-level approach to addressing transportation needs. They often are refined through more detailed plans. For example, the policy framework of the Oregon Highway Plan may inform a corridor plan concerning a series of needed improvements, which in turn leads to preparation of refinement plans that provide preliminary design and engineering analysis for a preferred solution. Table II-4 lists state-level plans and where to locate them.

Table 2-3 State-level Transportation Plans

Document	Content	Location
Oregon Transportation Plan	Policy and system investment analysis for the state's transportation infrastructure	http://www.oregon.gov/ODOT/TD/TP/ortransplanupdate.shtml
OTP Modal Plan: Oregon Freight Plan	Summary of freight conditions and needs related to the state's transportation systems along with goals policies and strategies	http://www.oregon.gov/ODOT/TD/FREIGHT/FREIGHT_PLAN.shtml
OTP Modal Plan: Oregon Highway Plan	Policies and performance standards for the state highway system	http://www.oregon.gov/ODOT/TD/TP/orhwyplan.shtml#1999_Oregon_Highway_Plan
OTP Modal Plan: Oregon Bicycle and Pedestrian Plan	Analysis of statewide conditions, system and facility standards and strategies	http://www.oregon.gov/ODOT/HWY/BIKEPED/planproc.shtml
OTP Modal Plan: Oregon Public Transportation Plan	Goals, policies and strategies for the state's public transportation system	http://www.oregon.gov/ODOT/TD/TP/OPTP.shtml
OTP Modal Plan: Oregon Transportation Safety Action Plan	Strategies for improving the safety of Oregon's transportation system	http://www.oregon.gov/ODOT/TS/tsap.shtml
OTP Modal Plan: Oregon Rail Plan	Goals, objectives and system needs for freight and passenger rail in Oregon	http://www.oregon.gov/ODOT/RAIL/docs/Publications/railplan01.pdf
OTP Modal Plan: Oregon Aviation Plan	Policies and investment strategies for Oregon's public-use aviation system for the next 20 years	http://egov.oregon.gov/Aviation/docs/resources/OregonAviationPlan.pdf
Intelligent Transportation Systems Strategic Plan	Strategies to increase the efficiency of existing transportation infrastructure	http://www.oregon.gov/ODOT/HWY/ITS/its_documents.shtml
Statewide Congestion Overview	Analysis of congestion problems and recommended solutions	http://www.oregon.gov/ODOT/TD/TP/docs/tpauCM/overview0204.pdf

Oregon Transportation Management System

The Oregon Transportation Management System (OTMS) is designed to help the state manage highway pavement, bridges, highway safety, traffic congestion, public transportation facilities and equipment, intermodal transportation facilities and systems and traffic monitoring for highways. It includes seven separate systems that provide information to state and local decision-

makers to help them select cost-effective programs and projects that preserve and/or improve the transportation infrastructure. The seven management systems are as follows.

Bridge Management System (BMS)

The Bridge Management System for bridges on and off Federal-aid highways tracks inspection data and uses mathematical models to forecast future bridge conditions. It helps decision-makers identify cost effective solutions and prioritize investments.

Intermodal Management System (IMS)

The Intermodal Management System provides information about intermodal freight and passenger facilities and connections. The focus is intermodal exchanges, such as rail to truck, marine to rail freight movements, or passenger rail to highway exchanges. The system monitors information about general freight traffic on highways, main rail lines and marine waterways.

Pavement Management System (PMS)

The Pavement Management System helps decision-makers find cost-effective ways to maintain pavements in a serviceable condition. The PMS includes a pavement database, which contains current and historical information on pavement condition, pavement structure and traffic. It is a forecast tool that estimates future pavement conditions and helps identify and prioritize pavement preservation projects.

Public Transportation Management System (PTMS)

The Public Transportation Management System collects and analyzes information about public transportation operations, facilities, equipment and rolling stock. The system monitors the condition and cost of transit assets and the cost of transit operations. PTMS identifies needs and helps decision-makers select cost-effective strategies for providing operating funds and maintaining transit assets in serviceable condition.

Safety Management System (SMS)

The Safety Management System consists of the Information Safety Management System (ISMS) and the Project Safety Management System (PSMS). The ISMS includes sources of data used by the PSMS and the overall monitoring and administration of ODOT's Roadway Safety Program. The PSMS includes processes, procedures and tools to address critical safety issues for project scoping, design and construction.

Traffic Monitoring System for Highways (TMS-H)

The Traffic Monitoring System for Highways monitors person and vehicular traffic data. It involves a systematic process for the collection, analysis, summary and retention of highway and transit related data over time and is used to forecast future conditions on the highway system.

Metropolitan Area transportation Plans

Many projects in the STIP are chosen by MPOs. MPOs are responsible for transportation planning and coordinating transportation investment decisions in metropolitan areas. There are six MPOs in Oregon: they are: Bend, Central Lane (Eugene-Springfield area), Corvallis, Metro (Portland area), Medford/Rogue Valley and Salem-Keizer. 1

MPOs adopt a local version of the STIP, called a Metropolitan Transportation Improvement Program (MTIP). ODOT works with the MPOs to make sure that all projects on the state highway system are included in the MTIP. After each MTIP is adopted by the local jurisdiction and approved by the Governor in an acknowledging letter, these projects are added to the STIP exactly as they appear in the MTIP.

Many projects in an MTIP are selected from a Regional Transportation Plan (RTP), which is the MPOs long range transportation plan. The RTP lists projects on state highways and city and county arterial streets. It also lists transit needs and improvements related to other modes, like bike lanes and sidewalk projects. By law, the MTIP must be consistent with the RTP. Because the RTP is one of the first planning activities to identify transportation issues and projects, participation in the RTP planning process is an effective way to influence transportation investment in an MPO and in the STIP.

In MPO areas, there are two types of state highway plans prepared in consultation with the MPO that affect the RTP. These are the state highway corridor plan and the state highway refinement plan. A corridor plan focuses on system improvement needs for a relatively long stretch of highway (e.g. OR 26 - Mt. Hood Highway Corridor Plan), while a refinement plan considers system improvement needs in a smaller area, such as a freeway interchange (e.g. Jackson School Road Interchange Refinement Plan). When refinement plans are completed, they are adopted as part of the RTP and the OHP.

MPOs with between 50,000 and 200,000 population receive a portion of the state's allocation of federal Surface Transportation Program (STP) funds. MPOs in areas with a population greater than 200,000 are called Transportation Management Areas (TMAs) and they receive federal STP funds directly through a national formula. ODOT works with the MPOs to prioritize transportation investment needs in each MPO area. These needs are balanced with other needs in the region and the state to decide how to apportion the available STP funding.

Transportation plans must conform to federal air quality rules. Areas that are classified as non-attainment or maintenance for the national ambient air quality standards are subject to transportation conformity. Plans, programs and projects from those areas must demonstrate that the conformity regulations are met. Extensive modeling is required for adopted plans to show that the planned transportation system improvement program is in conformity with federal air quality requirements. See the discussion about the Congestion Management and Air Quality program in 6.2 for more information.

Table II-5 lists information for the MPOs in Oregon. Each MPO has adopted its own planning and MTIP programming procedures, which include public involvement opportunities and

[1] The City of Rainier technically is in the Longview-Kelso MPO but no projects from that MPO are programmed through the Oregon STIP.

coordination. Citizens living in MPO areas are encouraged to become familiar with the local MTIP process because that process largely determines what projects go into the STIP for their area.

Table 2-4 Oregon MPOs

MPO	Jurisdictions/Agencies	TMA	Air Quality Conformity Area
Bend MPO	City of Bend	No	No
Central Lane MPO	Lane Council of Governments, Lane County, Lane Transit, cities of Coburg, Eugene and Springfield	Yes	Yes
Corvallis MPO	Benton County, City of Corvallis, Corvallis Transit District, Cascades West Council of Governments (CWCOG)	No	No
Portland Metro MPO	Metro, Clackamas, Multnomah and Washington counties, all incorporated cities in Metro area, Tri-Met, SMART	Yes	Yes
Medford/ Rogue Valley MPO	Rogue Valley Council of Governments, Jackson County, cities of Ashland, Central Point, Eagle Point, Medford, Phoenix and Talent, Medford Transit District,	No	Yes
Salem-Keizer MPO	Mid-Willamette Valley Council of Governments, Marion and Polk counties, cities of Salem and Keizer, Turner, Salem Transit District,	Yes	Yes

Non-metropolitan Area Transportation Plans

Outside of metropolitan areas, three planning processes are used to develop the source documents for projects listed in the STIP. These include ODOT facility plans, local TSPs and local public transportation plans.

ODOT Facility Plans

Facility plans are prepared by ODOT and include corridor plans and a variety of refinement plans, including:

- Specific Area Refinement Plan
- Access Management Plans
- Access Management Plans for Interchange
- Interchange Area Management Plans
- Expressway Management Plans

Facility plans are prepared by ODOT and are adopted as part of the related city or county TSP and also as an amendment to the OHP. Facility plans help implement the OHP. Most

Modernization projects that are constructed outside of metropolitan areas are developed through ODOT Facility Plan procedures. See the Facility Plan Adoption Process in Appendix B for more details about the steps for developing and adopting ODOT facility plans.

For large Modernization projects, steps related to preparing the facility plan may be listed as a project in the D-STIP. These development projects are funded from the ODOT region's highway Modernization program allocation. Facility plans also can be funded by planning monies allocated to each ODOT region, which are not programmed in the STIP. Problems related to capacity on the state highway system must be identified and addressed through an ODOT approved corridor or facility refinement plan that is also adopted as part of a local TSP before construction projects can be approved in the STIP.

Transportation System Plans

Local TSPs are very important to the state's transportation planning process. TSPs are elements of local comprehensive land use plans and are developed to identify multi-modal transportation solutions to serve current and future population and employment. In most communities, listing an identified need in the TSP is the first step toward identifying and advancing a specific solution or project. The process for developing, adopting, amending and implementing a TSP is detailed in Transportation System Planning Guidelines, 2008.

TSPs include lists of capital improvement projects and system investments that may include transit system development, bike and pedestrian system improvements and street and highway improvements. State highway projects should be included in the local TSP before they are funded in the STIP. Before these projects can be constructed, they require more engineering work to establish a specific design and to refine the cost estimate. For state highway projects that are listed in the local TSP, this analysis is usually done through a highway refinement plan, but the same kind of analysis is needed for any major street improvement project. On large highway projects, the refinement plan and development work is sometimes funded through the D-STIP.

Most local TSPs are implemented through a local capital improvement programming process, which determines the sequence, funding and timing of transportation improvements. TSPs may also be implemented through the local government's annual budget process.

Federal Land Management and Tribal Area Plans

Federal law requires that all significant federal and state-funded transportation programs be included in the STIP. Federal land management agencies, such as the U.S. Forest Service (USFS) and tribal governments that manage reservation lands develop long range transportation plans. These plans are implemented through a two-year or four-year transportation improvement program that works in much the same way as a MTIP prepared by an MPO. These TIPs are compiled and integrated into the STIP through the Western Federal Lands Highway Division office in Vancouver, Washington. National Forest TIPs are reviewed and approved by the USFS Region Office in Portland before they are forwarded to the federal agency. The Federal Bureau of Land Management programs transportation improvements for each of its Oregon Districts. Tribal government programs are approved by their respective tribal councils and forwarded on to Western Federal Lands Highway Division.

The following table identifies federal land management agencies and tribal entities that prepare TIPs that are funded through the STIP.

Table 2-5 Federal and Tribal Land Management Agencies

Mt Hood National Forest	Ochoco National Forest
Siuslaw National Forest	Umatilla National Forest
Willamette National Forest	Wallowa/Whitman National Forest
Umpqua National Forest	Malheur National Forest
Rogue River National Forest	Burns Paiute
Siskiyou National Forest	Confederated Tribes of Warm Springs
Winema/Freemont National Forest	Confederated Tribes of Umatilla Reservation
Deschutes National Forest	Klamath Tribes
Bureau of Land Management Districts	

2.7 How Does the STIP Process Work?

This section explains generally how a project moves from a planning concept to a defined project in the STIP. There is a figure at the end of this section that shows how the process works. A more detailed review of the regulations, policies and procedures used to prepare the STIP are covered in Chapters 3.0 through 8.0.

Summary of the STIP Development process

It takes about 30 months to complete the STIP process. The STIP document is a compilation of multiple project development and programming efforts that are carried out by different organizations. Each has its own procedures. ODOT is responsible for coordinating these separate processes and for integrating the programs that emerge from them into a single document – the STIP. Coordinating these processes and making sure the resulting approved projects are included in the STIP is complex and challenging. Table 2-7 outlines the programming work that is compiled in the STIP.

The person responsible for managing the STIP development process is the Statewide STIP Coordinator. Each state highway region also has a Region STIP Coordinator. This team is responsible for ensuring that all the projects approved through these separate processes are "rolled-up" into the STIP document.

Table 2-6 STIP Programming Processes and Participants

Programming Process	Lead	Advisory Body	Comment
1) Modernization in non-metropolitan areas	ODOT Highway Regions	ACTs	A statewide formula is used to allocate available funding to the state's highway regions. Each region then manages the Modernization program using its own process.
2) Oregon Transportation Management Systems (OTMS) Program	ODOT	Combination of state-level advisory committees, region staff and ACTs	There are separate management systems for bridges, pavement, culverts, fish passage, safety and slides and rockfalls; the systems are used to identify and prioritize projects. Some management systems fund projects using "buckets" from which later awards are made.
3) Statewide Competitive Programs (Grants)	ODOT	Combination of statewide advisory committees and ACTs	There are separate competitive grant processes for Bicycle/Pedestrian, Transportation Enhancement and Forest Highways programs. A portion of funding for these programs may be reserved in a "bucket" from which later awards are made.
4) Public Transportation Program (Statewide)	ODOT/Federal Transit Administration (FTA)	Various local entities	There are many transit funding programs in the STIP; large transit projects may be listed individually, but most transit projects are funded out of "buckets" that include the budget for one or more transit programs. Applications for these funds are solicited from transit service providers after the STIP has been approved. A STIP amendment is then used to document individual awards that are funded out of that program's "bucket".
5) Metropolitan Transportation Improvement Program (MTIP)	MPOs	MPO Policy Committees (ODOT participates)	In MPO areas with over 200,000 residents, the MPOs receive an allocation and develop their own MTIP. In metropolitan areas with less than 200,000 population, the MTIP is coordinated through the ODOT highway region and funding for modernization projects comes out of the region's Modernization

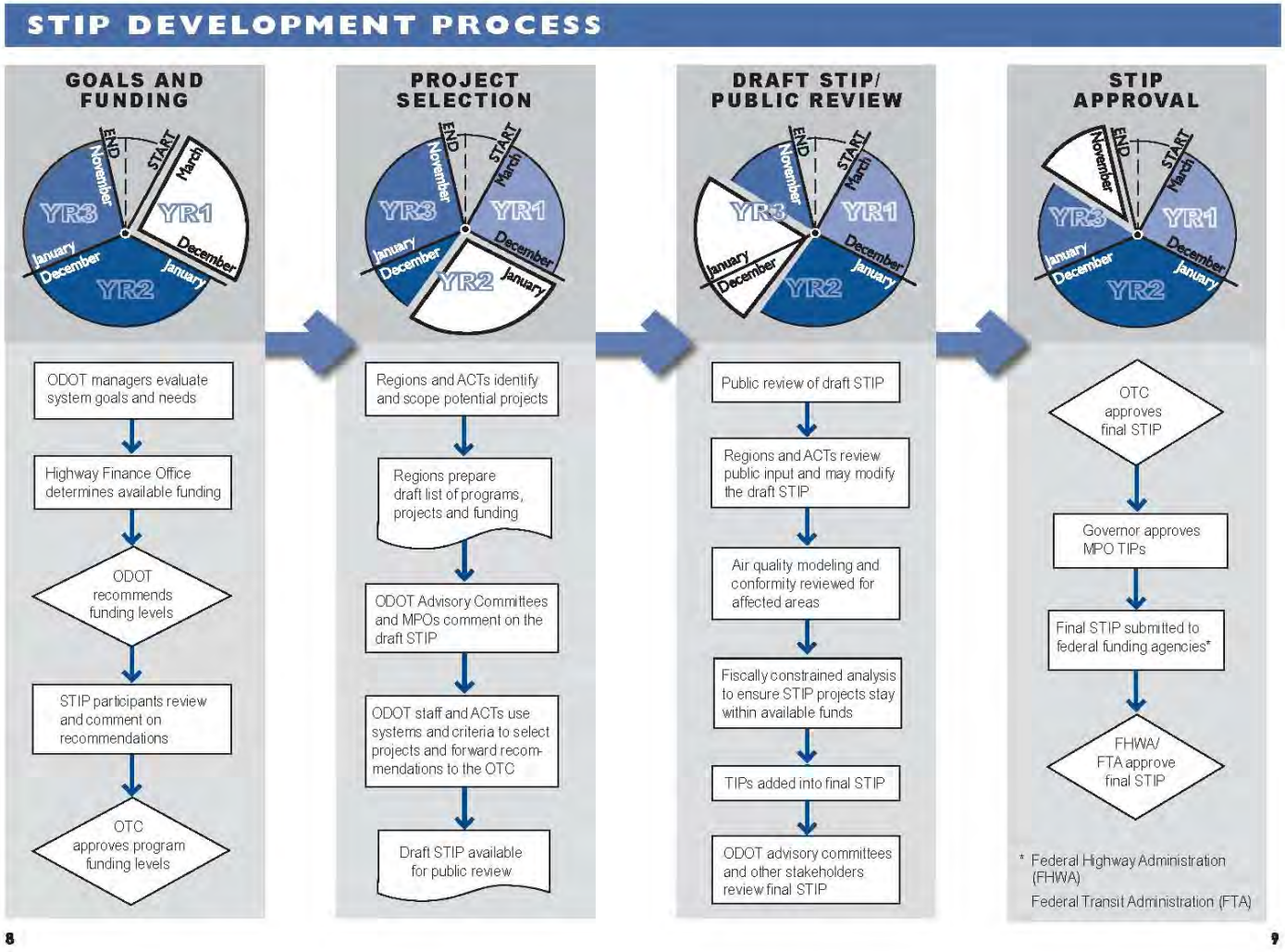
Programming Process	Lead	Advisory Body	Comment
			program allocation.
6) Federal Earmarks	ODOT and Oregon's Congressional Delegation	OTC	Special set-asides approved by the U.S. Congress and the President; funds usually flow through a federal program but are targeted to a specific project. The earmark may supplement or be taken out of a regular program budget, depending on how the law is written.
8) Tribal Area Transportation Improvement Programs (TIPs)	U.S. Department of the Interior	Tribal Councils	There are several programs used to fund transportation improvements on reservation lands. Tribes also may compete for state grants, such as Bike/Ped.
7) Federal Scenic Byways Grants	FHWA	Statewide advisory body	Oregon competes with other states for grants to improve scenic highways.

STIP Development Process and Timeframe

Figure 2-4 is a diagram that shows the STIP development process in four major steps: setting goals and funding levels, selecting projects, reviewing the draft program and approving the final program. The diagram also shows the approximate time it takes to complete these steps.

Since the STIP is updated every two years and the process to develop it takes almost three years, there is a six-month period of time when the state is working on three STIP cycles concurrently! The early part of the STIP development process, which focuses on setting funding targets and program goals, begins as the later part of the next STIP cycle is wrapping up. At the same time, ODOT may be processing amendments to the currently adopted STIP. However, there is only one STIP adopted and in use at any given time.

Figure 2-4 STIP Programming Processes and Participants



STIP Development Process Steps

The STIP development process involves the following sequence.

Goal Setting and Funding Allocations:

- ODOT divisions assess overall transportation system needs for highway, public transportation and multi-modal systems.
- The Highway Programs Office prepares a fiscal forecast for various funding sources and establishes preliminary program funding targets.
- Program advisory committees meet to review how well their programs are achieving adopted goals.
- Transit program managers, highway program managers, region managers, ACTs, MPOs, the OFAC and other stakeholders provide comments to the OTC about issues and concerns with the state's transportation system.
- The OTC meets to review policy and fiscal issues, update program eligibility criteria and set funding levels for the various programs that are funded through the STIP.

State-Funded Project Selection (for highway projects only; for transit programs see the Public Transit section of Chapter 6.0: Program Descriptions):

- ODOT managers for competitive programs update rules and application procedures for their grant programs.
- Program managers review management systems and identify likely projects.
- ACTs and MPOs consider capacity improvement needs and identify potential projects using state or locally approved eligibility criteria.
- ACTs and MPOs consider development projects, such as refinement plans, highway corridor plans, multi-year environmental review studies and other planning projects that require federal funds or have regional significance and need to be approved in the STIP.
- Highway region staff develops project scoping and cost estimates.
- ODOT program managers make preliminary project recommendations for management system programs based on system ratings and field inspections.
- When applicable, ODOT staff evaluates whether or not projects meet program eligibility criteria and use prioritization factors to select projects.
- The OFAC evaluates potential projects for the ways in which they would affect freight movement.
- ACTs meet to consider project recommendations for the Modernization program, develop preliminary recommendations using local and state prioritization criteria and to listen to presentations about other system investments.
- Region STIP Coordinators and the Statewide STIP Coordinator exchange information about projects and enter information into a STIP project database
- The Highway Programs Office reviews recommended projects for eligibility per state and federal funding guidelines.

Draft STIP / Public Review:

- FHWA compiles information about federal agencies and tribal government TIPs and forwards the information to the statewide STIP Coordinator (if available).
- MPOs forward draft MTIP projects to the statewide STIP Coordinator (if available).
- STIP Coordinators prepare the program lists for the C-STIP and D-STIP and supporting information regarding project eligibility reviews.
- The draft STIP document is prepared and made available for public review and comment.
- Public hearings are held on the draft STIP in each region of the state.
- ACTs, MPOs, transit districts and other stakeholders submit comments on the draft STIP.
- Regions may make adjustments to programs, based on comments received.

STIP Approval:

- FHWA forwards final information about federal agencies and tribal government TIPs.
- MPOs forward adopted MTIPs to the statewide STIP Coordinator.
- ODOT makes final adjustments to the state program based on public and advisory review comments
- ODOT prepares the final recommended STIP program.
- Technical studies regarding conformity of the final STIP with federal air quality rules are performed.
- The OTC holds a hearing on the final STIP program, listens to public testimony, alters the STIP program if needed and adopts the Final STIP.
- The Federal Highway Administration and Federal Transit Administration review the STIP for compliance with federal rules. The STIP does not take effect until it is approved by FHWA and FTA.

After the STIP is adopted, it is sometimes amended to add or change projects as follows:

- An amendment that alters a project's timing but not its scope is approved administratively.
- An amendment that funds a project out of a "bucket" and for which a determination is made that the use of the funds is consistent with program rules and that the project is not of regional or statewide significance, is approved administratively.
- An amendment that requires a change in scope to an approved project, or that relates to any project that is deemed to be regionally significant, the amendment must be approved by the OTC at a regular meeting.

Program Eligibility and Prioritization Criteria

The OTC has adopted eligibility and prioritization criteria for three programs: Modernization, Pavement Preservation and Highway Bridge. The criteria are intended to help ACTs, MPOs and ODOT staff target investment and select projects, especially where needs exceed available funding. For Modernization, there are separate criteria for development projects and construction projects. Every project that is approved for funding through these programs must meet the adopted OTC eligibility criteria and be generally consistent with the prioritization factors. The criteria for the current STIP can be found at: http://www.oregon.gov/ODOT/TD/TP/1013stip.shtml

The OTC adopts project criteria for each STIP cycle. These are developed with input from staff and stakeholders. First, draft criteria are developed building on the most recent criteria by addressing identified needs for clarification and making updates required by legislation, rules, or policy. This draft is then shared with staff for refinement. Next it is shared with the STIP Stakeholder Committee where local, state and federal government agencies, transit districts, private interests and other advisory committees are represented. The STIP Stakeholder Committee approves a second draft of the criteria, which is shared with staff, ACTs, MPOs, local government partners and other ODOT advisory committees. Comments received are shared with the STIP Stakeholder Committee who then approves a final recommended draft to send to the OTC for adoption.

The Oregon Legislature may establish program limitations and project criteria when adopting laws that affect transportation. The 2001 and 2003 Oregon Legislatures approved special funding to address state bridge needs by passing the Oregon Transportation Initiative Act (OTIA). The law identified specific projects and established criteria for determining projects that were eligible for OTIA funding. All projects funded with OTIA must meet the legislatively approved funding criteria.

Similarly, the U.S. Congress may impose limitations on the use of federal programs, or may impose conditions on projects they approved through special funding packages, such as “earmarks” that specify an amount of money that is made available for a particular project. The “earmark” conditions have the same effect as program eligibility criteria except that they apply project by project. ODOT staff must determine that the applicable project eligibility criteria have been met before a project is included in the STIP.

Transportation Improvement Plans (TIP)

There are other entities that are responsible for developing transportation improvement programs listed in the STIP. These entities include MPOs, tribal governments and federal land management agencies, each of which prepares a TIP that correlates with the STIP timetable. The MPOs and tribal governments have their own public involvement and review process. People interested in the TIP for a MPO area or for a tribal government area should contact those organizations to learn about their process. Most MPOs post information about their TIP process online. Links to MPOs are available at: Oregon MPO Consortium.

Links to tribal government web sites can be found below.

Tribal Governments:

- Confederated Tribes Coos, Lower Umpqua & Siuslaw Indians: www.ctclusi.org
- Burns Paiute: www.burnspaiute-nsn.gov
- Confederated tribes of Grand Ronde: www.grandronde.org
- Confederated tribes of Siletz: www.ctsi.nsn.us
- Confederated tribes of Umatilla Reservation: www.umatilla.nsn.us
- Confederated tribes of Warm Springs: www.warmsprings.com
- Coquille Indian Tribe: www.coquilletribe.org
- Cow Creek Band of Umpqua Indians: www.cowcreek.com
- Klamath Tribes: www.klamathtribes.org

The TIP development process for federal land management agencies, such the National Park Service and the Bureau of Land Management, is an administrative process. People interested in transportation projects being programmed by these agencies should contact the appropriate agency directly. The TIP programs for federal land management agencies and tribal governments are compiled by the Western Federal Lands Highway Division in Vancouver, Washington. That information is forwarded to the state STIP Coordinator to be assigned project key numbers and included in the STIP.

How to Get Involved

As noted earlier, the planning steps that precede the STIP process are important for positioning a project to be funded through the STIP. This is especially true for projects that add transportation capacity to existing highways and major roads and require federal funding. These projects are funded either through the state's Modernization program or through the Modernization program that is administered by large MPOs. To be considered for funding, these projects must first be included in an adopted TSP, RTP and/or state highway improvement plan such as a corridor plan, refinement plan or facility plan. Work on those plans may precede the STIP process anywhere from 5 to 15 years.

In addition, projects that are included in the C-STIP must have or be able to secure the necessary environmental and preliminary design approvals that assure they are ready to proceed within the STIP timetable. Sometimes that work can be very involved and expensive and the project development work itself is funded through the D-STIP. As noted earlier, D-STIP projects usually involve large complex Modernization projects. This work may precede inclusion in the C-STIP by 5 to 10 years.

After a project is included in the C-STIP, management of the final design and construction occurs through the project delivery process. This process is managed by the ODOT Project Delivery Unit. Right of way acquisition for a new road alignment, purchasing existing access rights and median treatments are examples of design details that are often finalized in the project development process. These details are not part of the STIP process, but ODOT provides opportunities for the public to participate and

comment on these types of design issues. To learn more about the project development process, see the project development guidebook at: Project Delivery Unit Project Delivery Guide (2010).

For citizens who want to become more involved with the STIP process, an important group to learn about is the Area Commission on Transportation (ACT) or the transportation advisory body that serves in place of an ACT. The ACT is a representative body that reviews transportation needs and recommends projects to the OTC for inclusion in the STIP. For citizens, the ACTs are their eyes and ears on the ground in the STIP process. There is a link to the ACT web-site in Table II-1, or call the ODOT Highway Region Planning Manager for the region of the state where you live.

3.0 STIP Regulatory Framework

3.1 Federal Regulations and Policy

States are required to carry out a continuing, comprehensive, cooperative and intermodal statewide transportation planning process. Part of this process is developing a statewide transportation plan and statewide transportation improvement program (STIP). Title 23 of the Code of Federal Regulations (CFR) governs implementation of federal transportation law by the Federal Highway Administration (FHWA) and the National Highway Traffic Safety Administration of the US Department of Transportation (USDOT). Part 450 of 23 CFR documents the requirement for the statewide transportation plan and statewide transportation improvement program. The description offered here is based on rules in place today. Congress passed SAFETEA-LU in 2005, the transportation funding authorization act that guides investment in transportation. SAFETEA-LU expired September 30, 2009, but was extended through December 31, 2010. A new law will need to be passed at that time and the federal rules will need to be updated to reflect changes made by that Act.

Required Elements

23 CFR Part 450.214 requires that each state develop a transportation plan that considers all modes of transportation and the connections between them and is statewide in scope in order to facilitate the efficient movement of people and goods. The plan must cover a period of at least 20 years.

23 CFR Part 450.216 requires that states develop a STIP. Like the transportation plan, the STIP must cover all areas of the state. It must account for a period of at least four years, although it may cover a longer period. However, the FHWA and Federal Transit Administration (FTA) will consider projects beyond four years as informational only. The STIP may be updated more frequently if the Governor elects a more frequent update cycle. The STIP must include a list of priority transportation projects proposed to be carried out, grouped by year. All projects must be consistent with the statewide transportation plan and, if in an air quality nonattainment or maintenance area, projects must be consistent with federal Clean Air Act as Amended (40 CFR Part 51) (CAAA) requirements.

The STIP must be financially constrained by year, meaning that all funding sources and revenues must be identified for each project in each year of the STIP. The STIP must include sufficient financial information to ensure that the transportation system is being adequately operated and maintained. Revenue and cost estimates for the STIP must reflect “year of expenditure dollars”. The STIP must contain all capital and non-capital transportation projects proposed for funding under Title 23 US Code (USC) and the Federal Transit Act (except for specific exclusions), all regionally significant transportation projects regardless of funding source and all projects requiring an action by

FHWA or FTA. In other words, the STIP may not include a wish-list of projects; it may only include projects for which there is available funding.

For each project, the STIP must include the following information:

- Sufficient description to identify the project or phase;
- Estimated total cost;
- The amount of federal funds to be obligated during each program year;
- For the first year, the proposed category of federal funds and sources of non-federal funds;
- For the second, third and fourth years, the likely categories of federal funds and sources of non-federal funds; and
- The agencies responsible for carrying out the project.

The federal regulations regarding STIP public involvement state that public involvement must be proactive, provide opportunities for early and ongoing involvement and continue throughout the transportation planning and programming process. The state must comply with the requirements set out in Title VI of the Civil Rights Act and the Executive Order pertaining to Environmental Justice.

Coordination with Metropolitan Planning Organizations, local jurisdictions and other agencies

Federal code requires that the state coordinate with the metropolitan planning organization (MPO) on the portion of the STIP that contains projects in the metropolitan planning area. It is a joint responsibility of the MPO, state and transit operator to cooperatively develop estimates of funds that are reasonably expected to be available to support the Metropolitan Transportation Improvement Program (MTIP) development. Once approved by the MPO and the Governor, MTIPs are to be included in the STIP without modification, either directly or by reference. It is the state's responsibility to notify the MPO, local jurisdictions, federal land agency, tribal government and others when its TIP has been included in the STIP. In addition, all Title 23 USC and Federal Transit Act fund recipients must share information as projects in the STIP are implemented.

MTIPs in air quality nonattainment and maintenance areas are subject to FHWA and FTA air quality conformity findings as prescribed by the CAAA before they can be included in the STIP. In air quality nonattainment and maintenance areas outside metropolitan planning areas, federal findings of conformity must be made prior to inclusion in the STIP.

The state must conduct a public involvement process according to 23 CFR Part 450.210. Requirements include providing early and continuing public involvement opportunities, timely information about transportation issues and processes to all affected and interested agencies and parties, adequate public notice of public involvement activities and a process for considering and responding to public input. The state is also required to provide for public involvement on existing and proposed procedures for public

involvement. Before procedures or any major revisions to existing procedures are adopted there must be a 45-day period for public review and written comment.

Metropolitan Transportation planning

MPOs must be formed for urbanized areas with a population of 50,000 or more and the MPO boundaries must encompass at least the urbanized area and those areas expected to be urbanized within the 20-year forecast period covered by the transportation plan. The boundary may encompass the entire metropolitan statistical area or consolidated metropolitan statistical area, as defined by the U.S. Bureau of the Census. The boundaries must also include air quality nonattainment or maintenance areas, if applicable, unless another boundary has been agreed upon by the Governor and the MPO (23 CFR 450.312).

Consistent with federal code, MPO designation in Oregon is established under specific state legislation that gives the MPO authority to conduct metropolitan transportation planning. 23 CFR Part 450.310 provides the parameters under which MPOs can be designated, redesignated or expanded and lists the required representation of the voting membership of an MPO.

The state and MPO enter into an agreement or memorandum of understanding that identifies responsibilities for cooperatively carrying out transportation planning and programming. The MPO and operators of publicly owned transit services and air quality agencies also develop cooperative agreements for carrying out the metropolitan transportation planning process. MPOs must prepare unified planning work programs (UPWPs) in cooperation with the state and transit operators. If the metropolitan planning area includes federal public lands and/or tribal lands, affected federal agencies and tribal governments participate in the development of transportation plans and programs. Urbanized areas with populations over 200,000 are designated Transportation Management Areas (TMAs), in addition to their MPO status. This means that they have some further regulations to meet and that they receive some of their funding directly from the federal government based on a national formula. Smaller MPO areas are funded through their state department of transportation's (DOT) allocations. Both kinds of MPOs work closely with their State DOTs on funding, priorities, planning and projects.

According to 23 CFR 450.306 (2005), the metropolitan transportation planning process must consider 8 different factors:

- Support economic vitality of the metropolitan area
- Increase safety of the transportation system
- Increase security of the transportation system
- Increase accessibility and mobility of people and freight
- Protect and enhance the environment, promote energy conservation, improve the quality of life
- Enhance integration and connectivity of the transportation system
- Promote efficient system management and operation
- Emphasize preservation of the existing transportation system.

MPOs are responsible for developing a transportation plan addressing at least a 20-year planning horizon, usually referred to as a Regional Transportation Plan (RTP). The plan must include both long-range and short-range strategies and actions that lead to the development of an integrated intermodal transportation system. The required elements of an RTP are in 23 CFR 450.322. Notably, there must be adequate opportunity for public official and citizen involvement in the development of the transportation plan before it is approved by the MPO.

Federally required elements of the metropolitan transportation planning process include developing an MTIP (23 CFR 450.324). The MTIP must be updated at least every four years and be approved by the MPO and the Governor. Because the MTIP becomes part of the STIP, the frequency and cycle of the update must be compatible with the STIP development and approval process. As with their RTP, the MPO must provide reasonable opportunity for public involvement in the development of the MTIP.

The MTIP covers a period of at least four years and may cover a longer period if it identifies priorities and financial information for the additional years. It must include a priority list of projects to be undertaken in the first four years, with the projects grouped by year. The MTIP must be financially constrained by year. It must include a financial plan that demonstrates which projects can be implemented using current revenue sources and which will be implemented using proposed revenue sources. Like the STIP, the total project costs in each year of the MTIP must not exceed expected available funding and must reflect “year of expenditure dollars”.

The MTIP must include all transportation projects within the metropolitan planning area proposed for funding under USC Title 23 and the Federal Transit Act. Only projects that are consistent with the RTP can be included. All regionally significant transportation projects for which an FHWA or FTA approval is required must be included, regardless of funding source. For air quality analysis in nonattainment and maintenance areas, the MTIP must contain all regionally significant projects, regardless of funding source.

In addition, the MTIP must include the following information for each project:

- Sufficient description to identify the project or phase;
- Estimated total cost;
- The amount of federal funds proposed to be obligated during each program year, including the proposed source of federal and non-federal funds;
- The agencies responsible for carrying out the project;
- In air quality nonattainment and maintenance areas, identification of projects that are transportation control measures in the applicable state air quality implementation plan;
- In non-attainment and maintenance areas, sufficient detail for air quality analysis in accordance with EPA transportation conformity regulation (40 CFR Part 93); and

- In areas with Americans with Disabilities Act required paratransit and key station plans, identification of projects which will implement the plans.

3.2 State Regulations and Policy

Oregon Revised Statutes (ORS) Chapter 184 establishes the Oregon Transportation Commission (OTC) and defines the organization of the Oregon Department of Transportation (ODOT). The OTC determines the policies of operation for ODOT. ODOT receives all federal funds that are allocated to Oregon for transportation programs and services, except funds for aviation programs and services, which are administered by the Oregon Department of Aviation.

The OTC's primary responsibility is to develop and maintain a statewide transportation policy and a comprehensive, long-range plan for a safe, multimodal transportation system. The plan must include airports, highways, mass transit, pipelines, ports, railways and waterways. Oregon's long-range transportation plan is known as the Oregon Transportation Plan (OTP). The OTP is accompanied by several more specific plans, known as modal plans. These include the Oregon Highway Plan and the Public Transportation Plan.

ODOT's public involvement policy is more stringent than the federal regulation. It requires that the Department provide a 45-day public review of the draft STIP and a 45-day public review of any major revision of the approved STIP; that the Department provide statewide opportunities for public comment on the draft STIP by scheduling at least two public meetings in each of ODOT's five regions prior to adoption of the program by the OTC; and that the Department consider all public comment on the draft STIP prior to adoption of the program by the OTC.

Area Commissions on Transportation (ACTs) are advisory bodies to the OTC and provide a critical communication link between ODOT and local governments, the business community and the public. ACTs propose and comment on policy set by the OTC, propose and endorse programs and projects and provide an avenue to the OTC for citizens with transportation concerns. Information about Oregon's ACTs can be found on ODOT's web site at http://www.oregon.gov/ODOT/COMM/act_main.shtml.

Oregon law requires integrated land use and transportation planning. The Transportation Planning Rule (TPR), codified in Oregon Administrative Rules (OAR) 660 Division 12, requires ODOT to identify a system of transportation facilities and services adequate to meet identified state transportation needs and to prepare a transportation system plan (TSP). The OTC's adoption of the OTP and its accompanying modal plans satisfies this requirement. The TPR implements Statewide Planning Goal 12 – Transportation and promotes the development of safe, convenient and economic transportation systems that are designed in part to reduce reliance on the automobile. This rule explains how local governments and state agencies responsible for transportation planning may demonstrate compliance with Goal 12.

ODOT is required to prepare, adopt and amend a state TSP in accordance with ORS 184.618 and OAR 660 Division 12. Cities with populations greater than 2,500, counties, MPOs and regional planning areas also are required to prepare TSPs in conformance with these rules. Adoption of a TSP constitutes a land use decision regarding the need for transportation facilities. Findings of compliance with applicable statewide planning goals are required at the time of adoption. It should be noted, however, that the development and adoption of an MTIP and the STIP is not a land use action as defined in ORS 197. Compliance findings with state and local land use goals and policies are not required for adopting an MTIP or the STIP.

The TPR requires the following:

- Determination of transportation needs relevant to the planning area
- Evaluation and selection of transportation system alternatives. The TSP is based on evaluation of potential impacts of system alternatives that meet the need.
- Transportation financing program
- Transportation project development may involve land use decision-making to the extent that issues of compliance with applicable land use requirements on a particular project remain outstanding. This may require preparing other documents, such as environmental analyses pursuant to National Environmental Policy Act (NEPA) or a Goal 2 exception, prior to commencing work on a project.
- Amendments to functional plans, comprehensive plans and land use regulations that significantly affect a transportation facility must assure that allowed land uses are consistent with the function, capacity and performance standards of the facility.
- Transportation improvements on rural land.

3.3 Local/Regional Policy

Each MPO has authority to conduct metropolitan transportation planning, pursuant to 23 CFR Part 450 Subpart C. MPOs also have their own guidelines concerning the MTIP development process.

ODOT has guidelines to assist local jurisdictions to prepare and/or update TSPs to comply with the requirements of the TPR. ODOT publishes these guidelines to help local jurisdictions identify potential projects through the TSP process, to position themselves to compete for limited transportation dollars and to ensure the quality of the project identification analysis.

ACTs and other regional advisory groups assess project readiness while prioritizing Modernization, Preservation and Bridge projects. The major sources of funding are the State Highway Fund (USC Title 23) and the Federal Transit Act. To a lesser degree, federal forest receipts and other small discretionary programs administered by the state and federal governments can be used for transportation. Local funds dedicated to transportation include, among others, system development charges (SDCs), transportation

impact fees, dedicated property tax levies, bonded debt tax levies, local fuel taxes, payroll taxes and parking meter revenue.

3.4 STIP Approval

Every two years Oregon submits the final STIP to the OTC for adoption. It is then submitted concurrently to the FHWA and FTA for approval. The state must certify that the planning process is carried out in accordance with the requirements of USC Title 23, the Federal Transit Act, Title VI of the Civil Rights Act of 1964, the Americans with Disabilities Act of 1990, the Clean Air Act, federal transportation legislation specifying involvement of Disadvantaged Business enterprises in projects receiving FHWA and FTA funding and 49 CFR Part 20 restrictions on lobbying. Once the STIP is formally approved, the projects are eligible for funds administered by the FHWA and/or FTA. More detailed information on the STIP development and approval process is included in 7.0 .

4.0 STIP Program Development Process

This section describes the Statewide Transportation Improvement Program (STIP) development process. The four major steps in this process include:

4.1 Setting goals, program criteria, prioritization factors and funding targets;

4.2 Developing projects for state-administered programs at the state level;

4.3 Developing projects in each of the five Oregon Department of Transportation (ODOT) highway regions; and

4.4 Coordinating with development processes of Metropolitan Planning Organizations (MPOs), local governments and other federal and tribal governments.

From the time the Oregon Transportation Commission (OTC) holds a preliminary work session on the new STIP until they adopt the final document takes about 30 months. There is a diagram of the process in Figure 2-3.

4.1 STIP Goals and Funding Targets

This first step is intended to set goals for the upcoming STIP cycle, establish criteria that guide project selection for the various programs covered in the STIP and establish funding targets for the various STIP programs.

Investment Requests and Preliminary Financial Assumptions

Prior to meeting with the OTC about the upcoming STIP cycle, the ODOT Transportation Program Office (TPO) requests ODOT divisions that manage programs funded through the STIP, which include Public Transit, Highway, Transportation Development and Transportation Safety, to develop a list of their investment proposals and funding requests. Each division prepares a program needs report that outlines program goals, past performance toward achieving goals, critical needs and requested funding for the upcoming STIP cycle. This information is compiled at team meetings and then shared at an Executive Small Group meeting in the spring of the year preceding STIP adoption (e.g. March of the odd number year that precedes STIP adoption).

At the same time, TPO begins work on the financial assumptions and funding allocation parameters that will be used to establish budget-level program allocations. TPO relies on previous STIP allocations, OTC policy and other ODOT policy and goals documents such as the Oregon Highway Plan (OHP) to guide development of the preliminary program allocations.

Funding Allocations for State Programs

TPO is responsible for determining an initial allocation of funding among STIP programs. The state receives federal funds in general categories with discretion within some funding categories on how to spend it. (A reference guide for federal program rules and summaries can be viewed at http://www.fhwa.dot.gov/federalaid/projects.cfm.) At the start of the STIP process the TPO sets funding targets by forecasting funds for program areas that the state has management responsibility. Program spending limits for some programs are set by federal goals and guidelines. For other programs, the OTC may allocate funds to a specific program area and then decide how the money is distributed.

The federal budget authorization and state budget allocation processes follow separate timelines. The processes may change from cycle to cycle depending on changes in fiscal policy, regulations and authorization targets. TPO reviews major investment proposals and funding requests from the various programs while monitoring federal budget and transportation funding authorization and state transportation funding resources. TPO consults with ODOT executive staff about legislative initiatives that may affect funding allocations for the STIP and collects data that are used in various program allocation formulas, such as the variables that are used to determine regional equity splits for the Modernization program. This information is combined into a forecast that makes up the initial funding allocations.

Federal Surface Transportation Program (STP) and Transfers

Federal STP funds are allocated to states on a formula basis and are sub-allocated to geographic areas and then to programs for use on highway projects. The STP allocation considers a state's urban area population relative to the overall state population. That portion of the funding that is targeted for urban areas goes directly to the MPOs in charge of transportation programs for those urban areas and the MPOs decide which projects in their TIPs to fund from this source. The STP also has a minimum spending requirement on "secondary roads" outside MPO boundaries. STP funds may only be spent on projects that improve the state highway system, but the State can decide which programs are allocated revenue from this source. In certain circumstances, however, STP funds can be transferred to non-highway uses. To read more about the program and its funding subcategories, visit the STP fact sheet at:
http://www.fhwa.dot.gov/safetealu/factsheets.htm

Oregon has transferred STP funds to non-highway uses. For example, ODOT, at the request of MPOs and transit districts, has transferred STP funds to expand transit systems. STP transfer requests usually originate at the region level and the TPO consults with the regions about potential STP transfer requests. The TPO identifies where an STP transfer is necessary to fund a critical non-highway need and estimates the amount and use of these transfers. STP transfers to be made to individual transit service providers and programs are passed through ODOT's Public Transit Division.

Federal Earmark Allocations

Federal earmarks are budget authorizations that are written directly into federal legislation for transportation for specific projects and therefore Congress chooses which projects to fund. Earmarks can be for long-range planning studies, highway improvements, intermodal system improvements or transit systems. The OTC has adopted a policy for requesting federal earmarks that ODOT follows.2 A key guideline is that jurisdictions requesting earmarks provide matching funds. ODOT coordinates earmarks with the Oregon Congressional Delegation, but will not be responsible for funding shortfalls for projects requested by other jurisdictions.

Local governments are encouraged to coordinate with their ACT and ODOT Region staff before requesting federal earmarks through the Oregon Congressional Delegation. It is also suggested that local governments use the OTC adopted policy to evaluate potential projects to ensure than only eligible projects with strong support and adequate matching funds are submitted to the Oregon Congressional Delegation. Projects proposed for federal earmark allocation should meet the following minimum standards:

- Eligibility. Evaluate each project to determine if it is eligible for federal funding. The project must also be eligible for the type of funds used as match.
- Feasibility. Evaluate each project to determine if the project sponsor is able to deliver the project, there are any known fatal flaws and there is a sound financing plan, including a reasonable size request, identified and committed matching funds and a contingency plan if the request is partially funded.
- Timeliness. Evaluate each project to determine if the project can be completed in a timely manner and federal funds can be obligated prior to the end of the authorization period.
- Public support. Evaluate each project to determine if the project has demonstrated public support.

OTC Adopts STIP Goals and Funding Targets

In early summer, TPO develops preliminary funding recommendations for all programs funded through the STIP and reviews them with executive staff. Investment needs identified in ODOT's business plan, including information systems, physical plants, maintenance facilities and vehicle fleets, are not programmed through the STIP, but have to be accounted for and may affect the funding levels of programs in the STIP.

Executive staff conducts a work session presentation with the OTC at one of its regular public meetings to review target funding levels for the upcoming STIP cycle. These recommendations are then sent to stakeholders for comment. Comments and concerns are reviewed by staff and sent to the OTC for its review as well. At a later meeting, the OTC

---

[2] The OTC adopted Policy 10, Federal Reauthorization Highway Program Requests, effective May 13, 2008. The policy can be found at: http://www.oregon.gov/ODOT/COMM/docs/OTCPolicy10_FederalReauthorization.pdf

reviews staff recommendations, makes adjustments and approves agency-wide funding allocation targets. The approval of target funding levels allows ODOT staff to begin evaluating specific projects and working with STIP coordinators on the upcoming STIP program. Timely approval of the funding allocation targets is important for keeping the project development and selection process on schedule.

During their work session with the OTC, executive staff reviews program goals for the upcoming STIP cycle. ODOT executive staff also meets with division and program managers to review progress in meeting goals and objectives.

To address consistency with highway plan policies and adopted land use plans, compliance with HB 2041 (freight mobility) and allocation of scarce resources, the OTC adopts project eligibility criteria and prioritization factors for three programs: Modernization, Pavement Preservation and Bridge Rehabilitation and Replacement. Eligibility criteria are threshold standards that each project funded through these programs must meet. Prioritization factors are intended to help guide the selection of projects when needs exceed available resources. The STIP Stakeholder Committee formulates a set of draft criteria that is reviewed by staff and multiple stakeholder committees including ACTs, MPOs and ODOT advisory groups. Their comments are then reviewed by the STIP Stakeholder Committee before they finalize a recommended draft to send to the OTC for approval.

When the funding allocation targets and eligibility criteria are approved, ODOT program managers, region planners, STIP program coordinators, advisory groups to the STIP process, tribal governments, federal land management agencies and metropolitan areas that program transportation projects through the STIP begin work on project selection and scoping.

4.2 State-Level Project Development Process

State-Managed Programs - Project Review and Selection

Several STIP programs are managed at the state level and projects are selected through a centralized ODOT process. These state-managed programs are listed in Table IV-1. Some programs use management systems and data bases that have embedded within them objective criteria and field data that are used to identify problem locations and high priority projects. These projects begin with an identification by the statewide program manager using system data, then they are reviewed by the regions before a final decision is made.

The Oregon Transportation Management Systems (OTMS) includes a special group of five computerized systems that are used to monitor highway conditions and to help prioritize system investment needs. The systems are:

- Pavement Management System – monitors pavement conditions on all state highways and is used by the Pavement Preservation Program
- Bridge Management System – monitors structural and functional conditions of all bridge structures that meet federal guidelines for monitoring under the National

Bridge Inventory and is used by the State Bridge Program and the Local Bridge Program

- Safety Management System – monitors hazardous locations on the highway system using two tracking systems; one is a location specific tracking system called the Safety Priority Index System (SPIS) and the other is a highway segment based monitoring system for the Safety Investment Program (SIP). The systems are used by many programs, not just the Safety Program, to identify areas of concern.
- Highway Economic Requirements System (HERS) - HERS was originally developed by the Federal Highway Administration (FHWA) as an analysis tool for reporting the condition and performance of the highway system to US Congress. Oregon was the first state to adapt and apply the national model for state level analysis; other states have since followed. The adapted version is called HERS-ST and it provides long-range forecasts of likely highway deficiencies, or needs, along the state transportation system. This customized version of HERS was used to develop the Modernization needs defined in the 1999 Oregon Highway Plan (OHP) and is available to assist with project evaluation. FHWA continues to invest in on-going development of HERS and actively supports updates for HERS-ST.

In addition to these management systems, which provide information that is available to all state program managers, highway engineers and stakeholders, several ODOT programs have developed their own computer-based systems for tracking the condition of a specific set of system assets or locations. There are statewide management system data bases for culverts, fish passage locations, rockfall and slide locations and at-grade rail crossings and several region-level data bases for signs and signals and intelligent transportation projects. While not technically part of OTMS, these program specific data bases are very important in determining which projects get selected in the upcoming STIP cycle.

Other statewide programs use a competitive application process to select projects. For competitive programs, an application is usually submitted to the ODOT program office in Salem by a project sponsor, such as a city, county, special district or an ODOT district. Descriptions of these programs and the procedures for applying for them are in Chapter 6.0 .

Most of the competitive programs listed below have advisory committees that help select the final projects that are included in the STIP. They and the program manager may adjust funding allocations between the regions depending on the location of a project and the cost-to-benefit ratio of candidate projects. ODOT program managers inform the applicants and STIP coordinators in each region about the selected projects. While ODOT highway regions are consulted about these projects and may assist in developing cost estimates for candidate projects, the project selection is done by the program managers and advisory committees. The list gains final approval when the OTC adopts the STIP.

Figure 4-1 STIP Statewide Programs Project Selection Process

Program Name	Selection Process	Funding Source
Forest Highways	Competitive application	Federal Lands Highways
Immediate Opportunity Fund	State application	State revenues
Fish Passage and Large Culvert Improvement	Statewide data base	Federal STP/State revenues
Rail-Crossing Safety	Competitive application with statewide data base	Federal STP
Scenic Byways	Federal application	Federal STP
Safety	Oregon Transportation Management Systems (OTMS)	Federal/State
State Bike/Ped Grants	Competitive application	State revenues
State Bridge	OTMS and Advisory Panel	Federal Bridge/State bonds/State revenues
Transportation Enhancement	Competitive application	Federal STP
Transportation Growth Management	Competitive application	Federal STP

Unlike other programs listed in the Users' Guide, projects funded through statewide competitive programs tend to be selected independently and ODOT regions typically are not involved in project selection. ODOT regions may even apply to these programs on their own and look for opportunities to combine competitive grant awards with other funding in the region to stretch construction dollars.

Projects of Statewide Significance

The STIP includes a list of projects of statewide significance, which usually involve large construction projects on the interstate system and on major state highways. These projects are complex and require a lot of lead time. The OTC-adopted STIP project criteria defines projects of statewide significant as those that require funding that cannot be achieved within standard STIP allocations but are viewed by the OTC as projects of statewide significance and can be selected by the OTC independent of the ACT process. Identified funds would be used to either keep existing work on very large projects current, or to support development of very large projects (for example, funding a new Environmental Impact Statement or updating an existing EIS).

The main source of funding for projects of statewide significance is the Modernization (MOD) program. Large MOD projects frequently require planning studies, environmental review and design of alternative solutions. They usually take more than four years (i.e. longer than one STIP cycle) to complete; some may take a decade or more to complete. Typically these projects are programmed in the Development STIP (D-STIP) in one cycle and in the Construction STIP (C-STIP) in a later cycle, even when only one phase of the project is being built.

Funding for these projects comes from the relevant program allocations for the region in which the project is located, such as the region's MOD allocation. The OTC plays a direct role in programming projects of statewide significance, whereas its role on other Modernization projects is supported by recommendations from the Area Commissions on Transportation (ACTs) and ODOT staff. While the OTC approves funding for all MOD projects when it adopts the final STIP, it designates projects of statewide significance in advance.

4.3 Region-Level STIP Development Process

Most of the project selection work for the STIP occurs at the ODOT region level. This section provides an overview of the STIP development steps that are common to all regions and a discussion of the programs involved. The next chapter, Chapter 5.0 – ODOT Highway Region STIP Procedures, describes how the processes differ between regions. For some of these programs, the regions are completely responsible for project selection. For others, they provide program managers in Salem with information about asset conditions and other field data and help with project scoping (defining a solution and estimating its cost). For others, the region only assists with entering the project in the STIP database for their region and thereby assigning a key number to projects selected entirely by others. Programs which regions play a role in project selection may be classified as follows.

- Region Managed Discretionary Programs – these include Modernization and each region's Bike and Pedestrian Program allocation.
- State Management System Programs and Bucket Programs - Pavement Preservation, Safety, Operations and Large Culvert Improvement.
- Public Transit Programs – funding for transit-related capital purchases and operations that are programmed through the STIP.
- State-run Competitive Programs – including Bike and Pedestrian Improvements, Transportation Enhancement Program and the Immediate Opportunity Grant Program.
- Federal Programs – including federal Forest Highways, federal demonstration projects or earmarks and the Scenic Byways Program.
- Tribal Government and Metropolitan Planning Area Programs – these include transportation programs that are managed separate from the state process by metropolitan and tribal entities, but because they are funded through the STIP there is significant regional involvement in coordinating the integration of these programs into the STIP.

Process Overview

The common procedures followed by all ODOT regions are summarized below. Several of these procedures also are referred to in the previous chapters, Chapter 2.0 – Background and Chapter 3.0 – Regulatory Framework.

Set region goals and project criteria – this primarily applies to the Modernization program and is coordinated through the Area Commissions on Transportation (ACTs) or some similar sort of steering committee. ACTs are provided with information about available funding and discuss how they will collect information about potential projects and prioritize them. Some regions also involve the ACTs in discussion about other projects that are selected through management systems or competitive programs, like Pavement Preservation, Safety and Transportation Enhancement.

Project identification – this process involves updating and sorting project lists and identifying priority projects. This is largely a staff-level work task directed by various managers and technical staff. ACTs are usually involved in deciding which MOD projects make the "short–list" for further consideration. For management system programs, the "short list" of projects is developed by region staff and program managers.

Scoping, rating and prioritizing – this process involves estimating the cost of potential projects, screening them against eligibility criteria approved by the OTC and, in some cases, supplemented with criteria developed by the regions and ranking potential projects. Project needs always exceed available resources, so a combination of objective measures and professional judgment is used by region staff to evaluate the merits of each project. The region's Technical Service Center (Tech Center) and project delivery staff members are frequently involved in this step.

Project recommendations – the ACTs are responsible for recommending projects to the OTC for the MOD program. Different procedures are used to do this in each region. The ACTs sometimes review staff recommendations for other programs as well, including projects that are programmed using management systems (Pavement Preservation, Safety and Operations) and projects programmed through the D-STIP. The final draft project list is prepared by the region's STIP Coordinator.

Programming – this step is aimed at using scarce resources wisely. Region managers and senior staff members meet to see if there are ways to combine projects and make better use of engineering, right-of-way and construction funds. For example, they may combine a Safety project with a Preservation project or change the timing for an Operations project to coincide with a MOD project. Sometimes the process involves coordinating state efforts with local governments, MPOs and tribal entities to make sure that state projects being recommended for the STIP are consistent with locally-programmed projects. Programming is a complex process that involves many staff hours. TPO assigns key numbers to projects as the final administrative step in developing the draft STIP document.

Draft STIP hearings – this is the final region-based step in the STIP development process. Each region presents the draft document to their ACTs and holds a series of public meetings to gather comments on the draft program. The draft STIP may include projects forwarded to ODOT by MPOs and tribal governments in TIPs. Comments from these region hearings are forwarded to the OTC for consideration prior to final STIP adoption.

Modernization (MOD)

ODOT's MOD Program finances projects that expand capacity on state highways. In most regions, ACTs are responsible for developing the region's MOD Program list for the STIP. The ACT is the key advisory body for determining how Modernization funds will be spent. Each ACT operates under its own charter that specifies who is represented on the ACT, how members are appointed, how long they may serve and other procedural matters. Charters are approved by the OTC and are updated and re-approved every two years. ODOT staff provides technical support to each ACT. ACTs are governed by the Policy on Formation and Operation of Area Commissions on Transportation. This document can be found in Appendix D or together with other information about Oregon's ACTs on the ODOT web site at: http://www.oregon.gov/ODOT/COMM/act_main.shtml.

Other stakeholders that also influence the MOD programming process include the Oregon Freight Advisory Committee (OFAC), MPOs, ODOT region managers and city and county transportation managers. Planning documents from which prospective MOD projects are drawn include regional/metropolitan transportation plans and local transportation system plans (TSPs) and ODOT corridor plans and facility plans that are adopted into TSPs and the OHP. The project selection process generally follows the steps listed below:

- The OTC approves eligibility criteria and prioritization factors for the MOD program.
- Regions get approved MOD program funding levels from the OTC and relay this to their ACTs and MPOs.
- ACTs may establish their own project rating criteria in addition to the statewide criteria [see Policy on Formation and Operation of Area Commissions on Transportation (ACTs) in Appendix D], but these must not conflict with the statewide criteria.
- Regions usually develop a MOD project list from planning documents and screen the list based on input from the ACTs and other stakeholders; more projects are nominated for consideration than there is available funding. Many regions and/or ACTs keep an ongoing needs list built from existing planning documents that is used at the beginning of this step.
- Region staff scopes the proposed MOD projects, assesses their eligibility and explores opportunities for leveraging MOD funds with other programs.
- ACTs review, prioritize and recommend projects for their area.
- A region-wide group that may include ACT representatives, the region manager, an OTC member and area managers and staff, meets to review the recommended project list, resolve funding constraints and develop a final region list.
- Region staff members review projects for ways to combine them for scheduling efficiency and prepare reports on project consistency with statewide criteria.
- Projects are entered into the Draft STIP database.

In recent STIP cycles, Regions 3, 4 and 5 have tended to use MOD funds for road construction or for leveraging other road construction funds. Regions 1 and 2 typically

commit a larger share of their MOD funds in the D-STIP for planning and preliminary engineering for large, complex MOD projects.

Pavement Preservation (Pres)

The Pavement Preservation (PRES) decision process for the STIP initially relies on the Pavement Management System (PMS) to identify potential projects. The list is then refined with participation of region staff. Following is a typical process in the regions:

- OTC approves funding levels and target percentage of pavement (in lane miles) in fair or better condition for each STIP cycle based on goals set out in the OHP. ODOT conducts annual visual assessments in which pavement condition is rated from "very poor" to "very good" and is published in an annual report.
- Regions obtain a recommended project list from the state Pavement Management System.
- Region and program staff members review the list together and refine system priorities.
- Other potential projects not identified by the Pavement Management System are added to the list, if any.
- Program staff, region tech center staff and/or project delivery staff scope projects and identify potential treatments and costs.
- An initial project list is prepared to meet PMS mileage and budget targets.
- Pavement Units (District Manager and Maintenance staff) review the project list and discuss and document rationale for including the projects.
- A final project list is prepared; some regions share the list with ACTs to update them on the full project selection process and ensure that they are knowledgeable about the variety of projects within their jurisdictions.
- Region programming meetings are held to identify opportunities for combining projects.
- Projects are entered into the draft STIP database. PRES projects appear either on their own or combined with MOD, Safety, Operations or other types of projects.

Operations and Safety

Like the Preservation Program, Operations and Safety programming for the STIP depends largely on management system feedback for selecting projects. Safety projects in the regions are pulled mainly from the Safety Priority Index System (SPIS) list, supplemented by Hazard Elimination Program (HEP) data and other local information and deferred maintenance lists. The initial Safety Program project list is prioritized using cost/benefit analysis. The STIP development process for the Safety Program may follow these general steps at the regional level.

- SPIS list is generated and reviewed in consultation with District Managers.
- About 150% of the budget is programmed and ranked according to cost/benefit factors.

- Region Tech Centers and area staff scope projects to determine costs and the scope of the project. The cost/benefit factor for each project is also refined.
- Final draft list is defined and recommended to region-wide management team based on funding targets.
- List given to region managers and the STIP Coordinator for programming in the draft STIP.

Region Operations encompasses four sub-programs: Slides and Rockfalls; Signs, Signals and Illumination (SSI); Transportation Demand Management (TDM); and Intelligent Transportation Systems (ITS). Project selection is guided by management systems or project lists that are developed at the region level. Regions select Slides and Rockfalls projects from a state priority list based on cost/benefit factors. Decisions related to Signs, Signals and Illumination projects mostly rely on a region traffic operations needs list (i.e. an inventory of these assets and their remaining service life), which are prioritized based on the judgment of field staff and program managers. Some regions, such as Region 3, report that they also solicit projects from ODOT planning staff, Area Managers and District staff. ITS projects are selected according to each region's ITS plan. Transportation Demand Management projects are programmed based on the need for such programs in each region.

State Managed Competitive Programs and Bucket Programs

Competitive programs include the state's Bicycle/Pedestrian Grant program and the Transportation Enhancement program. There is some discretionary funding provided to the regions through the Bike-Ped program. Bucket programs involve pots of money from which projects are selected during the course of the STIP cycle. Program examples include the Fish Passage, Large Culvert Improvement and Public Transit programs. These programs are largely administered at the state level but the regions are consulted during project selection and are frequently involved in project scoping and delivery. The state's program managers usually consult with the regions about these projects except when that would pose a conflict of interest.

The Bicycle/Pedestrian (Bike/Ped) Program allocates Quick Fix funds on an annual, as-needed basis, which District Managers use for minor sidewalk improvements on state highways. Quick Fix funds provide up to $100,000 per project. Sidewalk Improvement Program (SWIP) funds are frequently used on Preservation projects for bicycle and pedestrian projects within the state highway right-of-way. SWIP funds are allocated to projects on an as-needed basis; responsibility for identifying projects varies by region. Region staff also advises local governments who are applying for the statewide Bicycle/Pedestrian Program grants.

The Transportation Enhancement (TE) Program offers both competitive reimbursement funds and discretionary funds. ODOT regions must compete with other agencies and regions for the competitive funds and applications are coordinated by ODOT region local government liaisons. Discretionary TE funds are distributed on an as-needed basis; the OTC approves funds for discretionary projects based on requests from the ODOT Director.

Fish Passage and Large Culvert Improvement Programs project decisions are made according to a statewide priority list developed cooperatively between the Oregon Department of Fish and Wildlife and ODOT. Projects are handed off to the regions for project delivery. District maintenance managers and bridge inspectors advise the Large Culvert Improvement Program about project needs. They report culvert conditions to ODOT, which then generates a statewide list of needed culvert improvements. Opportunities are sought to combine culvert projects with Preservation and Modernization projects.

Earmarks and Federal Programs

As discussed earlier in this chapter, regions coordinate requests for earmarks through executive staff based on guidance provided by the OTC about the state's earmark priorities. ODOT coordinates earmark requests with the Oregon Congressional Delegation so that they can lobby to have these budget allocations written directly into federal legislation for the Surface Transportation Act.

4.4 Coordination with MPO, Local Government and other Federal and Tribal Agency Transportation Improvement Programs

MPO Transportation Improvement Programs

MPOs are mandated by federal legislation and then enabled by state legislation to carry out metropolitan transportation planning. MPO planning areas contain populations of 50,000 or more and the boundaries encompass at least the urbanized area and those areas expected to be urbanized within the 20-year forecast period covered by the transportation plan. The boundary may encompass the entire metropolitan statistical area or consolidated metropolitan statistical area, as defined by the Bureau of the Census. These boundaries must also include the boundaries of the nonattainment or maintenance areas, if applicable, or unless another boundary has been agreed upon by the Governor and the MPO (23 Code of Federal Regulations (CFR), Section 450.312).

Large urbanized areas with populations over 200,000 are designated Transportation Management Areas (TMAs). Per 23 CFR Part 450, the MPOs in TMAs must develop unified planning work programs (UPWP) or unified work programs (UWP) in cooperation with the State and the operators of publicly owned transit. These programs must address the planning priorities facing the metropolitan planning area and describe all the transportation and related air quality planning activities anticipated within the area during the next one or two year period. Metropolitan Transportation Improvement Program (TIP) and STIP planning projects should be included in the UWP (Metro Self-Certification, Exhibit A to draft Resolution No. 04-3430, Joint Resolution of the Metro Council and Oregon State Highway Engineer). In addition, EPA air quality regulations have required that the regional transportation plans in maintenance and nonattainment areas be updated every three years. SAFETEA-LU extends this to four years.

In Oregon, all MPOs, including both TMAs and smaller metropolitan areas, prepare a UPWP. It describes who will perform the work and what work will be accomplished

using federal funds (23 CFR Section 450.314). There is more information about Oregon MPOs and their planning and project programming responsibilities in Chapter 2.0 – Background of the Users' Guide and online. The following table lists Oregon MPOs.

Figure 4-2 Oregon MPOs

MPO	Jurisdictions/Agencies	TMA?	Air Quality Conformity Area
Bend	City of Bend, Deschutes County	No	No
Central Lane	Lane County, Lane Transit, cities of Coburg, Eugene and Springfield, Lane Council of Governments (LCOG)	Yes	Yes
Corvallis Area	Benton County, City of Corvallis, Corvallis Transit District, Cascades West Council of Governments (CWCOG)	No	No
Kelso-Longview-Rainier	In Oregon, Columbia County, City of Rainier, Port of St. Helens	No	No
Metro	Metro, Clackamas, Multnomah and Washington counties, all incorporated cities in Portland metropolitan area, Tri-Met, SMART	Yes	Yes
Rogue Valley	Jackson County, cities of Ashland, Central Point, Eagle Point, Medford, Phoenix and Talent, Medford Transit District, Rogue Valley COG (RVCOG)	No	Yes
Salem-Keizer Area	Marion and Polk counties, cities of Salem, Keizer and Turner, Salem Transit District, Mid-Willamette Valley COG (MWVCOG)_	Yes	Yes

State Program Coordination between the ACT and the MPO

ACTs are advisory bodies chartered by the OTC. Their duty is to address all modes of transportation in their area, with primary focus on the management and improvement of the state transportation system. They are responsible for prioritizing the regions' MOD program.

MPOs are associations of local governments required by the federal government and designated by the governor to carry out Metropolitan Transportation Planning Process (Title 23 and 49 of the US Code). MPOs' duties are specified in the Code of Federal Regulations and must provide a "reasonable opportunity to comment" before approving a long-range plan. It is expected that ACTs and MPOs will coordinate efforts where they overlap. ACTs may advise the OTC, but the MPO is responsible for carrying out the metropolitan planning process within their boundaries.

MPOs implement their adopted long range transportation plans through an MTIP, which identifies all regionally significant projects or those that include federal funds; the MTIP

program coincides with the STIP and the STIP contains all MTIP projects. In Regions 2, 3 and 4, many of the entities that make up the MPO also are members of the ACT. For example, it is typical for members to serve both on an MPO transportation policy board and on the ACT. This is not true in Region 1, where only a small part of the region is served by an ACT.

State Program and MTIP Coordination

Depending on the size of the MPO, the process for integrating an MTIP into the STIP differs.

Large MPO/STIP Coordination

Large MPOs, which are responsible for transportation programming in a TMA, receive federal Surface Transportation Program (STP) funding directly through a federal allocation formula. These funds may be used for Modernization, Public Transit, Safety and other types of projects that are programmed through the MTIP. Federal law states that these programs must be incorporated directly into the STIP unchanged. In these instances, the Region STIP Coordinator works directly with a counterpart in the MPO to obtain project information that ODOT needs to assign each MTIP project a key number and enter the projects into the STIP project database.

However, not every state highway project is programmed through the MTIP. In particular, operations, safety and other projects that relate to corrective or capital replacement work are identified by state management systems, not by the MPO. ODOT representatives to the MPO provide information to MPO members about these projects. The MPO then integrates these projects into the MTIP.

Small MPO/STIP Coordination

Non-TMA MPOs receive an allocation of federal funds from ODOT, rather than directly through a federal allocation formula. In these areas, the MPO is still responsible for programming the MTIP. For the MOD Program, the ACTs still are responsible for reviewing and ranking project recommendations made by the regions and the ACT and MPO work together to develop an overall MOD program that serves area interests and MPO interests.

Prioritizing transportation improvement projects, including STIP project identification and prioritization, is one of the main activities where coordination between MPO and ACT is vital. The MPO is responsible for identifying and prioritizing transportation improvement projects within MPO boundaries by federal requirement. These priorities are reflected in the MTIP. The regions work collaboratively with both ACTs and MPOs in the development of a transportation construction program for the area.

The ACT is responsible for identifying and prioritizing transportation improvement projects that are of regional significance and for developing an overall list of transportation priorities for the area, which encompasses a larger geographic area than the MPO. The ACT will consider MPO project priorities when developing the area list and

may insert other projects as well. Per ODOT's Policy on Formation and Operation of the ACTs, MPOs are always represented on the ACT where their boundaries overlap. While they may differ for each area, procedures for resolving discrepancies between the MPO program and the ACT recommendation may be outlined in the ACT charter or through a separate agreement. For example, the Southern Oregon ACT and the Medford MPO have adopted an intergovernmental agreement that details a resolution process when priorities are not consistent. The Corvallis Area MPO and the Cascades West ACT have also adopted a protocols agreement [see Appendix C, ACT-MPO Coordination Protocols].

4.5 Local Government Project Coordination

Local governments initially inform ODOT about local transportation priorities through the development and adoption of long range TSPs as elements of their comprehensive land use plan. With few exceptions, all MOD, TE, Bike/Ped and transit service expansion projects that are in the STIP need to be identified in an adopted TSP, whether the project is identified through a local planning process or through a state planning process that is subsequently made part of the local TSP and the OHP.

The local TSP may be implemented in a number of ways. Some local governments adopt a multi-year integrated capital improvement program, while others use the annual budget process to identify projects that are approved for funding. The local budget approval process is especially important to the STIP process when local funds are pledged to match a state transportation project or when a local government is a conduit for a grant that is related to a state transportation project. In these instances, securing local budget approval is a necessary step in the STIP process; programming a project in the STIP may be conditioned on securing local government budget approval for matching funds.

Local governments can most effectively influence the STIP development process by identifying transportation needs in their TSPs and Regional Transportation Plans (RTPs) and by participating in their ACT and/or MPO advisory processes. Local governments also influence the STIP process informally by bringing projects to the attention of ODOT District staff. The latter process typically involves meetings between local government public works staff and ODOT District-level staff regarding operations and safety issues affecting state highways.

Each ODOT region has staff (called Local Agency Liaisons) assigned to help local governments identify projects and find appropriate project funding. The ODOT Local Government Program is available to provide local agencies overall coordination and support in their effort to develop and construct transportation projects. Through this program, ODOT offers educational opportunities, technical support and federal oversight to local agencies and other transportation partners. The Local Government web page provides contact information and links to various resources needed in order to program, design and construct local agency sponsored federal aid projects. The Local Government Section of each region has at least one Local Agency Liaison who is available to help coordinate ODOT's operations with local transportation planning goals.

Local Program Oversight Committee

The Local Program Oversight Committee (LPOC) is a partnership between the counties, cities, the Federal Highway Administration (FHWA) and ODOT. The purpose of this group is to improve policy, process and oversight in the delivery of the Local Federal Aid Program and other local street and road programs and projects administered through ODOT. While the Local Officials Advisory Committee (LOAC) works on transportation policies and provides advice to ODOT senior management and the OTC, the focus of LPOC is on Local Program project delivery.

4.6 Federal Land Management Agency Programs

United States Forest Service, Forest Highway Program

Program Description

The Forest Highway Program (FHP) is one of five categories within the Federal Lands Highway Program (FLHP). The objective of the Forest Highway Program is to improve access to and through National Forest lands through projects on designated "Forest Highways," which may be state, county or other public roads if they meet the criteria addressed below. Program decisions are made jointly through the Tri-Agency Committee. FHWA's Western Federal Lands Highway Division (WFLHD), the US Forest Service (USFS) and ODOT each have one voting member. The ODOT member also represents Oregon counties.

Forest Highway Enhancements are a subset of the FHP. Enhancement projects are related to forest highways and typically include work on trailhead parking, scenic viewpoints, rest areas, bike and pedestrian access, interpretive signing and historic and environmental protection.

Program Funding and Structure

FHP funding is allocated to states by an administrative formula based on the amount of National Forest lands in the state. By formula, Oregon receives about $19 million per year for the FHP, of which $5.5 million goes toward preliminary and construction engineering, about $2 million to Forest Highway Enhancement projects and the rest ($11-12 million) to road construction. FHP funding may be used for preliminary design and environmental engineering, construction and construction engineering. It has been a Tri-Agency policy not to use FHP funds for right-of-way acquisition and maintenance. A local match is not required, but may be viewed favorably during the project review and selection process. Forest Highway Enhancements receive 10% of the total FHP allocation.

WFLHD programs FHP projects for five years. Enhancement projects are selected on a three- to four-year cycle. The Tri-Agency Committee is moving to better synchronize applications for both types of projects with the two-year STIP update cycle. The Tri-Agency Committee, which is responsible for project review and selection, meets annually to evaluate the FHP and modify funding and timelines as needed.

FHP projects are reported individually by county in the STIP and any unassigned funds are shown as "buckets" in the STIP. Forest Highway Enhancement funds are committed to projects through the first three years of the upcoming STIP and are reserved in a bucket for the last year of the upcoming STIP.

Project Criteria and Selection

All FHP projects must be on a designated Forest Highway route. Although a roadway does not have to be designated a forest highway when a project is proposed, it must be designated a forest highway before any FHP funds are awarded to a project. Designations are made by the WFLHD Division Engineer in cooperation with the Forest Service Region Office and ODOT, according to the criteria below. Designation proposals can be submitted at any time, but changes are usually made only during the project selection cycle or in response to a periodic statewide evaluation of existing and requested routes.

To be designated as a Forest Highway, a route must:

- Be wholly or partially within, or adjacent to and serving the National Forest System (NFS).
- Be necessary for the protection, administration and utilization of the NFS.
- Be necessary for the use and development of NFS resources.
- Be under the jurisdiction of a cooperator and open to public travel.
- Provide a connection between NFS resources and one of the following:
    - A safe and adequate public road
    - Communities
    - Shipping points
    - Markets dependent on these resources.
- Serve one of the following:
    - Local needs such as schools, mail delivery, commercial supply
    - Access to private property within the NFS
    - A preponderance of NFS generated traffic
    - NFS generated traffic that has a significant impact on road design or construction.

The Forest Service, ODOT and local jurisdictions (usually counties) apply for FHP funds. The agency with jurisdiction over the road (ODOT or the County) and the Forest Service must be co-applicants. If the Forest Highway is a "Public Forest Service Road" under Forest Service jurisdiction the Forest Service is the sole applicant.

Staff from Tri-Agency Committee member agencies, including the Association of Oregon Counties (AOC), conducts most of the project review and selection. County participation is important because many Forest Highway projects are on county roads. Staff develops selection criteria and a schedule for approval by the Tri-Agency Committee. This team conducts the initial review and scoring before forwarding a project list to the field review phase involving Tri-Agency Committee members and staff. A

narrowed list of projects is scoped and studied for feasibility before making the final list. Enhancement projects are selected through a similar but separate review process.

Bureau of Land Management (BLM)

Figure 4-3 Oregon/Washington BLM Districts

Source: BLM Website

Program Description

One BLM State Office jointly manages BLM property in Oregon and Washington. The states are broken into BLM districts. Washington is organized into one district, while there are nine districts in Oregon with offices in Salem, Eugene, Coos Bay, Roseburg, Medford, Prineville, Lakeview, Burns and Vale. Between the two states, there is approximately 25,000 miles of existing roadway to manage. According to the State Office, existing roadways provide sufficient access to most BLM property in Oregon so that new road facilities are rarely needed. Therefore, maintenance makes up most of Oregon/Washington BLM's transportation work. To reduce maintenance as well as environmental, cultural and safety impacts, the agency tries to close roads that are not being used whenever possible.

Each State Office develops a Five-Year Deferred Maintenance Plan and Five-Year Capital Improvement Program. The maintenance and capital improvement plans address all agency facilities, including but not limited to roads. The State Offices are responsible for developing project lists that are evaluated by State Engineers according to health and safety, cultural and natural resource protection and agency mission criteria. A ranked list is presented to the Washington D.C. BLM and Interior Department for approval. Congressional representatives are notified during the federal review process and federal budgets are set once the federal BLM and Interior Department approve the project lists. The Oregon/Washington State Office reports, however, that it receives only a couple capital projects per year according to the approved five-year plan and these are often projects for facilities other than roadways. While there is limited need for new roadways,

as mentioned earlier, few capital transportation projects are approved for BLM land because of insufficient funding. Proposals for new facilities receive the most scrutiny both at the state and federal level.

Funding that is approved for maintenance and capital improvements are administered through BLM district offices. District offices are responsible for coordinating BLM projects with the state and local government. According to interviews with the BLM State Office and ODOT state and region staff, there are few projects that require coordination between BLM, ODOT and local governments.

4.7 Tribal Governments

Program Description

Planning and programming for Tribal Transportation is the responsibility of the Tribal Nations. The Indian Reservation Roads (IRR) program, authorized under the Federal Lands Highway Program (FLHP) provides funds for both planning and construction of transportation improvements in Tribal areas, which includes roads, bridges and transit facilities that lead to or are within reservations or other tribal lands.

The Bureau of Indian Affairs' Northwest Region, along with Federal Lands Highway, is responsible for administration of the IRR program in Oregon, which also includes tribes from Washington, Idaho, Montana and southeast Alaska.

Program Funding and Structure

The Bureau of Indian Affairs (BIA) Division of Transportation (DOT) and Federal Lands Highway Headquarters Office (FLH-HQ) jointly administer the IRR program. After a portion of the yearly authorization from federal transportation legislation (about 10%) is subtracted for administration and some other small program allocations, the remaining funding is distributed to each Tribe according to a relative needs allocation formula. The formula is based on population, vehicle miles traveled and on the cost of bringing roads up to a given standard.

Project Criteria and Selection

Tribal governments in Oregon develop long range 20-year transportation plans for reservation lands and maintain Tribal priority lists of high priority projects that are not necessarily financially constrained. The Tribes prepare short-term Transportation Improvement Programs (TIPs) that program projects for about the next three years, which are fiscally constrained. The projects are drawn from their approved long range plans and priority lists. Each tribal government with an adopted TIP obtains funding from the Tribal shares. BIA Regions all administer IRR funds based on the Tribe shares from the formula distribution.

The IRR program prepares a national IRR TIP comprised of projects from tribal TIPs, tribal priority lists and other tribal decision making. Projects in the IRR TIP are prioritized by year. The IRR TIP programs projects ready for construction in the next

three to five years. The BIA Area Office is responsible for updating the IRR TIP with information from tribal TIPs within its region each year. The BIA incorporates tribal TIP projects into the IRR TIP unchanged; projects can only be modified by the Tribal government.

Because Title 23 federal funds are used, programs in the IRR TIP and Tribal TIPs must be included in the STIP. IRR projects are programmed into the STIP under the Federal Lands Highway Program. Tribes submit their adopted TIPs to the BIA NW Regional Office in Portland, Oregon. The BIA submits those TIPs to the FLH-HQ Office in Washington, D.C. The FWHA, in turn, coordinates with the Oregon STIP program to make sure these projects are included in the STIP. As with all STIP projects, Tribal projects are sorted by county. The following Oregon Tribes have adopted TIPs that are included in the IRR TIP and are reported in the STIP.

Figure 4-4 Tribal Organizations and Transportation Programs

Tribal Organization	Area Covered	Program Types
Confederated Tribes of Warm Springs Indians	Warm Springs Reservation Road System	Planning, road system improvements, transit services
Confederated Umatilla Indians	Umatilla Reservation	Planning, road system improvements, transit services
Klamath Tribes		Transit services
Paiute Tribe	Fort McDermitt Indian Reservation	Road system improvements

5.0 ODOT Highway Region STIP Procedures

The Statewide Transportation Improvement Program (STIP) development process for each of the five Oregon Department of Transportation (ODOT) highway regions is described in the following pages. The discussion reviews in detail the process steps for developing the STIP in each region that was briefly outlined in the previous chapter. Many of the procedures are similar from region to region. The discussion for each region is intended to be comprehensive.

A new federal transportation program authorization law was passed in 2005, called SAFETEA-LU. This law is in effect now and it will make changes to some programs as new rules are written to fully implement the new law. For example, right now a primary safety program is the Safety Hazard Elimination Program (HEP); SAFETEA-LU transforms HEP into the Highway Safety Improvement Program (HSIP). Regions will follow established procedures to the extent possible, but in the future some changes will be required to fully implement the new rules and programs. This Users' Guide will be updated when new rules are in place and ODOT has updated its procedures to comply.

5.1 Region 1 – NW Oregon (including Portland Metro area)

Region Overview

ODOT Region 1 encompasses all of Columbia, Hood River and Multnomah counties, as well as most of Clackamas and Washington counties. Small parts of Clatsop and Tillamook counties also lie within the boundary of the Region (see Region 1 map). The Region has the largest population total of any Region in the state, as the largest city - Portland and three of the state's other ten larger cities – Beaverton, Gresham and Hillsboro lie within the Region. The state's largest port district, intermodal freight terminals and Oregon's only international airport are also within Region 1. The most extensive and diverse public transportation system in the state is also in the Region.

Region 1 STIP Development Process Overview

The general development process (including advisory process) for each STIP Program is as follows:

Modernization (MOD) Program

Portland Metro Area

For projects on the state transportation network, consideration of candidate projects is coordinated with the Metropolitan Planning Organization (MPO), as required by law. Candidate MOD projects are identified in the Tier 1 financially constrained portion of the Metro Regional Transportation Plan (RTP). Projects on the RTP list are identified through a rigorous, coordinated planning process. ODOT, Metro and local jurisdictions develop transportation plans and studies which identify areas of need and assess alternative options for addressing improvements within the MPO Boundary. Through the

regional planning and coordination process, all engaged entities work to ensure the established transportation policies are met for the MPO.

Needs assessment and review is also inclusive of coordination with several transportation committees in the MPO. Such committees include:

- East Multnomah County Transportation Committee (EMCTC) - the transportation coordinating committee representing the eastern portion of Multnomah County. This committee is made up of elected officials from the cities of Fairview, Gresham, Troutdale, Wood Village and Multnomah County. It should be noted that one member of EMCTC also represents East Multnomah County on the MPO's Joint Policy Advisory Committee on Transportation (JPACT).
- Clackamas County Coordinating Committee – This body's functions include the establishment of mutual transportation and land use positions on Clackamas County's behalf. Members of the committee include elected officials from the county and cities, as well as, representatives of special districts and community planning organizations.
- Washington County Coordinating Committee: This committee works on and coordinates transportation and land use matters. Committee members include elected representatives from Washington County and cities within its boundary.

Region 1 Area Managers and planning staff are engaged with these committees, as they work to find resolution to transportation challenges.

For state highway projects, a candidate MOD project list is drafted by Region 1 for review and consideration through the MPO's recommendation and prioritization process. Region 1 presents proposed state system projects to the MPO's Transportation Policy Alternatives Committee (TPAC) – a 21 member group that includes technical staff from Metro city and county governments, as well as members of transportation related agencies in the urbanized area. TPAC also includes six appointed citizen members.

TPAC is charged with providing technical input and recommendations to the MPO's Joint Policy Advisory Committee on Transportation (JPACT) on funding priorities for the transportation network in the in the MPO.

JPACT is a 17-member committee that is comprised of elected officials and high level representatives from agencies involved in transportation. The committee, in conjunction with the Metro Council (MPO's governing board) reviews, evaluates and approves draft list of transportation needs to be addressed with available transportation funding.

Metro has its process for considering local projects for inclusion in the MPO Transportation Improvement Program (MTIP). The projects utilize the MPO's sub-allocation of federal transportation funds for improvements within the Metro boundary. For these projects, program applications are submitted to Metro by local jurisdictions and transportation/transit agencies.

The process for these projects also includes the consideration and approval of TPAC, JPACT and Metro Council. This funding source from the MPO gains considerable interest from local municipalities because the dollars may be spent on a greater variety of transportation projects than most other federal transportation funding categories. The MPO provides these funds mainly for project development phases.

It should be noted that for the area within the MPO boundary, the STIP and MTIP are essentially the same. ODOT's focus in this element is on the state facilities, while Metro selects, allocates and manages MPO funds to local projects.

The approved recommended project lists for ODOT and Metro are then released for public comments. ODOT and Metro generally have coordinated and held public meetings jointly in the MPO boundary, during the OTC approved comment period for the STIP. Once public comments have been received, the recommended project list is then taken back to JPACT and Metro Council, for approval before being forwarded to the Oregon Transportation Commission for approval.

Non Metro Areas

Outside of the Metro boundary, the coordination and advisory efforts associated with the development of the STIP consist of the following:

- Hood River County: stakeholders include county, city and special district officials, as well as the County Board of Commissioners.
- Northwest Area Commission on Transportation (NWACT): stakeholders include county and city representatives from Clatsop, Columbia, Tillamook and Washington Counties.

These entities are vital in the review of candidate MOD project list for the areas outside the MPO.

Project lists typically are identified through the local planning process in Transportation System Plans (TSPs). Designated Region 1 staff, including Area Managers and planners, coordinates with these groups to review priorities for these parts of Region 1.

High priority projects are scoped and evaluated according to OTC funding eligibility criteria. Results of this process are presented back to the stakeholders along with information about other planned system investments and improvements (e.g. Pavement Preservation, Bridge, Safety and Operations).

Management System Programs

Pavement Preservation (PRES) Program

Project selection is driven by the Pavement Management System, which is maintained at ODOT-Headquarters in Salem. The System tracks the percent of pavement in fair or better condition and program miles, in accordance to the targets set by the Oregon Highway Plan (OHP). In general the project selection process is as follows:

- Region receives two needs lists generated by the Pavement Management System. One is a priority list and the other a list by highway/corridor.
- Region Maintenance and Pavement Preservation Manager, as well as the three District Managers meet to review and discuss the lists for accuracy of information. Region may provide feedback on the lists or add other potential projects for consideration. The OTC approved eligibility criteria, prioritization factors and Region program goals factor into this step also.
- The reviewed lists are prioritized according to pavement conditions and the "projected" remaining years of service life. The ODOT Pavement Committee at Headquarters then balances the variety of identified needs against cost per lane-mile and lane-mile per region targets to create a program candidate list for the Region.
- A second round of review is held for the scoped list.
- The candidate list ("short list") is then handed off to Project Delivery section for scoping.
- The final recommended list groups projects according to pure Preservation, Preservation with Safety and Preservation with other STIP or funding programs.

A significant portion of Region 1's PRES projects are in urban areas where traffic conditions affect the hours available for construction and the mobilization of construction teams during off-peak hours. This in turn leads to higher unit costs for construction in urban areas compared to projects in rural areas. A growing number of urban projects also have related enhancement and safety needs to be addressed. Such needs require coordination and integration with other Region STIP funding categories, including Safety, Transportation Enhancement (TE), Bicycle/Pedestrian (Bike/Ped), Operations programs, Portland MPO or other local funding sources.

Safety Program

The goal for selecting Safety Projects is to reduce the number of crashes on state highways. ODOT's Highway Safety Program Guidelines provide direction on how Highway Safety Improvement Program (HSIP) funds, utilized for this element of the STIP, are to be allocated and utilized. The complete document may be found online at: http://www.oregon.gov/ODOT/HWY/TRAFFIC-ROADWAY/highway_safety_program.shtml

With regard to proposed Safety projects, the guidelines state that ODOT Region Traffic Sections/Units are to solicit, prioritize and consider safety needs for STIP funding based on eligibility criteria that include:

- A cost/befit ratio of 1.0 or greater, if the proposed need is addressed and delivered. (The analysis for determining the ratio is conducted by the Region's Traffic Section using approved ODOT standards, as the unit reviews and revises lists of identified safety problem areas).
- Identified project area has a top 5% statewide Safety Priority Index System (SPIS) score.

- Proposed improvement area is rated 4 or greater in Safety Improvement Program (SIP) category.
- A qualifying "risk" narrative justification.

Once the preliminary project list is compiled and assessed for meeting program goals and objectives, it is moved forward for scoping. Region staff narrows the candidate list to fit available funds. After selecting the project list, it is compared with other projects in an attempt to leverage funding by combining Safety projects with MOD and PRES projects

Operations (OPS) Program

There are four sub-program areas within the Operations Program. They are:

- Intelligent Transportation Systems (ITS)
- Signs, Signals and Illumination
- Slides and Rockfalls
- Transportation Demand Management (TDM).

In Region 1, all TDM programs are funded with Congestion Mitigation and Air Quality (CMAQ) funds through Metro. There is a further explanation of CMAQ in the next chapter of this users' guide.

In setting funding targets, the region bases the investment levels on the needs list for all operations related deficiencies identified across the region. In general, the selection criteria for update locations are based on a "worst first" approach and then the selection process basically drives itself. This approach, however, is not used for Intelligent Transportation Systems (ITS) projects.

<u>Intelligent Transportation Systems (ITS)</u>

- The Region 1 ITS Architecture Plan (which is part of the RTP) is used to prioritize ITS deployment projects. Investments include: permanent Variable Message Signs (VMS), cameras for monitoring road conditions, ramp metering and advanced traffic management systems (ATMS).
- There is an ITS advisory group in Region 1 called "TransPort". The group meets regularly to assess the region's implementation strategy for this program.
- Funding levels vary each STIP cycle depending on the allocations to the operations program.

<u>Signs, Signals and Illumination (SSI)</u>

- The Region Traffic Manager programs upgrade locations based on a needs list and the amount of funding available.
- Projects include upgrades of traffic signals, replacement of loop detectors signs or roadway illumination.
- Districts work off the needs list and replace items needing critical attention first. District maintenance crews assist in identifying needs and improvements.

Unlike other regions where OPS funding is sometimes used to add turn lanes and new signals, in Region 1 most SSI funds are used to maintain the working life of existing assets or address congestion. The investments improve system operations and functionality through technology and system integration.

Slides and Rockfall

In a typical STIP funding cycle, Slides and Rockfall projects account for about one-sixth of Region 1's OPS spending.

These projects are selected from a state priority list and are programmed directly into the STIP.

The Region Geologist works with the State Geologist and technical staff from within the region to verify cost/benefit assumptions associated with high priority projects. Big-ticket projects may have to wait for several years to be funded, or be constructed in phases.

Transit Program

In the Metro boundary, there are three major transit providers: Tri-Met, South Metro Area Regional Transit (SMART) and South Clackamas Transportation District. In addition, there are numerous private service providers that receive federal funding to provide transportation services for persons with special needs. Large transit system investments are programmed into the STIP as specific projects. Of particular interest are large scale transit construction projects, like light rail, street car and commuter rail stations and major fleet acquisition programs for busses. These projects often involve federal STP transfer funds and/or earmarks.

For TriMet, financial planning is executed based on 10-year forecast and their project/program needs are incorporated into the RTP. This program is refined down to a Five-Year Plan. TriMet then conducts a yearly public review of its Five-Year Plan through open houses and other public involvement activities to decide its priorities. The update is incorporated into a Capital Improvement Plan (CIP) every fall and then passed on to Metro for inclusion in the MTIP. Financing for the CIP includes flexible federal Surface Transportation Program funds. Often, big capital and discretionary projects receive the most public attention. Metro and local transportation providers also may use flexible funds for alternative mode programs (i.e. the MPO's Regional Travel Options). TPAC and JPACT play a role in the TriMet project review and selection process.

Region 1 works with Metro to identify and help secure funding in the STIP for these major projects. Most transit programs, however, are listed in the STIP in "buckets" that are not assigned to any region but are later allocated to service providers using the STIP amendment process. Region 1 has no involvement with this process except to facilitate the administrative steps necessary to effect amendments to the MTIP and to the STIP so the funding is approved. This process is reviewed in the Transit Program description in Chapter 6.0 .

Outside Metro, transit districts in Columbia County, Sandy, Canby and Molalla apply directly to the ODOT Public Transit Division for funding. Service providers apply for and work out programming (grants) with ODOT Transit Division and the Federal Transit Administration (FTA). These awards are programmed to specific uses through administrative amendments.

Statewide Competitive Programs and Bucket Programs

Bicycle/Pedestrian (Bike/Ped)

- ODOT Region 1 works with local jurisdictions during the comprehensive transportation planning process to identify bike and pedestrian system improvement needs, the results of which are included in facility plans and refinement plans for urban and rural highways as well as local Transportation System Plans (TSPs).
- After determining needs and priorities, bikeway and walkway system improvements are pursued through grant applications to the state's Bike/Ped Program, using the region's Sidewalk Improvement Program (SWIP) allocations, Quick Fix program funds and local contributions.
- Rural highways may have shoulders widened to accommodate bikes and pedestrians through Modernization projects and/or preservation overlays when possible.
- For urban highways the process is more complex. Some bike/ped projects may be included as part of the Modernization Program (i.e. bike lanes and sidewalks). Others may be part of Preservation projects (minor upgrades), re-striping roads with bike lanes, minor improvement projects (e.g. completing short missing segments of sidewalks) and development exactions.
- SWIP is a pot of state money for bike and pedestrian projects on state highways. An allocation is made to each region based on the region's inventory of sidewalk needs, miles of urban highway and urban population. SWIP funds are frequently combined with Preservation and used for pedestrian projects.
- Quick Fix Program Funds are available for minor sidewalk improvements also on the state highways, with up to $199,000 available per project. These funds are distributed annually on a first come-first serve basis.

<u>Transportation Enhancement (TE)</u>

The Transportation Enhancement (TE) Program is a statewide program that provides reimbursement funds for a variety of projects. Reimbursement fund recipients must apply for these funds through a statewide competitive application process or may apply through the TE Discretionary process under certain conditions. Proposed projects for all funds must have a direct relation-ship with transportation and fall into one or more of the following categories:

- Pedestrian and bicycle facilities
- Safety and educational activities for pedestrians and bicyclists
- Acquisition of scenic easements and scenic or historic sites

- Scenic or historic highway programs (including tourist and welcome center facilities)
- Landscaping/other scenic beautification
- Historic preservation
- Rehabilitation and operation of historic transportation buildings, structures, facilities (including historic railroad facilities and canals)
- Preservation of abandoned railway corridors (including conversion and use for pedestrian or bicycle trails)
- Control/removal of outdoor advertising
- Archaeological planning and research
- Mitigation to address water pollution due to highway runoff or reduce vehicle-caused wildlife mortality while maintaining habitat connectivity
- Establishment of transportation museums

FHWA establishes general project guidelines for enhancements. Local government and public representatives that serve on an advisory committee with ODOT representatives select projects using agreed upon rating criteria. The applicant must be a government agency (local, state, federal, regional or tribal). Private organizations may apply in partnership with a government agency. The TE Program requires non-federal matching funds of at least 10.27%. A scoring advantage is given to projects that fit the TE focus areas adopted for each funding cycle. The current focus areas are posted on the web site noted below, under TE Program Policy and Procedures.

Projects receiving TE funds are usually identified for the first three years of the four-year STIP cycle while the funding for the fourth year is retained in a "bucket" for future applications. The bucket amounts indicate anticipated funding for future projects.

For more information on Transportation Enhancement, contact Pat Fisher at 503-986-3528, or go online: http://egov.oregon.gov/ODOT/HWY/LGS/enhancement.shtml.

Forest Highways

National Forest land in Region 1 is primarily in one District (2C). ODOT District Managers and National Forest District Rangers do most of the work to select and propose projects for Forest Highway funding.

Web Sites and Resources

ODOT Region 1 web site

For other Region 1 web sites and resources, see Appendix G.

5.2 Region 2 – Willamette Valley and North Coast

Region Overview

Region 2 includes Clatsop, Tillamook, Lincoln, Lane, Marion, Polk, Yamhill, Linn and Benton counties and parts of Washington and Clackamas Counties (see http://www.oregon.gov/ODOT/HWY/REGION2/). It includes four of the state's ten largest cities, three of the seven MPOs, 86 incorporated cities (40% of all cities in the state), nine counties (25% of all state counties) and an average of 25 jurisdictions per Area Commission on Transportation (ACT).

There are three ACTs in the region; although Lane County has no ACT, Lane Council of Governments, its transportation advisory committees and the County Commission serve a similar role. The region also includes four highway districts: District 1 (Clatsop and Tillamook counties), District 3 (Marion, Polk, Yamhill and eastern Linn counties), District 4 (Linn, Benton, Lincoln and southern Polk counties) and District 5 (Lane County).

Region 2 STIP Development Process Overview

Management of the STIP development process in Region 2 is a collaborative effort with the Region STIP Coordinator serving in a support role to area managers and various region teams that work on the STIP. In addition, there are four areas and three metropolitan planning organizations (MPOs) in Region 2 that are actively involved in the process. Coordination of ACT activities is the responsibility of the area managers with support from the region planning, technical services, traffic and other functional staff. Coordination with the MPOs is shared between the area managers and the region planning staff.

- The Modernization (MOD) Program is coordinated through Area Managers who work with region planners to support the development of MOD program recommendations by the three ACTs and the Lane County Board of County Commissioners. There are three MPOs in Region 2 that are represented on the ACTs. The region Area Managers work with the MPOs and the ACTs to ensure coordination of the MOD program recommendations from these groups. The Region Manager also participates in the decision process for the MOD program.
- Operations projects are developed through a staff-level process that is coordinated through the Region Maintenance and Operation Team (R-MOM). This team includes the Region's Traffic Manager, Maintenance and Operation Manager, Electrical Manager, Geo-Technical staff, Area Managers and various support staff including district-level personnel. Project Delivery Leadership Team (PDLT) and Tech Center staff members also support the development of Operations projects.
- For Pavement Preservation, Culverts, Safety, Bridge, Salmon Enhancement and other management system programs, the Region PDLT coordinates work among small teams to help identify, scope and establish project priorities using statewide criteria and management system ratings. The teams are usually comprised of a project delivery manager with support from the Region's Tech Center and Traffic

staff. District/Area staff members also play a role reviewing project proposals and helping prioritize these needs.

- For the statewide Bicycle/Pedestrian (Bike/Ped) program discretionary allocation (Sidewalks with Preservation and Quick Fix funds), District/Area staff play an important role identifying projects on the state system.
- The region also offers a measure of technical support to local jurisdictions on programs that require a local application, like the state-run Bike/Ped program, Transportation Enhancement program and on the Forest Highways program and federal earmarks. Technical support is provided through the Region's Local Agency Liaisons and area staff members. District staff members also work with local jurisdictions to identify and remedy small scale problems on the district highway system outside of the STIP program.

Region 2 Advisory Process

The Modernization program for Region 2 is developed through the ACT process. ACTs include Northwest Oregon (NWACT), Mid Willamette Valley (MWACT) and Cascade West (CWACT). Lane County does not have an ACT but its Board of County Commissioners performs some of the functions of an ACT. There also are four transit districts, three MPOs and two tribal entities - the Confederated Tribes of Grande Ronde Indians and the Confederated Tribes of the Siletz - represented on the three ACTs. Lane County's process, through the County Commission, includes input from an MPO, a transit district and a tribal entity. The ACTs also play an important role coordinating between MPOs and other local governments on transportation system improvements in metropolitan and non-metropolitan areas. ACTs in Region 2 do not work on or review STIP programming recommendations other than for the MOD program, but ODOT staff share non-MOD project proposal lists with the ACTs as the proposals are developed.

Each ACT operates under its own charter, approved by the OTC. The Charter specifies who is represented on the ACT, how members are appointed and how long they may serve while procedural matters and operating rules for each ACT are set forth in by-laws. ODOT staff members attend and provide technical support to each ACT. Because there are so many cities in Region 2, most cities are represented on the ACT by a member chosen through an area caucus.

Modernization (MOD) Program

In Region 2, the area managers facilitate and manage the project selection process for the MOD Program. The ACTs play an integral role in this process by helping to identify, evaluate and prioritize projects for their area. The statewide Modernization program eligibility and prioritization criteria are employed in this process. The statewide criteria and factors are augmented with area-specific criteria in the NWACT, MWACT and CWACT.

The Region 2 MOD process is depicted in Figure 5-2 below and goes as follows:

- The Region 2 staff use prioritized project lists to develop a preliminary list of candidate projects that is submitted to the ACTs/Lane County for their consideration and input.
- Region 2 staff, through the area planners, review funding availability and candidate projects with each of the ACTs/Lane County and select a short list of projects for scoping.
- Each ACT/Lane County is allowed two to three months to review and comment on the preliminary recommendations for their own areas; they are also briefed on projects being considered in other areas of Region 2.
- After review and comments by the ACTs/Lane County, Region 2 prepares a revised region recommendation that forms the basis for discussion at an All-Area meeting. The purpose of the All-Area meeting is to reach agreement on the final list of projects, matched to available funding. Each ACT/Lane County is represented at the All-Area Meeting by the Chair and Vice Chair. Region 2 is represented by the Region Manager and the Region Planning Manager. Representatives of local agencies and MPOs may attend the meeting and may be asked to make brief presentations on projects. They do not, however, participate in the decision-making process. ODOT Area Managers attend the meeting as advisors but do not vote on the recommendation.

Allocation Principles

The following principles guide the process regarding the allocation of available funding to projects:

- Priority is given to completing projects that were only partially funded in previous STIP cycles.
- Both large and small projects are important to ACTs and the region.
- With limited STIP funding, large projects are difficult to accomplish. However, advancement of projects of statewide significance and large projects is important to the state and region. Therefore, it is important to identify and plan for large projects so that opportunities are not lost if and when funding becomes available. The purpose of establishing and maintaining a large project list is to: (1) allow for quick reaction time to new funding opportunities (e.g., new state funding opportunities, public/private ventures, federal earmarks); (2) help establish priorities appropriate for the Oregon Transportation Commission (OTC) Statewide Significant project list; and (3) help local governments/stakeholders prioritize local match needs.
- With limited Modernization funding available, the process focuses on meeting the priority needs of the ACTs/Lane County. While it is important for each ACT to get some projects funded in each STIP cycle and the overall goal is to achieve balance (equity) between the ACTs/Lane County over time, it may take two or more two-year STIP cycles to achieve balance.

- Emphasis is placed on identifying and funding projects for inclusion in the construction STIP (C-STIP). Region 2 is careful in separating C-STIP from development STIP (D-STIP) projects, the goal being to find non-STIP funding sources for D-STIP projects (e.g., region planning program) so that most of the limited funding available for the Modernization program is used for construction. The goal of this exercise is to focus Modernization funds on true project development activities and not early planning such as problem identification, purpose and need development and general mode and function type issues.

Large Project Prioritization

Region 2 considers large projects to be those with a total cost over $15 million. Because of the magnitude and relative importance of these projects, Region 2 is responsible, in consultation with the ACTs/Lane County, for developing and maintaining this list. The following guides are used to create and maintain the large project list:

- ACTs/Lane County use the STIP to advance large projects to the next development milestone such as preliminary engineering or right-of-way acquisition, sometimes using D-STIP allocations.
- ACT chairs, vice chairs and Lane County representatives meet annually at the All Area meeting to review and modify, if necessary, a regional list of large projects. The ACTs/Lane County prioritize large projects as part of the process described below.

ACTs/Lane County Modernization Project Prioritization

Prioritization of all Modernization projects (large and small) is conducted by the ACTs/Lane County using the project eligibility and prioritization factors adopted by the OTC and supplemented locally. The ACTs are required to establish and follow a process to review and score projects. This process is quantified and documented by region planners. The ACTs/Lane County engage the local agencies in their areas to suggest new eligible projects and then review and rate projects in a public meeting.

The steps necessary to reach a final prioritized list of Modernization projects for the region include:

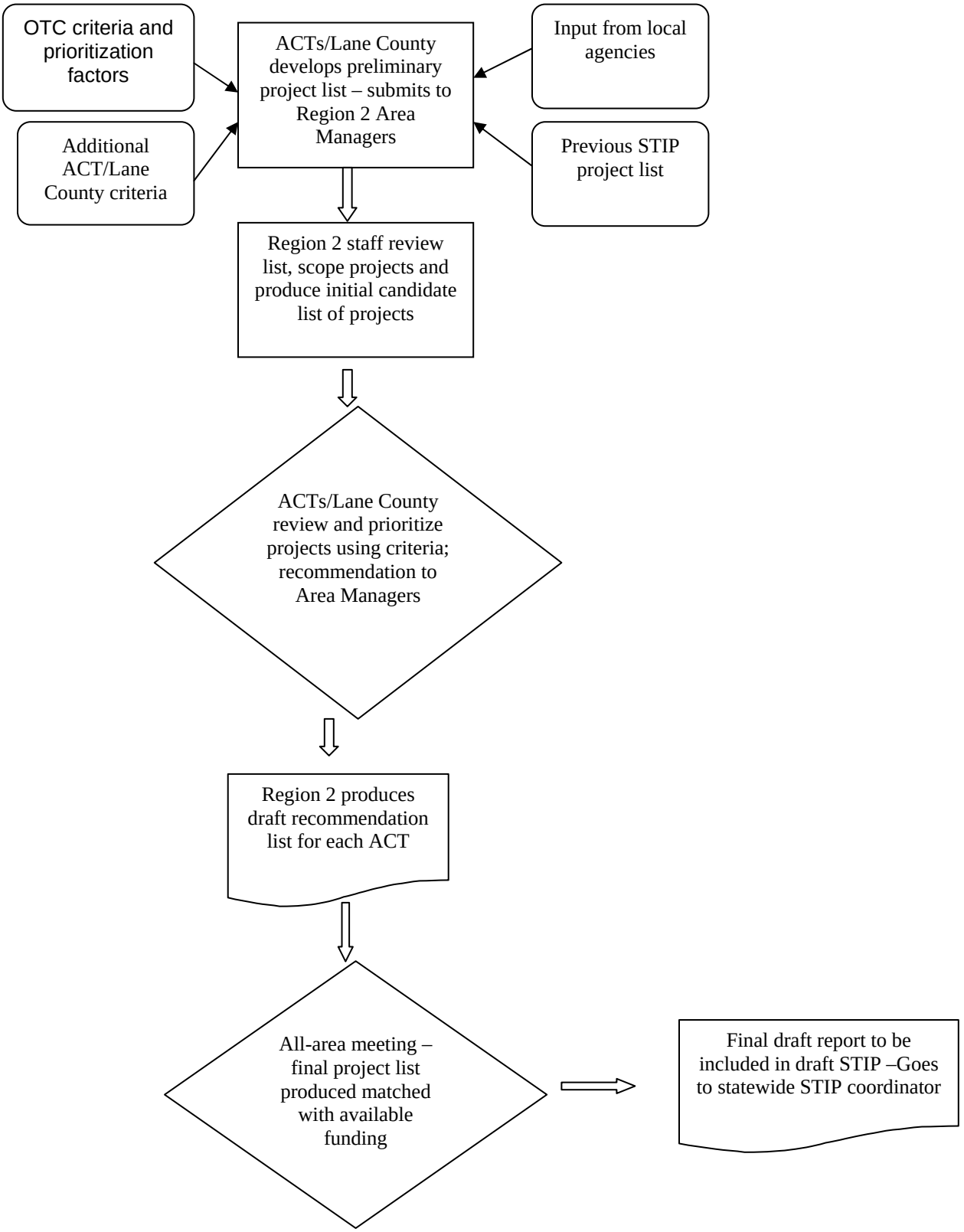
- Each ACT/Lane County uses the eligibility criteria and prioritization factors approved by the OTC to review and rank projects. The ACTs/Lane County may use additional criteria to select and rank projects provided the criteria do not conflict with any criteria established by the OTC.
- A limited number of new Modernization projects are accepted to be included in the region's scoping process for the STIP update. That number is determined by the respective area managers based on staffing availability and workload. The ACTs/Lane County solicit new candidate projects from the local agencies in their area to be considered for inclusion in the scoping process. Each ACT selects,

from the projects submitted, a fixed number of new projects to enter scoping. The solicitation also informs the local agencies of the eligibility criteria and prioritization factors be used to rate the projects. Any new project proposed by a local agency must meet the OTC-approved Modernization eligibility criteria.

- The ACTs/Lane County prioritized project list from the previous STIP update is updated and augmented with the new projects from the process above. This becomes the list of projects that each ACT/Lane County prioritizes.
- In a public meeting, each ACT/Lane County reviews, scores and ranks all the projects on the list and establishes their prioritized project list. The final list reflects the ACTs/Lane County Modernization priorities irrespective of the size of the project.
- Each ACT/Lane County submits their prioritized project list for review at the All-Area meeting.

The entire process, from the early ACT meetings regarding anticipated funding levels and criteria, to forwarding a draft project list to the Statewide STIP Coordinator for inclusion in the draft STIP takes around nine months. In most STIP cycles, the process begins in the late summer of the year before the Draft STIP is ready for public review.

Figure 5-1 Region 2 Modernization Process Summary



Management System Programs

In Region 2, the processes for identifying, scoping, selecting and refining projects using statewide management systems is similar to the procedures used in other regions. Most of the projects that are funded through these programs are selected by the PDLT using information provided to the region from the statewide management system. Proposed projects are identified by the processes described below. Information about the non-MOD program may be shared with the ACTs after the proposed project lists are developed and with the public when the draft STIP document is presented in public meetings as part of the STIP adoption process.

Pavement Preservation

- The initial list of projects is provided to Region 2 from the statewide pavement management system database.
- Field observations and consultation with district staff members confirm which highway segments are most in need of repair.
- Candidate projects are scoped by area, district and region Tech Center staff to determine cost estimates. Scoping also identifies ancillary improvements that may be combined with the project, such as safety and operations improvements.
- After scoping, the PDLT reviews the list of candidate projects against mileage targets for the region and the region's Preservation funding budget for each year in the STIP cycle.
- The PDLT recommends a set of projects for the program based on the projects that best meet program objectives for achieving pavement condition goals and mileage targets. See the program description in Chapter 6.0 for more information about pavement condition goals and how mileage targets are set.

State Bridge

- A list of all state highway bridges and their condition assessment from the statewide inspection program is centrally maintained by the Bridge Program.
- Preliminary project selection is done at the state level based on the management system criteria. Candidate projects are scoped by area, district and region Tech Center staff to determine cost estimates.
- Bridge Program, in coordination with the PDLT, select projects based on target funding.
- PDLT members inform the Bridge Program about opportunities to combine bridge repair or replacement work with Operations, Safety or Preservation projects on the approaches to or in the vicinity of a bridge project to enable consolidation of projects into a common delivery package.

Safety

- The Region Traffic Manager maintains a list of potential Safety projects using two management system data sets – the Safety Investment Program (SIP) and the Safety Priority Index System (SPIS). Both systems log safety problems based on the number of crashes that occur in a highway segment. Region 2 relies more on the SPIS to identify potential locations for Safety projects, since it identifies more specific locations. The SIP identifies corridors with safety needs.
- The region uses its Safety program allocations to establish an initial list of potential projects. Area, District and Tech Center staff scope potential projects to determine the estimated cost and the scope of work.
- An analysis is conducted on which projects offer the best cost-to-benefit factor. Projects are prioritized primarily on that basis but other factors may be considered, such as combining a Safety project with Operations or Preservation funding and local contributions.
- The PDLT recommends which projects should be included in the STIP and their recommendation is forwarded to the Region STIP Coordinator for listing the projects in the Draft STIP.

Culvert Replacement

- A list of non-Bridge Inventory (non-NBI) culvert replacement needs is maintained for the state as a whole.
- High priority projects from that list in Region 2 are reviewed with district staff members to compare field observations with the management system information.
- The most pressing projects are scoped and reviewed by Area, District, Region Tech Center staff and PDLT members.
- The state program manager selects projects statewide based on available funding. Selection of projects in Region 2 is coordinated with the PDLT.

Salmon Enhancement

- A list of salmon passage and habitat restoration opportunities is maintained for the state as a whole. High priority projects from that list in Region 2 are reviewed with PDLT members to identify opportunities that may come about as a result of work on region highways, such as a culvert replacement, bridge replacement, preservation or other projects.
- The best project opportunities are scoped and reviewed by Area, District and Region Tech Center Staff and PDLT members, who recommend a set of projects for funding.
- The state program manager selects projects statewide based on available funding. Selection of projects in Region 2 is coordinated with the PDLT.

Operations (Ops) Programs

In Region 2, the Region Maintenance and Operations Management Team (RMOM) is responsible for developing the OPS program project lists. The Team uses a combination of management systems, inspections and long-range plans to identify projects. An overview of their process is shown in Figure 5-3. There are four sub-categories of projects funded through Operations.

Intelligent Transportation System (ITS)

Projects are funded based on the recommendations and priorities outlined in local and statewide ITS plans. Investment levels vary from one STIP cycle to the next.

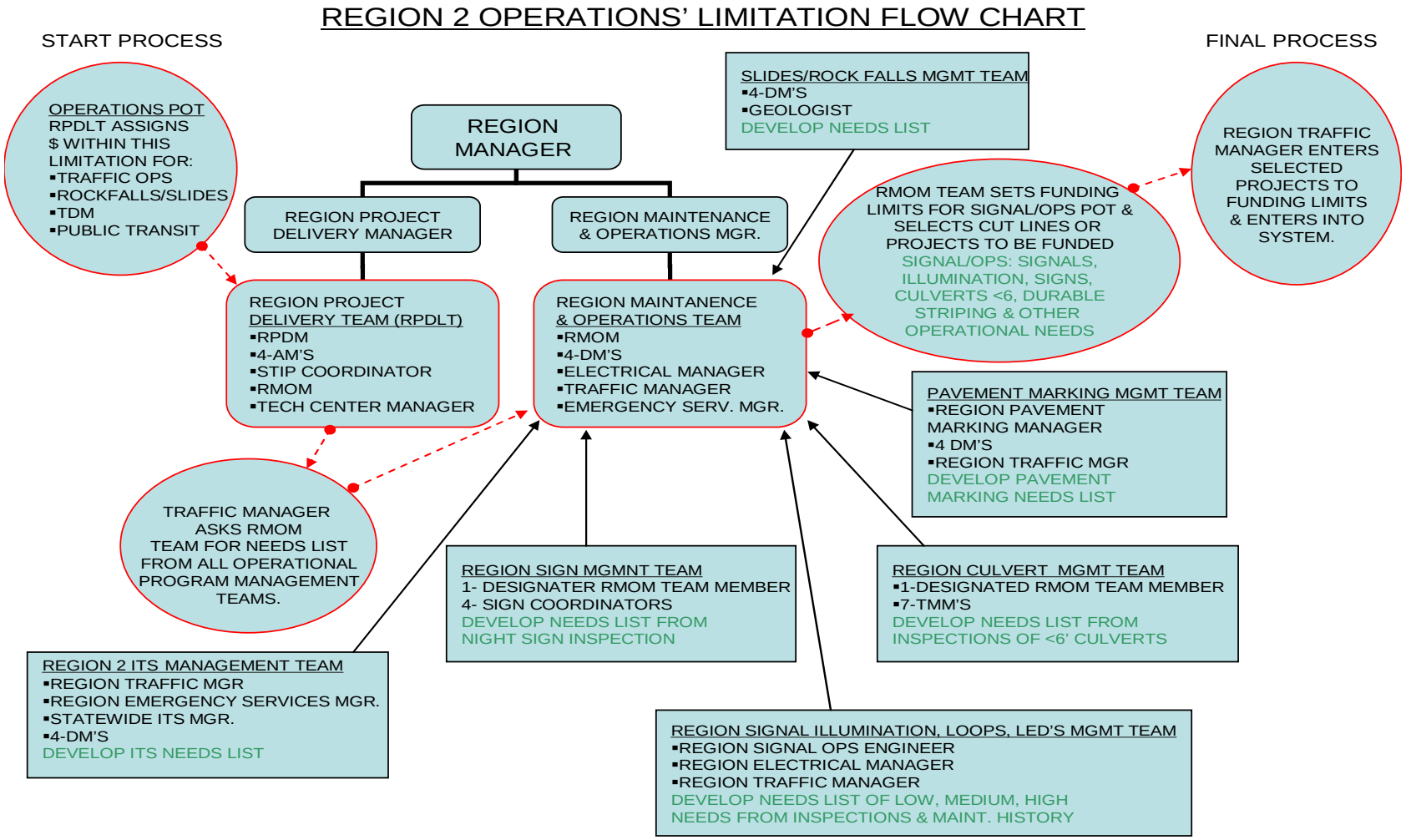
Signs, Signals and Illumination (SSI)

- Projects are selected from a list of region needs that is compiled for the Region Traffic Manager in consultation with district staff members.
- The list of needs is based on a variety of factors such as the number of maintenance calls to repair a signal (indicating it is wearing out), observed turning movement problems at an intersection, visible sign damage and the age of lighting stanchions.
- Project ideas also may be suggested by the PDLT if, for example, there is a Preservation project that can also improve the operation of an intersection with the installation of a new signal or a turning lane.
- An initial set of projects are chosen for scoping to determine cost estimates and scope of work.
- RMOM then selects projects based on funding allocations and forwards the recommendations to the PDLT and then to the STIP Coordinator.

Slides and Rockfalls

- Projects are selected from a statewide management system project list.
- The region may skip over high ranking but expensive projects or may break large projects into phases to stretch revenues and fix problems at more locations.
- In general, more projects are scoped than there is funding available. The RMOM Team has some flexibility developing the program, but the team tries to select the highest ranking projects from the statewide list.
- RMOM then selects projects based on funding allocations and forwards the recommendations to the PDLT and then to the STIP Coordinator
- Transportation Demand Management (TDM)
- Projects are funded based on prior commitments to existing programs.
- Most TDM programs involve car pool and van pool programs in urban areas that have air quality problems.

Figure 5-2 Region 2 Operations Process



The process of identifying, scoping, reviewing and recommending Operation projects usually takes about six months and begins soon after Region 2 is notified of its Operation Program funding targets by the Highway Finance Office. As with all the STIP programs, the Operations process usually begins in early fall, two years before the Draft STIP is scheduled to be finalized. The region may use a bucket to reserve funding for some OPS categories when there is uncertainty about programming priorities, especially in the third and fourth years of the STIP cycle.

Transit Programs

There are multiple transit districts in Region 2 and several municipal and private service providers that focus on special needs. Information about these service providers and their programs can be found at:
http://www.apta.com/resources/links/unitedstates/Pages/OregonTransitLinks.aspx
providers are listed by county.

Most of the transit service providers listed in Region 2 counties receive some part of their funding through federal grants and, therefore, their programs are funded through the STIP. In Region 2, the service providers apply directly to the Oregon Public Transit Division for program assistance for both capital purchases and operation funding. Transit providers are represented on the ACTs. In addition, the Transit programs in the Salem-Keizer and Eugene-Springfield MPOs have the added role of helping these areas achieve compliance with federal air quality standards, which elevates the importance of these programs.

The region plays little role in determining the allocation of Transit funding to service providers or in the application for funding to the Transit Division. That process is described in more detail in the Transit Program description in Chapter 6.0.

Statewide Competitive Programs (Bucket Programs)

Region 2 retains some program funds in "buckets" for its construction programs, like MOD, Pavement Preservation and Safety for future right-of-way acquisition and preliminary engineering work. In addition, the state programs listed below retain funds in buckets to allow them to fund projects that may come forward during the STIP cycle, particularly for the last two years of the STIP cycle.

- Transportation Enhancement
- Bike/Pedestrian
- Congestion Management and Air Quality
- Rail Crossing Safety
- Local Bridge
- Transportation Growth Management
- Immediate Opportunity Fund

Region 2 staff members are consulted by the state program manager about applications received from within the region. The Region 2 Local Agency Liaisons sometimes provide

technical assistance to local communities pursuing funding through these programs. The region itself can apply for funding through these programs. These applications are usually developed at the district level, particularly for bike/ped and transportation enhancement grants. Some applications receive technical support from other region staff. The following state-administered programs interact with region staff.

Federal Agency and Tribal Program Coordination

There are several federal agencies and tribal governments that program projects through the STIP. The integration of these projects into the STIP is coordinated through the Federal Highway Administration in Vancouver, WA. Region 2 maintains contact with federal agencies and program representatives through the ACTs.

Forest Highways

The National Forest applies for funding. State and local governments may apply as co-sponsors on projects.

Scenic Byways

ODOT applies for these federal grant funds on the state's behalf. Region 2 may become involved if a highway in the region is a candidate for a grant.

Federal Earmarks

- Region 2 applies for earmark projects as directed by the OTC.
- Other entities in the region may apply for earmarks, particularly the MPOs and transit districts. They coordinate their application through the ACTs/Lane County. Earmark applications need to be consistent with an OTC approved priority list to receive ODOT support.

Tribal Government Transportation Improvements

The Statewide section of the STIP includes the Indian Reservation Roads Transportation Improvement Program, which describes federal funding of reservation roads improvements in Region 2 and throughout the State.

- The Confederated Tribes of the Grande Ronde is a member of the MWACT. The Grande Ronde Tribe operates a casino on OR 22 between Salem and Lincoln City and also owns housing and community facilities on tribal land in the Grande Ronde area from which it provides an array of social services to tribal members. Grande Ronde tribal transportation facilities are not funded through the STIP.
- The Confederated Tribes of Siletz is a member of the CWACT. The Siletz Tribe operates a casino in Lincoln City. Occasionally, there are transportation improvements associated with these facilities but the Tribe does not own any roads or transportation systems and does not have an adopted transportation plan.

- The Lower Umpqua and Siuslaw Indian Tribe has a casino in Florence.

MPO and Local Government Coordination

The three MPOs in Region 2 are Corvallis Area MPO (CAMPO), Central Lane MPO (Eugene-Springfield) [administered by Lane Council of Governments (LCOG)] and Salem-Keizer Area Transportation Study (SKATS) MPO [administered by Mid Willamette Valley Council of Governments (MWVCOG)]. The Central Lane and Salem-Keizer MPO areas were designated as Transportation Management Areas (TMA) after the 2000 census, which means they now receive direct federal funding allocations for Modernization and Transit programs. Region 2 plays an important role working with the MPOs to develop their long range transportation plans (RTP) and their Metropolitan Transportation Improvement Plans (MTIP). The MTIPs are prepared for the same funding cycle as the STIP and once adopted by the MPO, the MTIP projects are "rolled-up" into the STIP. All federally funded projects and projects of regional significance within the MPO boundaries are listed in the MTIPs and the STIP. The region communicates with the MPOs through the Area Planners, Area Managers and the STIP Coordinator who work with MPO staff.

Region 2 coordinates its maintenance program and management system projects with local governments in meetings between district staff members and local government public works staff. Efforts are made to coordinate utility work in conjunction with highway projects.

Web Sites and Resources

ODOT Region 2 web site

For other Region 2 web sites and resources, see Appendix G.

5.3 Region 3 – Southwestern Oregon

Region Overview

Region 3 [http://www.oregon.gov/ODOT/HWY/REGION3] includes Coos, Curry, Douglas, Jackson and Josephine counties. Located in the southwest corner of the State, Region 3 encompasses the Rogue Valley jurisdictions, including Grants Pass and Cave Junction and the south coast cities from Reedsport to Brookings. Transportation issues in Region 3 also affect the Cow Creek Band of Umpqua Tribe of Indians, the Confederated Tribes of Coos, Lower Umpqua and Siuslaw Indians and the Coquille Indian Tribe.

Region 3 Advisory Process

Region 3 has two Area Commissions on Transportation (ACTs):

- Rogue Valley ACT (RVACT) [www.oregon.gov/ODOT/COMM/act_rvact.shtml] includes the Rogue Valley MPO and the Rogue Valley Transportation District

(RVTD). The RVACT, encompassing the areas within Jackson and Josephine Counties, has up to 25 voting members. Rogue Valley Council of Governments (RVCOG) facilitates the meetings, held every other month and ODOT and RVCOG staff share responsibility for the ACT and the MPO technical advisory committee.

- South West ACT (SWACT) [http://www.oregon.gov/ODOT/COMM/act_swact.shtml] includes the tribal entities listed above and the ports of Coos Bay, Port Orford, Umpqua, Gold Beach and Brookings. There are potentially 42 members of the SWACT. The SWACT membership is divided into three subgroups, the I-5 Subgroup, the Hwy 38/42 Subgroup and the 101 South Subgroup. The 14 member SWACT Steering Committee is comprised of representatives from each subgroup.

Modernization (MOD) Program

As in other regions, Region 3 has the responsibility of deciding how it will invest discretionary Modernization (MOD) Program funds, although the Oregon Transportation Commission (OTC) has final approval. In Region 3, a competition is held each STIP cycle to determine which projects will be recommended for funding through the MOD program. The region's STIP coordinating and/or planning staff are responsible for administering the MOD program application process, which involves soliciting project proposals from local jurisdictions. This process begins as new funding programs become available or during the regular STIP update.

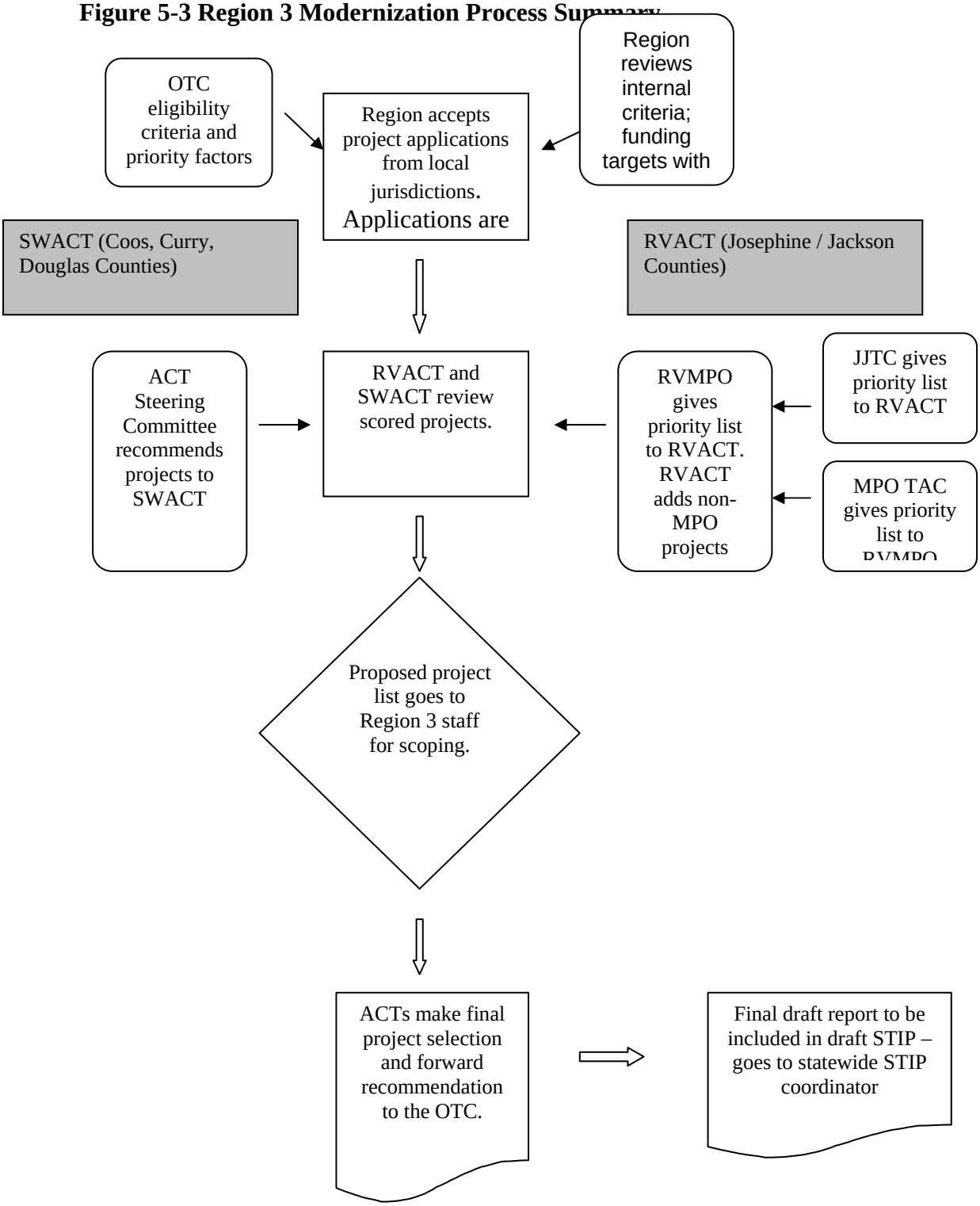
- One of the ACT's primary responsibilities is the prioritization of applications for MOD Program funds. The two ACTs adopt project selection criteria that include the OTC criteria and area-specific priorities, such as economic development, multimodal benefits and the environment. RVACT also plays an important role coordinating between the Rogue Valley Metropolitan Planning Organization (RVMPO) and the greater Jackson and Josephine County area on transportation system investment.
- The Area Manager and region planning staff members meet with each ACT and inform members about Region 3's MOD funding target for the STIP programming cycle.
- Region 3 uses the statewide formula that allocates MOD funding to state regions to establish preliminary MOD allocation targets for the areas in Region 3; the ACTs use this preliminary allocation as a guidepost to decide how many projects to recommend.
- ACT members review the project applications from local governments after they have been scored by the region's planning staff. The staff review consists of assessing the completeness of each application and how well the application meets OTC and area specific project rating criteria. All projects are taken from local transportation system plans or Comprehensive Plans. Each ACT approaches this process differently.

- In Jackson and Josephine counties, a technical advisory committee reviews the Modernization applications and recommends projects to the MPO and the ACT.
- The Jackson-Josephine Transportation Committee (JJTC) represents each jurisdiction within the two county area and includes city/county planning or public works directors and Region 3 planning staff. Region 3 planning staff also works with the MPO through the MPO technical advisory committee (TAC).
- The MPO TAC and JJTC work through the recommendation process at the same time, since many representatives are members of both groups.
- Each TAC makes a recommendation to their policy body. The MPO TAC makes its technical recommendation to the Rogue Valley MPO Policy Committee; the JJTC makes its recommendation to the RVACT.
- Both the RVACT and MPO have adopted the same scoring criteria and process for selecting Modernization projects. The MPOs policy committee gives a prioritized list of projects for the MPO area to RVACT.
- The ACT doesn't change the order of the MPO area projects after it receives a prioritized list from the MPO. The ACT, however, inserts non-MPO projects into the list so that the final list that is approved by the ACT includes both MPO and non-MPO projects.
- In Coos-Curry-Douglas Counties, the SWACT process is similar, but simpler, since there is no MPO to coordinate in this area. The SWACT does not currently have a TAC, but instead uses the ACT Steering Committee to review project applications and recommend projects.

The ACTs and MPO get a list of projects with the planning level cost adjusted for inflation based on the most recent scoping; project financing assumptions include any local match. While the local jurisdiction provides a cost estimate, Region 3 also scopes the projects to ensure that cost estimates are consistent and comparable. Region 3 does project scoping after all proposed Modernization projects have been identified. The Region Tech Center Manager directs the region's scoping efforts through the project leaders for all proposed region projects, including modernization projects recommended by both ACTs. The Region 3 STIP Management Team (SMT) selects the non-modernization projects.

The following flowchart summarizes the Modernization process for Region 3.

Figure 5-3 Region 3 Modernization Process Summary



Management System Programs

The ACTs only prioritize and make recommendations for Modernization projects in Region 3, but region staff provides each ACT with information about other projects being considered. The ACTs consider these projects when compiling the MOD lists, in part to balance system investment throughout the region.

Region staff presents other projects by funding category to the ACTs before the ACT recommends the Modernization projects. Preservation and Bridge projects are typically developed from management systems. For Operations and Safety, the Region Traffic Manager's staff employ a ranking system to refine the list of prospective projects. In this process, they try to use the most restrictive funding first and use cost-benefit factors or statewide criteria to prioritize candidate projects.

The ACT's Modernization project recommendations are folded into the complete project list. The Region 3 STIP Coordinator maps all the projects, including their name and cost. The ACTs then review all of the projects while they are making Modernization decisions. The ACTs do not prioritize the project list for projects other than the MOD program, but they can give input on project timing and whether or not there are other projects that should be included. When the Region Management Team meets to consider all the projects, the list they generate goes into the draft STIP document.

Once a tentative list of projects has been developed by the ACT, management systems and Region Traffic, the SMT convenes to select the final list of projects for inclusion in the draft STIP. While ACT recommendations are not changed, modifications to Operations, Safety and/or Preservation projects may be made in order to match or combine projects that will maximize the return on investment. For example, they may line up Preservation and Modernization projects occurring in the same area. As a result, project scheduling may change, with some projects moving back or being advanced in the STIP calendar. . The SMT includes both District Managers, the Region Manager, both Area Managers, Planning Manager, Tech Center Manager, Policy Analyst, STIP Coordinator and Financial Plan Coordinator

Pavement Preservation

- The OTC approved pavement management system (PMS) is used to generate a list of candidate projects to meet the lane miles targets.
- There are always more projects than funding. The region looks at the PMS list of projects using internal criteria that build on the statewide criteria to meet the target with the given funding.
- The PMS "programmatic" cost estimate is reviewed in a scoping process. Adjustments are made to the cost estimate and final prioritization; high priority projects go to the SMT meeting.
- The region combines projects on this list with projects from other funding categories and selects the years they will occur, thereby completing the Preservation list. District Managers, representatives from each District, Roadway

Management, the STIP Coordinator and the Pavement representative from Salem all participate. The list is shared with the ACTs for informational purposes only.

- The adjusted list (after scoping) is generated before the SMT meeting. The District Managers use standardized criteria from the State to help score the projects.

State Bridge

Region 3 is not involved with this program, as project selection is done at the state level, but the region does provide input on the project list.

Safety

- Region 3 uses the Safety Priority Index System (SPIS) crash data, Hazard Elimination Program (HEP) data and local information to identify safety needs. The region also maintains its own list of safety needs.
- The Region Traffic Manager develops a combined Operations and Safety project list. Projects are later sorted out to match funding targets using criteria that comes from Salem (i.e. priorities for projects funded with Slides/Rockfalls, ITS and SSI funding targets).
- The Traffic Investigations Specialist of the Traffic Management Section determines which projects on the combined Operations/Safety list qualify for Safety funds.
- The prioritization process for Safety includes determining “High, Medium and Low” projects based on information from the Districts. “High” and “Medium” projects are then subject to the SPIS rating and cost/benefit ratios analysis to determine their score (for more information, see the Safety Program description on Chapter 6.0).
- An initial ranked project list is referred to an internal staff session (one of the SMT meetings) involving the Region Traffic Manager, District Managers, the Region Hydro geologist, Area Managers, the Tech Center Manager and the Region STIP Coordinator. All new projects are identified by project type. Operations and Safety Projects are then identified where they best fit into the system.
- The region attempts to prioritize the Operations and Safety project list to match up with other larger projects such as Modernization, Bridge or Preservation. Region staff also looks at staff resources, community needs and equity when selecting these types of projects.
- There is typically twice the number of projects than can actually be funded. While Safety can be a region bucket that funds Safety-only projects, most projects that receive Safety funding involve safety improvements that supplement projects that receive funding from other programs.

- The Region 3 STIP Coordinator uses a modified version of the HEP safety cost/benefit analysis to come up with an initial scoring range for the Safety category on Modernization projects.
- The Operations/Safety project list, the list that is shared at the SMT meeting, is shared with the ACTs when they are selecting Modernization projects. The ranking is not shown and the ACTs don't determine the prioritization, but they can give input.

Culvert Replacement

- Operations money, particularly on the Coast and maintenance funding is used to supplement funding for these projects. Projects can also be included as part of a Preservation or Modernization project.
- Projects are identified by state priority list. ODOT Maintenance and Environmental sections are involved (most of the work is done through Maintenance).

Salmon Enhancement

- ODOT headquarters keeps a list of projects and assigns some to the regions (similar to the Bridge Program).
- The Salmon Enhancement program manager makes project decisions and project delivery is passed on to the region. The region doesn't recommend or review projects; it delivers the projects that are passed on to it.

Operations (Ops) Programs

While almost all projects involve a combination of ODOT funding sources, there are four sub-categories of projects funded through Operations.

Intelligent Transportation System (ITS)

In Region 3, the California Department of Transportation (Caltrans) and the Oregon Department of Transportation (ODOT) have a joint ITS plan that covers Northern California and Southern Oregon through the Rural California-Oregon Advanced Transportation System (COATS). COATS was launched in 1998 as a bi-state partnership with California Department of Transportation (Caltrans) and 20 other stakeholders from both Oregon and California, including tourism agencies, counties, state police and national forests. The purpose of the COATS effort was to encourage regional public and private sector cooperation between California and Oregon organizations to better facilitate the planning and implementation of intelligent transportation systems (ITS) in a rural bi-state area extending between Eugene, Oregon and Redding, California. The two primary products of the COATS planning effort were:

- An ITS Strategic Deployment Plan, which provides recommendations for ITS strategies and deployment in the COATS study area; and
- Demonstration and evaluation of ITS technologies for an early-winner project (the Bi-State Traveler Safety and Incident Management System, which focuses on Interstate 5 (I-5) between Medford, Oregon and Yreka, California, a corridor including the Siskiyou Pass).

Signs, Signals and Illumination (SSI)

This source of funding is sometimes used in combination with a Preservation project to address an intersection congestion or safety problem. For example, the Sign, Signal, Illumination portion of the Operations Program can fund turn-refuges or passing lanes. Region 3 generates a project list by soliciting projects from ODOT Planning staff, Area Managers and District staff. The region uses similar criteria for SSI as it does for Safety projects, but the criteria are weighted differently, with cost/benefit given greater weight. The prioritized list then goes to the "White Board" meeting.

Slides and Rockfalls

Region 3 uses the statewide landslide list, which is prioritized on safety and maintenance cost. Seventy to eighty rockslides are identified and $4 million is allocated. Bucket funding is also used for emergency repairs and maintenance. Catastrophic slides would likely be funded through Federal emergency funds.

Transportation Demand Management (TDM)

TDM is included in the Operations funding target and is given wholly or in part to Rogue Valley Transit District (RVTD). RVTD uses the funding to staff their ride share program.

Transit Programs

Transit providers in Region 3 include Rogue Valley Transportation District (represented in the RVMPO), Grants Pass Transit, Umpqua Transit and Coos Curry Transit. The Transit Program section of the manual describes the allocation of Transit funding to service providers.

Statewide Competitive Programs (Bucket Programs)

Region 3 retains some program funds in "buckets" for its construction programs, like MOD, Pavement Preservation and Safety for future right-of-way acquisition and preliminary engineering work. In addition, the state programs listed below retain funds in buckets to allow them to fund projects that may come forward during the STIP cycle, particularly for the last two years of the STIP cycle.

- Transportation Enhancement
- Bike/Pedestrian
- Congestion Management and Air Quality
- Rail Crossing Safety

- Local Bridge
- Transportation Growth Management
- Immediate Opportunity Fund

Region 3 staff members are consulted by the state program manager about applications received from within the region. The Region 3 Local Agency Liaison sometimes provides technical assistance to local communities pursuing funding through these programs. The region itself can apply for funding through these programs. These applications are usually developed at the district level, particularly for bike/ped and transportation enhancement grants. Some applications receive technical support from other region staff. The following state-administered programs interact with region staff.

Federal Agency and Tribal Governments Program Coordination

There are three tribal governments in Region 3: Cow Creek Band of Umpqua Tribe of Indians, Coquille Indian Tribe and the Confederated Tribes of Coos-Lower Umpqua-Siuslaw. The Tribes get all the notifications and materials related to the STIP process and are invited to participate in the ACT. A tribal Transportation Improvement Program (TIP) would be coordinated with the STIP but there are currently no TIPs for tribal lands.

MPO and Local Government Coordination

Recommendations for State projects that go into the Metropolitan Transportation Improvement Program (MTIP) follow the same process that the RVACT uses.

- Applications are scored by the Region 3 STIP Coordinator and submitted at a joint meeting of the MPO TAC and RVACT TAC (many members serve on both).
- The MPO TAC makes their technical priority ranking of projects within the MPO directly to the MPO Policy Committee.
- JJTC's area-wide recommendation goes to the RVACT.
- MTIP/STIP consistency has not been an issue in the past, but there is a process for resolving differences between the MPO and ACT recommendations. The Draft STIP typically comes out before the MTIP. The region and the MPO have discussed coordinating hearings on the MTIP and region's STIP program.

Region 3 outreach efforts include a minimum of two public meetings for the region, but typically include at least on public meeting in each of the five counties. The region tries to tie its presentations into other groups, such as chamber of commerce and Rotary groups, for these meetings in order to maximize local exposure to the process and encourage participation. Region 3 also broadcasts information about the draft STIP on their television show. Local efforts include putting the "Moving Ahead with ODOT" publication in the local Jackson County newspaper. Tribes specifically are invited to participate and information is distributed in Spanish, to Spanish language churches.

Web Sites and Resources

ODOT Region 3 web site

For other Region 3 web sites and resources, see Appendix G.

5.4 Region 4 – Central Oregon

Region Overview

Region 4 [http://www.oregon.gov/ODOT/HWY/REGION4] is a large region that covers the middle portion of Oregon; it stretches from the Columbia River to the California border and from the summit of the Cascades to the state's eastern counties. The region encompasses three areas, each with its own Area Commission on Transportation (ACT). The region's ACTs include:

- Central Oregon (Crook, Jefferson and Deschutes Counties)
- South Central Oregon (Klamath and Lake Counties)
- Lower John Day (Wheeler, Gilliam, Sherman, Wasco and Jefferson Counties).

Bend is the only Metropolitan Planning Area (MPO) in the region.

Region 4 is the fastest growing region in the state with several cities that consistently appear on the list of the state's fastest growing cities. A significant part of the region is in federal or tribal ownership. Population centers are growing rapidly but are very dispersed. State highways are the most direct routes between the region's cities and they also serve as the main street in every city except Bend and Klamath Falls. Region 4 must balance the need to maintain a large rural highway network with the demand to expand parts of the system that serves rapidly growing urban centers.

Region 4 STIP Development Process Summary

Management of the STIP development process in Region 4 is a collaborative effort with the Region STIP Coordinator and Planning Manager providing technical advice and guidance for the STIP Program. They help guide agency staff, local governments (counties, cities, MPOs), community organizations and other groups through the process and coordinate the provision of technical assistance to secure funding or help develop applications for state and federal programs.

- The Region 4 internal decision process is coordinated through the Region Management Team (R4), which includes the following:
  - Region Manager;
  - Two Area Managers
  - Tech Center Manager
  - Three District Managers (Districts 9, 10 and 11);
  - Traffic Manager
  - Project Managers?

    - RW Manager?
    - Planning Manager; and
    - Administrative Services Manager
- The R4 Management Team is responsible for overall direction on the region's STIP program, except for Modernization and for deciding how to combine projects to make efficient use of available resources. The R4 Management Team meets at various times in the STIP cycle to consider project priorities for each program that is managed through the STIP.
- Region 4 Planning staff maintains a region-wide database of project needs that includes MOD projects. Source documents include ODOT refinement plans, local transportation system plans (TSPs) and related Capital Improvement Plans (CIPs), Tribal and National Forest Transportation Improvement Plans (TIPs) and other adopted planning documents. Projects can be sorted by type, geography, sponsor or other factors. For example, the City of Redmond's TSP includes several projects on the state highway system and some local projects that affect the state system; those projects are listed in the region's project database. The database also includes Safety, Operations, Bicycle/Pedestrian (Bike/Ped) and other projects that are monitored through management systems and are emerging as priorities in the region.
- The Modernization (MOD) Program is coordinated through ACTs, with technical support provided by the Area Managers and the Region Planning Manager. The Region Manager also plays a significant role in the MOD program development process as a member of each ACT.
- The Operations (OPS) program is developed internally through a process that is coordinated by the R4 Management Team. Project Delivery staff members and Tech Center staff members support the development of projects in the scoping process. Final selection is by the R4 Management Team.
- For Pavement Preservation, Culverts, Safety, Bridge, Salmon Enhancement and other management system driven programs, the R4 Management Team coordinates the work of smaller teams that identify, scope and establish project priorities using state-wide criteria. Cost-to-benefit ratios play an important role selecting Safety projects. The teams are usually comprised of a project delivery manager with support from the Region's Tech Center staff and Traffic. District staff also may play a role reviewing projects and helping prioritize them.

For the Region 4 Bike/Ped program's discretionary allocation, the districts play an important role identifying projects on the state system with final selection through the R4 Management Team.

The region also offers technical support to local jurisdictions on programs that require a local application, like the state-run Bike/Ped grant program, the Transportation Enhancement (TE) program, the Forest Highways program (FHP) and federal earmarks. Technical support is provided by the region's Planning Manager and other ODOT staff members. District staff members also work with local jurisdictions to identify and remedy small scale problems on the district highway system outside the STIP program.

Region 4 Advisory Process

Region 4 relies on the ACTs to establish overall region transportation priorities, develop the region's MOD program and to review other system investment priorities. ACTs include: Lower John Day, Central Oregon and South Central Oregon. Their primary role is to prioritize and recommend projects to receive MOD program funds. The ACTs also play an important role in facilitating intergovernmental cooperation and coordination on transportation issues. ACT representatives include:

- Local government representatives
- One transit district – Basin Transit
- One MPO – the City of Bend
- Two tribal entities - the Confederated Tribes of Warm Springs Indians and the Klamath Tribes
- Freight advisor/private sector representative

Each ACT operates under its own charter, which specifies who is represented on the ACT, how members are appointed, how long they may serve and other procedural matters. There are differences between the ACTs. For example, all cities in the Central Oregon and South Central Oregon areas are represented on the ACT, but in Lower John Day there is one city representative from each county that is chosen at a caucus of the cities in that county. ODOT staff members attend and provide technical support at ACT meetings. ODOT is represented on each ACT through the Region Manager with technical support from the Area Manager and region planners.

In addition, each ACT has a technical advisory committee (TAC) that meets as needed to review area needs and conditions and to advise ACT representatives. TAC members include county road managers, city public works directors, transportation planners and ODOT staff from the region and district offices.

Before the Draft STIP is published, the Region 4 Management Team and representatives from each of the three region ACTs meet and review the projects to be included in the Draft STIP. Generally, this group meets twice in each STIP cycle - once at the beginning of the process to review region priorities and once toward the end of the process. To discuss the Modernization recommendations from each ACT, approve the region-wide MOD program recommendation. This regional group makes decisions using a consensus process.

Modernization (MOD) Program

Region 4 decides how it will invest its MOD Program funds through the ACTs and the Region 4 Steering Committee. The following discussion reviews the decision process.

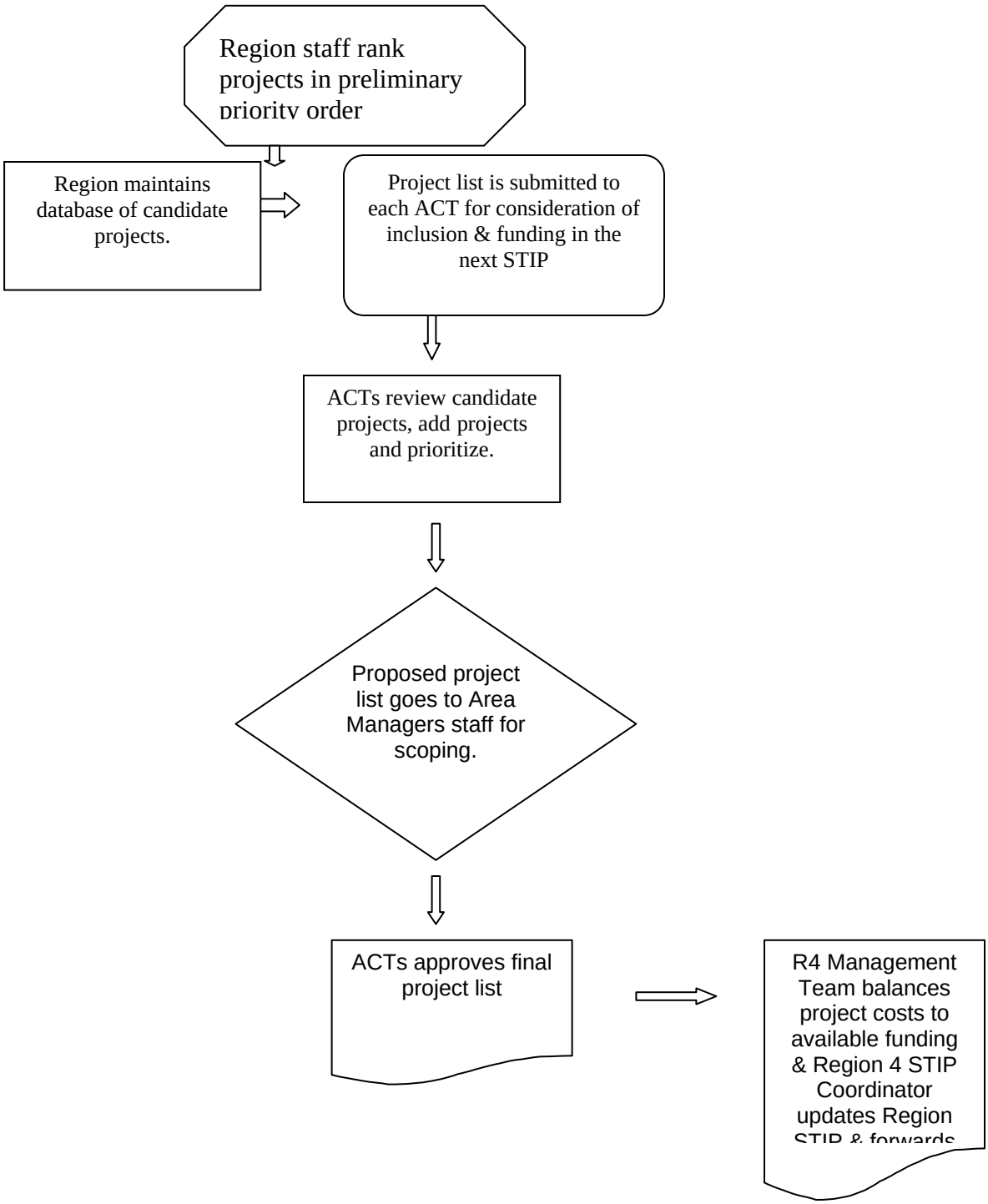
- At the beginning of each STIP cycle, Region 4 planning staff reviews the database, add new MOD projects that have been identified in recent planning processes, remove projects that have been built and develop a preliminary MOD program project list. The previous STIP cycle is used as a guide for priorities (i.e.

projects that were considered but did not make the final STIP plus projects that are in the current STIP but are not constructed). There are around 300 MOD projects in the database; priorities do not change that much from one STIP cycle to the next because so few projects get built. As a rule of thumb, the preliminary list of projects, taken together, cost around 150% to 200% of the program funding level.

- The R4 Management Team develops a preliminary list of MOD projects for the ACTs to consider for funding. The Area Manager and a planning staff member meet with their ACT to review operational and technical issues that affect the area's highway network. Factors that play an important role include readiness to proceed, operational conditions compared with Oregon Highway Plan mobility standards, safety and other technical factors.
- The Area Manager and planning staff members meet with the ACTs to inform members about the region's MOD funding target for the new STIP cycle. The MOD funds received by the region are based on a statewide formula. Area staff also review the statewide MOD program criteria approved by the OTC that must be met by each MOD project. Staff also reviews and, if necessary, modifies area-specific criteria that are used to prioritize projects. Leveraging local or other federal resources is frequently an important criterion. Planning staff members review the preliminary list of candidate projects for the area and forward comments from the ACT to managers. The preliminary list may be modified based on ACT member comments.
- ODOT planning staff assigned to the area, the Region Tech Center and project leaders scope and prepare a preliminary cost estimate for projects on the preliminary list. Information about possible matching funds and compliance with state-wide and area criteria is developed. Projects are classified as construction (C-STIP) or planning/development (D-STIP) depending on whether or not they meet the definition of a D-STIP project set out in the statewide STIP criteria. This process takes about three months and considers estimated project costs, phasing requirements, right of way needs and other schedule and cost factors.

ACT members meet again to review scoping information and to consider the merits of each project against statewide and area-specific rating criteria. The ACT develops a priority list for the area's projects and a recommendation concerning projects ACT members believe should be included in the STIP. Information about other program investments are shared with the ACT to provide a system-wide investment context for the MOD recommendations.

Figure 5-4 Region 4 Modernization Process Summary



- ACT recommendations are forwarded to the R4 Management Team and are shared at the Region Review with representatives from all three ACTs. This group considers region transportation investment priorities, geographic equity and other factors in formulating a final Region 4 MOD program recommendation.

- The draft MOD program list is reviewed internally by the Region Management Team to assess opportunities to combine MOD projects with other programs. After that review is complete, the Region 4 STIP Coordinator works with counterparts in other regions to develop a draft STIP document and assigns key numbers to projects.

The entire process, from the early ACT meetings, to forwarding a draft project list to the Region STIP Coordinator takes around nine months. In most STIP cycles, the process begins in the late summer of the year before the draft STIP publication date. The flowchart in Figure 5-5 summarizes the Modernization process for Region 4.

Management System Programs

The processes for identifying, scoping, refining and selecting projects using statewide management systems are similar. In Region 4, most of the projects that are funded through these programs are selected by the R4 Management Team using information provided to the team from the management system. District staff members help coordinate with local governments and public utilities about underground and overhead work that may be scheduled in conjunction with a highway project.

Pavement Preservation

- The initial list of projects is provided to Region 4 from the statewide pavement management system database.
- Field observations and consultation with district staff members confirm which highway segments are most in need of repair.
- Candidate projects are scoped by Region Tech Center staff members to confirm cost estimates generated by the system. Scoping also will identify ancillary improvements that may be combined in the project, such as safety and operation improvements.
- After scoping, the R4 Management Team reviews the list of candidate projects against mileage targets for the region and the region's Preservation funding budget for each year in the STIP cycle.
- The R4 Management Team selects a set of projects for the program based on the projects that best meet program objectives for achieving pavement condition goals. See the program description for more information about pavement condition goals and how mileage targets are set.

State Bridge

- A list of all state highway bridges and their condition assessment (through the statewide inspection program) is maintained by the Bridge Program.
- Project selection is done at the state level based on the management system criteria, but Region 4 is consulted on the recommended priority list. Tech Center staff may become involved with project scoping.
- R4 Management Team members inform the Bridge Program about opportunities to combine bridge repair or replacement work with Operations, Safety or Preservation projects on the approaches to, or in the vicinity of, a bridge project.

Safety

- The Region Traffic Manager maintains a list of potential Safety projects in its region project database using two management system data sets – the Safety Investment Program (SIP) and the Safety Priority Index System (SPIS). Both systems log safety problems based on the number and severity of crashes that occur in a highway segment.
- Region 4 relies more on the SPIS to identify locations for Safety projects.
- The region pre-screens the list of Safety projects and selects high priority projects for scoping based on their SPIS rating; the region usually scopes twice the number of projects it expects it will fund.
- A cost-to-benefit analysis is developed for these projects by the Region Tech Center. Projects are prioritized by the R4 Management Team primarily on that basis but other factors may be considered, such as opportunities for combining a Safety project with Operations or Preservation and local contributions.
- The R4 Management Team decides which projects are to be included in the Region's draft STIP. The Region STIP Coordinator then assigns key numbers to the draft projects.
- Funding may come from two sources – the federal Hazard Elimination Program (HEP) and the Safety portion of the Region 4 STIP Allocation. Projects are matched with the funding source that best fits the safety issue being addressed.

Culvert Replacement

- A list of non-Bridge Inventory (non-NBI) culvert replacement needs is maintained for the state as a whole.
- High priority projects from that list are reviewed with district staff members to compare field observations with the management system information.
- The most pressing projects are scoped and reviewed by Region Tech Center Staff.

- The State Program manager selects projects and may adjust funding allocations between the regions depending on the urgency of repairs that may be needed and their location.

Salmon Enhancement

- A list of salmon passage and habitat restoration opportunities is maintained for the state as a whole.
- High priority projects from that list are reviewed with R4 Management Team members to identify opportunities that may come about as a result of work on region highways, such as a culvert replacement, bridge replacement, Preservation or other projects.
- The best project opportunities are scoped and reviewed by Region Tech Center staff.
- The state program manager selects the final projects and funding allocations.

Operations (OPS) Programs

In Region 4, the R4 Management Team is responsible for developing the Operations (OPS) Program project lists. The Team uses information from a combination of management systems, district inspections and long-range plans to identify projects and establish priorities. The region receives an overall Operations budget that is calculated using formulas from Highway Finance. In general, the region funds projects in keeping with the investment levels targeted by Highway Finance. For example, if 30% of the overall OPS budget relates back to the Highway Finance formula for Slides and Rockfalls, the region will invest 30% of its Operations budget in Slides and Rockfall projects. The region, however, has discretion to alter how it allocates its Operations budget between the four sub-categories of projects so that it can fund complete projects or initiate new programs.

Intelligent Transportation System (ITS)

- Projects are selected based on a recommended sequence for implementing the region's ITS Plan.
- The level of investment for ITS in the region is determined by the R4 Management Team and is based on the amount necessary to implement the next sequence of projects outlined in the ITS plan. Investment levels, therefore, may vary from one STIP cycle to the next.

Signs, Signals and Illumination (SSI)

- Projects are selected from a list of needs. This list is based on a variety of factors such as the number of maintenance calls to repair a signal (indicating it may be wearing out), observed turning movement problems at an intersection, visible sign damage and the age of lighting stanchions.

- Project ideas also may be suggested by the ACTs or by other ODOT staff.

Slides and Rockfalls

- Projects are ranked and selected by the Region 4 Management Team, based on input from maintenance and geo/hydro staff.
- The region is allocated a target budget for the program that is provided by the Highway Finance Section. The region may skip over high ranking but expensive projects, or may break large projects into phases, in order to stretch resources or fix problems at more locations.
- There are a few slide projects in Region 4 that are so big they would require the entire state budget for the program over several years to fix. The scale of these projects makes it unlikely they will be funded for some time. To mitigate this, the region may develop an interim fix to address an emergency situation, or may "nibble" away at the problem by implementing phased improvements, but is not able to address these problem spots comprehensively.
- For the Slide and Rockfall program as a whole, more projects are scoped each STIP cycle than there is funding available so that the R4 Management Team has flexibility developing the program.
- The Region Tech Center helps with scoping and consults with the region geologist and the State Geologist about proposed solutions.

Transportation Demand Management (TDM)

- Projects are funded based on prior commitments to existing programs.
- Most TDM programs involve car pool and van pool programs in MPOs.
- New programs are funded out of the region's Operations budget allocation.
- Region 4 has one car pool/van pool program in the Central Oregon area that is programmed for funding off the top of the OPS program budget, based on previous funding levels.
- The process for selecting OPS projects is as follows:
- First, the R4 Management Team reviews the project list and selects their highest priorities.
- The Region Tech Center scopes these projects; more projects are scoped than there is funding available in order to provide flexibility in selecting projects.
- District staff members help coordinate with local governments and public utilities about underground and overhead work that may need to be scheduled in conjunction with a highway project.
- After scoping, the R4 Management Team evaluates the projects again and prioritizes them based on professional judgment; they then decide which project(s) to include in the draft STIP.
- The R4 Management Team considers non-operational factors, such as the ability to reduce project costs by combining projects. For example, if there is a Preservation project along a stretch of highway and the operation of an intersection can be improved to meet Oregon Highway Plan standards with the

installation of a new signal or a turning lane, the R4 Management Team may couple the Operations and Preservation work even if this means moving a lower ranking operation project ahead in the STIP schedule.

- After the draft program is reviewed by the R4 Management Team, the Region 4 STIP Coordinator develops a draft STIP program for the region, balances it against funding targets and recommends funding strategies to meet funding shortfalls.

The process of identifying, scoping, reviewing and recommending Operation projects usually takes about six months and begins soon after Region 4 is notified of its OPS Program funding targets by the Highway Finance Office. The process usually begins a year before the Draft STIP is published.

Transit Programs

There is one transit district in Region 4 – Basin Transit in Klamath Falls; it provides both fixed route and on-call transit services. As an MPO, Bend is working to establish a transit district. There are also many local governments and private service providers that operate programs and services which focus on special needs. Information about Region 4 transit service providers and their programs can be found at:
http://www.apta.com/resources/links/unitedstates/Pages/OregonTransitLinks.aspx

Most transit service providers in Region 4 receive part of their funding through federal grants and therefore their programs are funded through the STIP. Service providers apply directly to the ODOT Transit Division for funding capital purchases and operations. Transit providers coordinate their services with other transportation providers through the ACTs. The region plays little role in determining the allocation of transit funding to service providers or with applications to the ODOT Transit Division. The region, however, is supportive of efforts to expand the development of alternative transportation modes throughout the region. The application process to the ODOT Transit Division is described in the Transit Program section in Chapter 6.0 .

Statewide Competitive Programs (Bucket Programs)

Region 4 retains some program funds in buckets for right-of-way acquisition, utility relocation and for engineering work for its construction programs, including MOD, Pavement Preservation and Safety. It retains funding in a bucket for unallocated Signs, Signals and Illumination and for unallocated funds related to the region's bike/pedestrian program in the later years of the STIP cycle. In addition, the state keeps funds in buckets for several programs to allow them to fund projects that may come forward during the STIP cycle, particularly the last two years of the STIP cycle. Region 4 staff members are usually consulted by State Program Managers for competitive programs about applications received from within the region. The Region 4 Local Agency Liaison may provide technical assistance to local communities pursuing funding through these programs. The region itself may also apply for funding through these programs. Applications are usually developed at the district level, particularly for Bike/Pedestrian

and Transportation Enhancement grants. The programs listed below frequently hold a portion of the program funds in a bucket.

- Transportation Enhancement
- Intelligent Transportation Systems (ITS)
- Bicycle/Pedestrian (Bike/Ped)
- Congestion Management and Air Quality (CMAQ)
- Rail Crossing Safety
- Local Bridge
- Transportation Growth Management
- Immediate Opportunity Fund (IOF)

Federal Agency and Tribal Government Program Coordination

There are a number of federal agencies that fund projects through the STIP. The integration of these projects into the STIP is coordinated through the Western Region Highway Division of the Federal Highway Administration in Vancouver, WA. Region 4 maintains contact with federal agencies and program representatives through the ACTs.

Forest Highways

- The National Forest applies for Forest Highway Program (FHP) funding. State and local governments may apply as co-sponsors on projects.
- Region 4 aggressively pursues funding through this program in consultation with counties in the region. This is because the region overlaps with three different national forests and many state highways in the region connect to national forest roads. So the region pursues FHP funding for economic development and connectivity reasons.
- The region has on occasion used MOD program dollars in the D-STIP to help counties develop applications for FHP projects that provide vital links between state highways or that enhance the region's recreation and tourism economy.

Scenic Byways

- The state applies for these federal grant funds.
- Region 4 may become involved if a highway in the region is a candidate for a grant.
- Several designated scenic routes have been funded through this program.

Federal Earmarks

- Region 4 applies for earmark projects as directed by the OTC.
- Other entities in the region also apply for earmarks, particularly cities, counties and transit districts; they coordinate their applications through the ACTs.

Tribal Government Transportation Improvements

- The Confederated Tribes of the Warm Springs is a member of the Central Oregon ACT and the Lower John Day ACT.
- The Tribe has the largest reservation land base in Oregon and has an adopted long-range Transportation Plan for the reservation.
- Most of its projects are funded using the Indian Reservation Roads Program, which is administered jointly through the Bureau of Indian Affairs (BIA) and the Federal Lands Highway Program. A federal formula sets funding levels for the program.
- Coordination of the Tribe's TIP occurs through the Federal Highway Administration offices and then tribal road improvement projects are identified in the STIP.
- Tribal road projects can also be funded through an earmark process administered through the Department of Interior, Bureau of Indian Affairs.
- The Klamath Tribes operate a casino and have land holdings in the South Central Area of Region 4. The Tribe is pursuing reservation status through a land transfer from the Klamath National Forest.

MPO and Local Government Coordination

As noted earlier, there is one MPO in Region 4: The City of Bend. The MPO was designated after the 2000 Census and is now in the process of organizing. Region 4 will play an important role working with the MPO to develop their long range transportation plan (RTP) and their MTIPs. The Region provides technical advice and assists the MPO in developing policies and procedures to meet state and federal requirements for funding and other program standards. The MTIP is prepared for the same funding cycle as the STIP and once adopted by the MPO and approved by the Governor, the MTIP projects are "rolled-up" into the STIP. The MTIP includes major transportation projects on all state highways located within the MPO boundary as well as major street projects.

Region 4 coordinates its maintenance program and management system projects with local governments in meetings between district staff members and local government public works staff. Efforts are made to coordinate utility work in conjunction with highway projects. The Technical Advisory Committees that work with each of the ACTs also enable coordination between ODOT and local governments on highway improvement projects and programs.

Web Sites and Resources

ODOT Region 4 web site

For other Region 4 web sites and resources, see Appendix G.

5.5 Region 5 – Eastern Oregon

Region Overview

Region 5 encompasses the eastern third of Oregon between the borders of Washington, Idaho and Nevada. It includes the counties of Morrow, Umatilla, Union, Wallowa, Baker, Malheur, Harney and Grant. Region 5 includes two Area Commissions on Transportation (ACTs) – the North East ACT and South East ACT. The North East ACT (NEACT) includes Baker, Morrow, Union, Umatilla and Wallowa counties and eight cities. The South East ACT (SEACT) includes Grant, Harney and Malheur counties and five cities. Stakeholder involvement is strongly supported through the ACTs and includes three tribal entities, two national forests, port districts, economic development and freight representatives. There are no metropolitan planning areas (MPOs) in the region.

The Interstate 84 (I-84) corridor serves as the region's east-west freight backbone. In Region 5, commercial freight movement is a significant economic force, with more than 45% of the traffic on I-84 attributable to commercial trucking. US 20 from Ontario to Bend is a vital east-west commercial freight route and is an alternate route for I-84.

The Port of Morrow, which is near Irrigon and the I-84 corridor, is an important freight center in Region 5. The port handles approximately 2,000 containers a month, making it the largest inland container facility in the US and provides critical transportation connections to the Pacific Ocean and the continental US. The Hinkle Classification Rail Yard, which is located near Hermiston not far from I-84, is the largest rail "hump yard" west of St. Louis. It functions as a vital hub connecting rail routes to Canada and south to California with one of the state's busiest freight corridors. This convergence of the port, rail yard and I-84 forms an important intermodal freight hub that affects the economic well-being of the region and the state.

In addition to freight movement, Region 5's economic foundation includes a significant tourism and recreation segment. Five Scenic Byways are located within Region 5, including Hells Canyon, one of the state's four nationally-designated All American Roads.

Region 5 Advisory Process

Region 5 relies heavily on its two ACTs for coordinating overall transportation system investment and for developing the region's Modernization program. The region maintains a database of candidate projects taken from local TSPs and other planning documents. ACTs review the project list for any additions and set priorities as part of the STIP update process. For other programs, Region 5 ACTs serve in an advisory capacity, reviewing staff recommendations.

The North East ACT (NEACT) has 18 full members, including:

- One member from each of the five counties;
- One member from each county selected in a caucus by the cities of that county;
- One at-large member for each county;

- Two appointed representatives from the Confederated Tribes of the Umatilla Indian Reservation (CTUIR); and
- The ODOT North East Area Manager.

The South East ACT (SEACT) is made up of 16 members, including:

- One member of each of the three counties;
- One private business sector representative from each county;
- One member from each of the five cities;
- Two at-large members from Grant and Malheur counties;
- One at-large member from Harney County;
- One member from the Burns Paiute Tribe; and
- The ODOT South East Area Manager.

Modernization (MOD) Program

The Modernization Program (MOD) is a discretionary program at the region level. In Region 5, the MOD project selection process is controlled through the ACTs. Region 5 uses the same formula used by the OTC to develop MOD allocations for the regions to establish preliminary MOD targets for its ACTs. Funding for Corridor Plans and Refinement/Facility Plans is accomplished through the region's planning budget, which is not programmed through the STIP. The results of these state planning efforts are adopted into local transportation systems plans (TSPs) and from there projects flow into the Region 5 needs list that is used by the ACTs to select MOD projects. There is a flow chart that depicts how the process works in Figure 5-6 below.

The NEACT process works as follows.

- The NEACT establishes a transportation subcommittee charged with building a consensus recommendation for the Modernization projects. Subcommittee membership is appointed each cycle by the ACT chair and generally mirrors the ACT voting membership.
- The subcommittee is charged with recommending local prioritization criteria in addition to the statewide prioritization criteria. Additional criteria used in the past have included geographic equity, minimum local match and impact on the total regional Modernization allocation.
- The subcommittee solicits project priorities from each county and the CTUIR from their respective needs list. The subcommittee uses statewide eligibility criteria to winnow the list of candidate projects and then uses OTC and NEACT prioritization factors to prioritize the list. They then work with the whole ACT to develop a final recommendation. The Region 5 management team is invited to prioritize the project list based on their top priorities, but their recommendations are informational and not binding on the ACT.
- Once consensus is built, the subcommittee brings the recommendation back to the entire ACT for a final vote. The timing for this process varies from one STIP cycle to the next but usually the subcommittee work takes place in the fall and the

ACT recommendation is approved in the first quarter of the following calendar year.

The SEACT process works as follows:

- SEACT delegates the initial MOD project selection decision to the three county commission representatives on the ACT. Because the commissioners regularly meet with road supervisors, public works directors and city managers throughout the three counties, SEACT county representatives, they have a good sense of local Modernization needs.
- Because of their interdependence and reliance on the state road network, especially I-84 and the limited amount of funds available in the MOD program, the process for setting priorities for Modernization projects is deemed a relatively easy consensus process for the SEACT.
- The SEACT subcommittee works on their recommendations in the fall. Once complete, the subcommittee brings its recommendation to the full ACT for approval in the first quarter of the following calendar year.

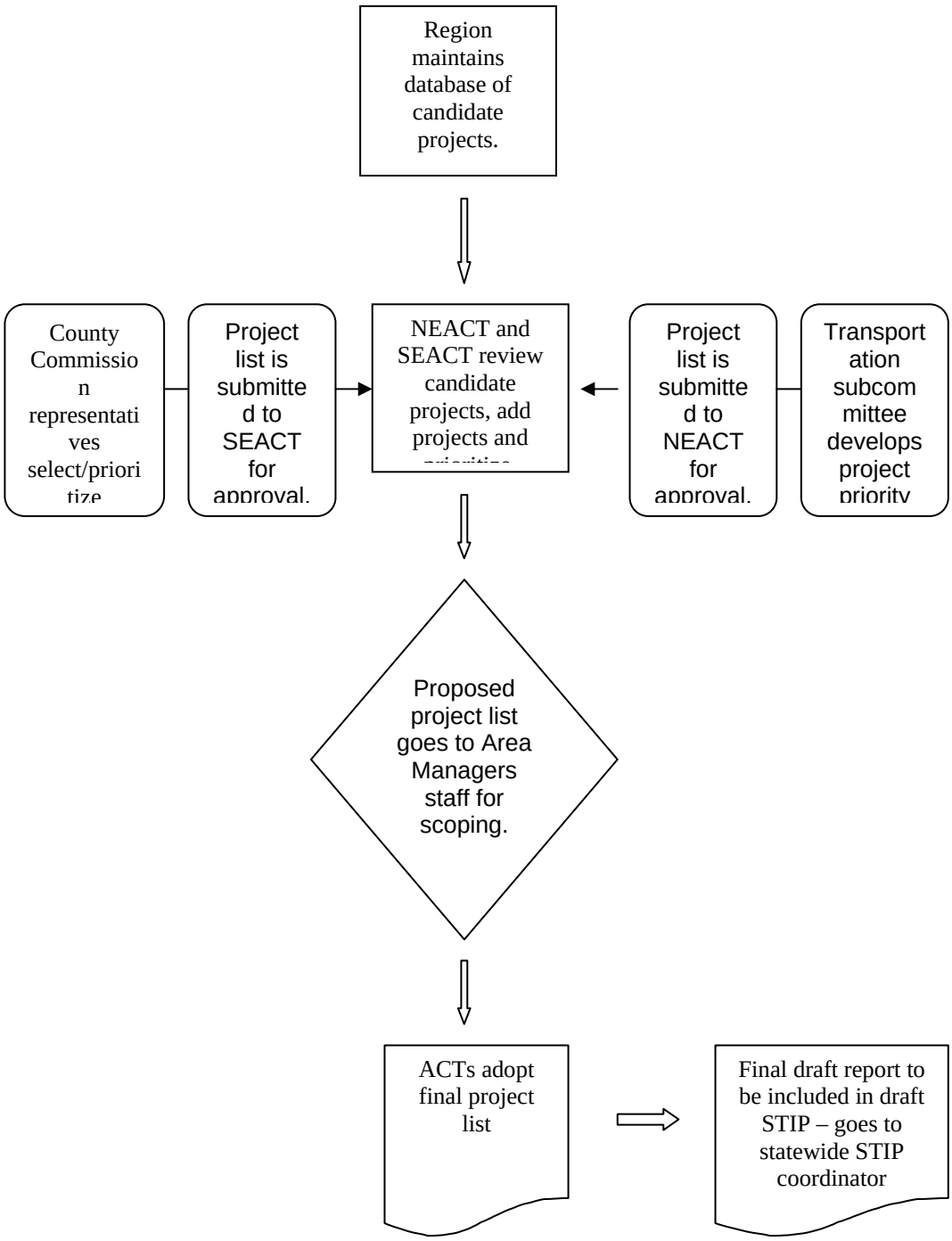
At the management team level, Region 5 looks for opportunities to combine Modernization projects with projects from other programs. Region 5 assesses the possibility of leveraging state Modernization funds with statewide programs such as Transportation Enhancement, Safety/Operations and Non-NBI and Fish Passage Culverts. Project selection for these programs is described below. They also try to match up MOD projects with federal earmarks and Forest Highways. The region focuses on developing projects with strong local and regional support in order to enhance competitiveness for an earmark.

MOD funding is used primarily for construction in Region 5. The region rarely uses the Development STIP (D-STIP). There are few cities and no MPOs in the region so the projects are more straightforward than in other regions. For most projects, the four-year STIP horizon usually provides enough time for the region to work through project design and construction.

Area Managers are responsible for scoping MOD projects. Preliminary scoping is performed by a team of management personnel and technical specialists within the region, headed by the STIP Scoping Coordinator. More detailed scoping is delegated to project leaders after the ACT adopts the recommended MOD project lists.

The following flowchart summarizes the Modernization process for Region 5.

Figure 5-5 Region 5 Modernization Process Summary



Management System Programs

Several state programs are supported at the region level and use management systems to identify projects for inclusion in the STIP.

Pavement Preservation

The Oregon Highway Plan (OHP) sets targets as to what percentage of the region's pavement must be in fair or better condition. Region 5 receives a recommended list of Pavement Preservation projects from the state's Pavement Management System (PMS). The PMS tracks pavement condition and identifies road segments that need work in order to meet the "fair or better condition" target.

- In Region 5, the District 13 Manager coordinates the review and scoping for all potential Pavement Preservation projects.
- On-site inspections are conducted and maintenance staff may suggest changes to the PMS list.
- Pavement treatments are identified (e.g. chip seal, hot patch, resurface) and the project list is refined to include only the most likely candidate projects.
- The region's list is compared to pavement targets for the region.
- The District 13 Manager works through the issues, documenting the decisions and finalizing the list of projects.
- The final list of potential projects is presented to the ACTs. ACT review is mostly informational, but this step does allow input from the ACTs. After ACT presentation, the projects are scoped in more depth.
- The region's draft STIP Preservation program recommendation is compiled once the scoping is done. Region 5 consistently exceeds its mileage targets for roadway miles in fair or better condition.

Safety

Project selection is largely driven by state management systems. Crash data from the Safety Priority Index System (SPIS) drives project selection. Locations with the worst crash history are slated for improvements first, but project selection is dictated by available funding.

Culvert Replacement/Salmon Enhancement

Culverts that need to be replaced periodically are mostly Non-NBI structures. Project selection is affected by reports from bridge inspectors and district maintenance crews in the field. Fish Passage enhancement projects are selected from a statewide list. There is consideration given to region project priorities (see discussion on the culvert program in the Chapter 6.0).

State/Local Bridge Preservation

The Bridge Division administers both the State Highway Bridge and Local Bridge programs from Salem, but the region is consulted on the projects. Region 5 staff may recommend changes to the program selected priorities based on scoping information and field knowledge.

Operations (Ops) Program

Region 5 currently does not have any Transportation Demand Management (TDM) programs. Projects in the other three sub-program categories for Operations are programmed as follows.

- For Slides and Rockfalls funded projects, the region receives prioritized project lists from the state management systems, from which it chooses projects.
- Region 5 has its own Intelligent Transportation System (ITS) plan. ITS projects are selected from the plan for Region 5 based on plan priorities.
- Signs, Signals and Illumination projects are taken from a region needs list that is developed cooperatively between maintenance staff and the Region Traffic Manager and added to the list of OPS projects based on program funding limits recommended by ODOT's Highway Finance Office (HFO).

Statewide Competitive Programs (Bucket Programs)

Funding for some STIP programs is kept in "buckets" in order to allow for project identification during the STIP cycle. There are two state-run programs that offer funding to regions and other public entities on a competitive basis: the Bicycle/Pedestrian Program and the Transportation Enhancement Program. There is an administrative process for inserting projects funded through these programs into the Region 5 STIP.

Bicycle/Pedestrian

In Region 5, the Bicycle/Pedestrian (Bike/Ped) program projects are usually linked to Preservation projects on state highways, but can be proposed for local roads if the results increase capacity or otherwise benefit the state system.

- District managers provide technical assistance to local governments on applications for the state's competitive bicycle/pedestrian grants.
- The region receives a funding allocation for Sidewalk Improvement Program (SWIP) projects based on need. Area Managers decide which projects to fund with that revenue.
- District Managers apply for discretionary Quick Fix funds as needed.

Region 5 also uses "buckets" for some programs when it has not identified all of the projects it intends to move forward at the time the STIP is adopted. The region uses the amendment process to allocate money from these buckets for projects. Fish Passage Culverts, rockfall corrections, ITS, preliminary engineering (PE) and right-of-way (ROW) acquisition are examples. Amendments are usually administrative and do not

require OTC approval but full amendments may occur if the scope is changed or if discretionary federal funds become involved.

Transportation Enhancement

The region applies for Transportation Enhancement funds and competes on an even footing with other public agencies for those funds. ACTs in Region 5 review and make recommendations on proposed Transportation Enhancement projects. The ODOT Federal Aid Specialist and Local Government Liaison provide technical assistance to local governments on their Transportation Enhancement applications.

Public Transit

Transit is treated as a bucket in the STIP, meaning that at the time the STIP is adopted, most Public Transportation program funds for Region 5 are not awarded to specific projects. Project decisions for transit capital and operations are shared with the ACTs in Region 5, but the region is not involved in transit project selection.

Federal Agency and Tribal Government Program Coordination

Similar to local government coordination, most of the coordination with federal agencies and tribal governments occurs through the ACTs. For example, national forests in the region are primarily located in the northern part of the region. Consequently, a forest service supervisor sits on the NEACT and suggests forest highway projects for the region. The forest service supervisor champions Forest Highway projects through the ACT just as other jurisdictions and ACT members may champion Modernization projects.

Tribal government members sit on both NEACT and SEACT. Two appointed representatives of the CTUIR serve on the NEACT. The tribal representatives are very active in NEACT and have developed transportation system plans for reservation lands; they also are involved in corridor plans and other ODOT planning efforts. There is a representative from the Burns Paiute Tribe on SEACT.

Tribal governments have their own process for programming their transportation improvement program projects through the STIP. That process is coordinated through the Western Region Highway Division of the Federal Highway Administration in Vancouver, WA.

MPOs and Local Government Coordination

Region 5 does not have MPOs. Coordination with local government, however, is important and occurs mainly through the ACTs. As described above, the two ACTs have local government representatives as voting members. The SEACT holds regular meetings with local government road supervisors, public works directors and city managers so that it has a good sense of their needs. SEACT also holds meetings in each of the three counties for the first five months of the STIP development process in order for the members to learn about each other and their needs. NEACT encourages educational

presentations at most meetings to broaden the understanding of activities and needs within each member's area.

Preparing the Draft STIP

Typically NEACT recommends five to six MOD projects and SEACT recommends about three MOD projects. Project recommendations for other programs, like Pavement Preservation, Safety and Operations, are based on needs identified in management systems. These needs are developed regardless of which area they are located in and are included in the draft STIP based on overall region priority.

ACTs are involved in the draft STIP in differing levels according to the program. ACTs make the Modernization program project recommendations and they advise on project applications for competitive funds, such as Transportation Enhancement. They are kept informed of management system-based project decisions by region staff for programs like Safety and Preservation.

The Region 5 STIP Coordinator prepares project proposals and coordinates submission of information to the HFO. The Region 5 Public Information Representative manages the draft STIP public review process through the ACTs. NEACT and SEACT each host public review sessions; these sessions recently have been held simultaneously using video conference sites throughout the region. Public comments are gathered and transcribed, then submitted to the ACTs and region management for review before being submitted to the HFO for inclusion in the final STIP.

Web Sites and Resources

ODOT Region 5 web site

For other Region 5 web sites and resources, see Appendix G.

6.0 Program Descriptions

Virtually all projects that are funded through the STIP are programmed using money from federal or state programs3. These programs are underwritten with revenue from federal and state taxes and fees. This chapter describes how these programs work and includes information about where the money comes from, how it may be used, criteria used to select projects and other information that affect project selection. The list of programs is not exhaustive; descriptions included in this chapter are only for the larger and more visible programs. If a program is not found in this chapter, it may be due to the fact that it is new, is relatively small or is a demonstration program. Some key websites are linked within this chapter and Appendix G lists further websites and resources related to these programs.

6.1 Bicycle and Pedestrian

Program Description

The Bicycle and Pedestrian (Bike/Ped) Program is a statewide program that provides many services:

- Travel route information for bicyclists;
- Planning;
- Construction standards; and
- Funding support for stand-alone pedestrian and bicycle facilities in the public right-of-way. (Bike/Ped facilities being built with new, reconstructed or resurfaced road facilities are funded by the road project.)

Oregon Revised Statute (ORS) 366.514, the "Bicycle Bill", was adopted in 1971. It requires that bicycle and pedestrian facilities be constructed whenever a highway, road and street is constructed, reconstructed or relocated, unless certain exceptions can be demonstrated. The law also requires that ODOT spend at least 1% of state highway funds on bicycle and pedestrian facilities. Article IX, Section 3A of the Oregon Constitution limits the use of state highway funds to streets, roads and highways, so investment in bike and pedestrian facilities with state funds is limited to facilities within the right-of-way; trails or paths in areas outside of the right-of-way may not received state highway funds.

Program Funding and Structure

State highway funds are used for the Bike/Ped Program. The allocation to the program has grown in recent years. The Oregon Transportation Investment Act (OTIA) I, II and III investment programs substantially increased funding available to the Bike/Ped

[3] On rare occasions, a locally funded project will be deemed regionally significant because it affects air quality or contributes

Program through the state's 1% minimum expenditure requirement for bike/ped facilities. For the STIP period 2008-2011, program funding levels averaged $2.5 million annually.

There are three Bike/Ped Program areas:

Quick Fix

Money is allocated annually for use by ODOT Maintenance Districts for minor sidewalk and other pedestrian improvements on state highways that can be built easily and quickly, where there is some urgency. The money is distributed on a first-come first-served basis. Local staff or concerned citizens may bring a small-scale problem to the attention of the local District Manager, who will forward the request to the Bike/Ped Program. Approximately 20% of total Bike/Ped program funds are reserved for Quick Fix projects.

Sidewalk Improvement Program (SWIP)

SWIP funds are allocated from the annual Bike/Ped Program budget to ODOT regions based on a formula that considers the inventory of sidewalk needs, miles of urban highway and urban population. These funds can be combined with ODOT pavement preservation and bridge projects to improve pedestrian facilities adjacent to state highways in urban areas. They can also be used for large stand-alone pedestrian projects on state highways. Each region decides how to use its SWIP funds and funds that are allocated but not used in one region can be shifted to other regions based on need. Local staff or ODOT Region staff is encouraged to identify deficiencies that can be corrected on urban state highways and make a request to the Region office for STIP funds. SWIP is scheduled to receive about 35% of the total Bike/Ped Program funds in the 2006-2009 STIP cycle.

Grants

Grants are awarded on a competitive basis every other year to coincide with the STIP update cycle. Grants awarded in November of even-numbered years qualify for funding in the two following fiscal years. Grants represent about 45% of the total funding that the Bike/Ped Program receives. Typical grant amounts range from $50,000 to $500,000. Projects on state highways less than $100,000 generally use Quick Fix funds and projects over $500,000 or outside the public right-of-way are encouraged to apply to the Transportation Enhancement program, which has more money and more flexibility. Although not required, a local match is seen as a local commitment to the project and can be a consideration when selecting projects.

Project Criteria and Selection

Quick Fix, SWIP and grant funded projects may be used for sidewalks, bike lanes, pedestrian treatments at intersections and pedestrian crossings. Most improvements lie within the existing public right-of-way, although funds can sometimes be used for minor right-of-way purchases to widen the roadway if needed for constructing wider shoulders for bikes or sidewalks.

Road construction and reconstruction projects are required by state law to provide bicycle and pedestrian facilities so these projects are not eligible for grants. Bike/Ped projects in conjunction with road resurfacing are encouraged and are eligible for grant funding or for SWIP funding if they add sidewalks to a state highway that is being resurfaced.

One grant application is allowed per city or county in any grant cycle and any incomplete projects from previous cycles must be completed before making new applications. Cities with populations of 200,000 or more may submit two applications—one for a pedestrian project and one for a bicycle project. The applicant is responsible for planning, contracting and project management. Projects must be ready for construction by the end of the biennium in which the funds are obligated.

Applicants may be cities, counties, ODOT region or District offices, or other public agencies that can legally contract with ODOT. Projects are drawn from local TSPs and other transportation and public facility plans.

Grant proposals are scored based on the project's relationship to an existing bikeway or walkway system, the types of land uses served, existing conditions, design standards and costs compared to similar projects. Special consideration is given to providing mobility for children and the elderly, providing for both pedestrians and bicyclists and making multimodal connections.

Project Review/Funding Commitment

Grant applications are initially reviewed internally by ODOT staff, who confirms eligibility and rate each project according to established criteria. Eligible high-scoring projects are forwarded to the Oregon Bicycle and Pedestrian Advisory Committee (OBPAC), appointed by the Governor to advise ODOT. The eight-member committee meets quarterly and selects projects for the final project list from among the high-scoring grant applicants.

Web Sites and Resources

Bike/Ped Program: http://www.oregon.gov/ODOT/HWY/BIKEPED/

6.2 Congestion Mitigation Air Quality (CMAQ)

Program Description

The CMAQ Program was reauthorized under SAFETEA-LU to fund transportation projects or programs that contribute to attainment or maintenance of the National Ambient Air Quality Standards (NAAQS) for ozone, carbon monoxide (CO) and particulate matter smaller than 10 microns or 2.5 microns (PM-10 or PM-2.5) in designated non-attainment and maintenance areas.

The CMAQ Program is a local program, allowing federal funds to be allocated to eligible local agencies. Specific areas designated for funding under SAFETEA-LU include:

- Portland-Metro (CO maintenance)
- Medford-RVMPO (CO and PM-10 maintenance)
- Grants Pass (CO and PM-10 maintenance)
- La Grande (PM-10 maintenance)
- Klamath Falls (CO and PM-10 maintenance)
- Oakridge (PM-10 maintenance)
- Lakeview (PM-10 maintenance)

Those areas which were designated as "non-attainment" prior to December 31, 1997, but were not classified in accordance with the Clean Air Act - Sections 181(a), 186(a), 188(a) or (b), are ineligible for CMAQ funding. Such areas include, but are not limited to, those that were formerly designated as ozone "transitional", "incomplete data" and CO "not classified" areas.

Program Funding and Structure

The CMAQ Program is jointly administered by FHWA (Federal Highway Administration) and FTA (Federal Transit Administration).

CMAQ funding is apportioned to Oregon annually (generally between $14-15 million) based on a SAFETEA-LU formula that includes the population of each CO non-attainment or maintenance area multiplied by a CO pollutant weighting factor as described in FHWA's October 2008 Final Program Guidance. PM-10 areas are eligible for CMAQ funding, but these areas were not included in the statutory apportionment calculation.

Project Criteria and Selection

FHWA establishes general project eligibility guidelines for the CMAQ Program. The Oregon CMAQ Advisory Committee is responsible for developing specific project selection criteria and the funding distribution methodology. Committee members represent the following agencies and funding recipient areas:

- League of Oregon Cities (LOC)
- Association of Oregon Counties (AOC)
- Oregon Department of Transportation (ODOT)
- Oregon Department of Environmental Quality (ODEQ)
- Federal Highway Administration (FHWA)
- Portland-Metro
- Medford-Rogue Valley MPO (RVMPO)
- Representatives from other qualifying areas

The voting structure of the CMAQ Advisory Committee excludes FHWA, which attends all meetings in an ex officio capacity and serves as a resource to the Committee membership.

CMAQ-eligible projects and programs must be incorporated into local transportation system plans, regional transportation improvement programs and the State Transportation

Improvement Program (STIP). These transportation plans and programs must be consistent with the CAAA Transportation Conformity Rule (40 CFR Parts 51 and 93, as amended).

Metro and Rogue Valley MPO both establish detailed policies, project selection criteria, administrative procedures and transportation priorities specific to their regions.

State project selection criteria include the following:

- Motor vehicle pollutant level reduction
- Vehicle-miles traveled (VMT) reduction
- Cost effectiveness
- Other factors (e.g., time frame, overmatch, etc.)

The types of projects eligible for CMAQ funding are identified in the October 2008 Final Program Guidance. They include:

- Activities in an approved State Implementation Plan (SIP)
- Transportation Control Measures (TCM's)
- Alternative fuels and fueling facilities
- Traffic flow improvements
- Transit projects
- Bicycle-pedestrian facilities and programs
- Travel Demand Management (TDM) initiatives
- Outreach and rideshare activities
- Public-private partnerships
- Intermodal freight
- Vehicle emission inspection-maintenance programs
- Telecommuting

Documentation Process and Federal Requirements

There are two required processes that must be completed prior to the inclusion of any CMAQ project into the STIP:

- Pollutant emissions reduction estimates for the project must be calculated and submitted to ODOT and FHWA-FTA
- Written project approval must be received from FHWA-FTA

ODOT is required to file an annual report (based on the federal fiscal year – October 1 to September 30) that specifies how CMAQ funds have been spent and includes estimated air quality benefits.

Project Review – Funding Commitment

The CMAQ application cycle for each qualifying Metropolitan Planning Organization (MPO) evolves concurrently every two years in conjunction with the STIP update

process. Projects developed in qualifying rural areas are included in the STIP update process or as an amendment.

The CMAQ Program is a reimbursement program generally requiring funding recipients to provide local project matching funds equivalent to at least 10.27% of the total project cost. A higher percentage of matching funds is encouraged (but not required) for projects involving public-private partnerships.

6.3 Fish Passage and Large Culvert

Program Description

The ODOT Fish Passage and Large Culvert Programs are managed by the Geo-Environmental Section at ODOT headquarters. Their purpose is to maximize state resources for retrofitting, replacing and constructing culverts and to provide benefits to natural resources and fish habitats. The historic focus of the Large Culvert Program has been to repair or replace failing culverts.

ODOT divides culverts into three categories:

- NBI structures are very large pipes that are over 20 feet in diameter…. As part of the National Bridge Inventory (NBI), they are funded by the HBP program and are treated the same as a bridge.
- Large Culverts have a diameter from 6 feet to 20 feet. These structures are funded by the non-NBI program, whose focus has historically been to repair and replace failing large culverts.
- Small Culverts or Maintenance Culverts have a diameter less than 6 feet and are funded by ODOT maintenance funds.

ODOT and Oregon Department of Fish and Wildlife (ODFW) entered into a Memorandum of Understanding (MOU) in 2000 regarding the Fish Passage Program. The MOU recognizes the importance of fish passage and documents ODOT's commitment to replace culverts using stream simulation techniques. The success or this program relies heavily on collaboration between ODOT and the ODFW.

The MOU has been codified by Oregon State Statute (ORS) 509.580 through .910 and Oregon Administrative Rule (OAR) 635, Division 412. These laws and rules mandate that new and replacement culverts be passable to native migratory fish.

The National Marine Fisheries Service (NMFS) also regulates fish passage at road-stream crossings. SLOPES IV, a programmatic biological opinion, provides additional design guidance for culvert replacement projects.

Program Funding and Structure

Both programs receive funds on a biennial basis for projects programmed up to four years out in the STIP. The 2004-2005 biennial allocation for Fish Passage is about $7 million which is obligated by agreement between ODOT and ODFW for high-priority Fish

Passage projects. Fish Passage funds are used for both capital improvement and maintenance retrofits. Preliminary engineering, construction engineering and environmental compliance costs are funded as well as the construction cost. Currently there is no funding allocated for program administration. The Large Culvert Program is funded at about $2 million annually to fix and repair the worst of the eligible culverts.

It is often difficult to predict the remaining life of a culvert because of variable conditions such as weather and deterioration rates. A project programmed in the STIP may not be built for four to six years after the need is identified and some culverts will reach failure before the scheduled project construction date. In this case, the emergency culvert project takes the place of a low-risk culvert project through a STIP amendment. These amendments are mostly administrative and are tracked by the program manager(s).

Project Criteria and Selection

ODFW conducted a statewide culvert inventory that ranked culverts in terms of High, Medium or Low Priority for fish passage. Fish Passage projects are selected from the list of culverts with the greatest benefit to the species found in the inventory. ODOT prioritizes culvert projects based on culvert condition and structural integrity, i.e., failing culverts are fixed first. ODOT Environmental Managers, Regional Environmental Coordinators (RECs) and ODOT Biologists may request a reassessment and redesignation from the ODOT Fish Passage Program Coordinator, ODFW District Biologists and Fish Passage Coordinator if they believe a culvert should be ranked as a higher priority.

ODOT Environmental Managers (or their designee) recommend one or more high priority projects in their region to be included in the STIP. Costs are estimated and the draft STIP list is submitted to the regions and regulators for review.

During the course of the year, regular ODOT inspections, bridge inspectors and other field crews rank the condition of Large Culverts as Critical, Urgent, Routine Maintenance Required or Good. Non-NBI culverts number about 2,500 statewide and are inspected every three to four years. If the culvert condition is ranked Critical or Urgent, they are inspected every six to twelve months. Recent and current non-NBI culvert projects identified in the STIP are a product of lists compiled by ODOT Bridge Inspectors and consultation with District Maintenance Managers.

The Geo-Environmental Section is piloting a system to fulfill the Government Accounting Standards Board (GASB) Statement #34, which directs public agencies to establish a current value for the assets they own and manage. Geo-Environmental is developing an asset management system that will establish an asset value for the state's culvert inventory and will track culvert condition, fish passage, depreciation and life cycle costs. This system will be used to forecast which culverts are likely to fail and to program top priority culvert projects, including the 2,500 culverts in the Large Culvert program.

There is a Fish Passage Committee charged with formally coordinating the Fish Passage Culvert Program and Large (Non-NBI) Culvert Program and with clarifying project selection requirements and processes.

Project Review/Funding Commitment

The Program Support Manager for the Geo-Environmental Section is responsible for reviewing projects for the STIP and managing changes to project budgets. Otherwise, review of Fish Passage culvert projects usually occurs amongst the Fish Passage Program Coordinator, RECs, biologists and other stakeholders. The State Fish Passage Program Coordinator determines the final projects and funding allocations. Re-evaluation of culverts for high-priority listing and, thus, for possible inclusion in the STIP can be initiated by ODOT, Environmental Manager, RECs and Biologists, in coordination with the ODOT Fish Passage Program Coordinator. Review of Large Culvert projects occurs mainly in the consultation between the Large Culvert Program Manager, Bridge Inspectors and District Maintenance Managers.

6.4 Forest Highways

Program Description

The Forest Highway Program (FHP) is one of five categories within the Federal Lands Highway Program (FLHP). The objective of the Forest Highway Program is to improve access to and through National Forest lands on designated "Forest Highways," which are state, county and other public roads that meet the criteria addressed below. Program decisions are made jointly through the Tri-Agency Committee. FHWA's Western Federal Lands Highway Division (WFLHD), the US Forest Service (USFS) and ODOT each have one voting member on their committee. The ODOT member also represents Oregon counties.

Forest Highway Enhancements are a subset of the FHP. Enhancement projects are related to forest highways and typically include work on trailhead parking, scenic viewpoints, rest areas, bike and pedestrian access, interpretive signing and historic and environmental resource protection.

Program Funding and Structure

FHP funding is allocated to states by an administrative formula based on the amount of National Forest lands in the state. By formula, Oregon receives about $21 million per year for the FHP, of which $5.5 million goes toward preliminary and construction engineering, about $2 million to Forest Highway Enhancement projects and the rest ($11-12 million) to road construction. FHP funding may be used for preliminary design and environmental engineering, construction and construction engineering. It has been a Tri-Agency policy not to use FHP funds for right-of-way acquisition and maintenance; however, a separate funding pool for maintenance is allowed and may be implemented in future years. A local match is not required, but is viewed favorably during the project review and selection process. Forest Highway Enhancements receive 10% of the total FHP allocation.

WFLHD programs FHP projects for the next five years, calling for projects when more are needed. Enhancement projects are selected on a three- to four-year cycle. The Tri-Agency Committee is moving to better synchronize applications for both types of projects with the two-year STIP update cycle. The Tri-Agency Committee, which is responsible for project review and selection, meets twice each year to evaluate the FHP and modify funding and timelines as needed.

FHP projects (including the FH Enhancement projects) are reported individually by county in the STIP and any unassigned funds are shown as "buckets" in the STIP.

Project Criteria and Selection

All FHP projects must be on a designated Forest Highway route. A roadway must have already been accepted for evaluation in the designation process when a project is proposed and must be designated a forest highway before any FHP funds are awarded to a project. Designations are made by the WFLHD Division Engineer in cooperation with the Forest Service Region Office and ODOT, according to the criteria below. Designation proposals can be submitted at any time, but will be approved only at the regularly scheduled Tri-agency meetings in March or August each year.

To be designated as a Forest Highway a route must:

- Be wholly or partially within, or adjacent to and serving the National Forest System (NFS)
- Be necessary for the protection, administration and utilization of the NFS
- Be necessary for the use and development of NFS resources.
- Be under the jurisdiction of a cooperator and open to public travel.
- Provide a connection between NFS resources and one of the following:
    - A safe and adequate public road
    - Communities
    - Shipping points
    - Markets dependent on these resources
- Serve one of the following:
    - Local needs such as schools, mail delivery, commercial supply
    - Access to private property within the NFS
    - A preponderance of NFS generated traffic
    - NFS generated traffic that has a significant impact on road design or construction.

The Forest Service, ODOT and local jurisdictions (usually counties) apply for FHP funds. The agency with jurisdiction over the road (ODOT or the County) and the Forest Service must be co-applicants. If the Forest Highway is a "Public Forest Service Road" under Forest Service jurisdiction the Forest Service is the sole applicant.

Staff from Tri-Agency Committee member agencies, including the Association of Oregon Counties (AOC), conduct most of the project review and selection. County participation is important because many Forest Highway projects are on county roads.

Staff develops selection criteria and a schedule for approval by the Tri-Agency Committee. This team conducts the initial review and scoring before forwarding a project list to the field review phase involving Tri-Agency Committee members and staff. A narrowed list of projects is scoped and studied for feasibility before making the final list. The Tri-Agency Committee reviews and selects projects from priority project lists. The scoring criteria used by the staff committee in 2008 are shown below.

2008 Project Evaluation Criteria
Oregon Forest Highway

			Maximum Points
1. Economic Goal			
A. Development, utilization, protection, and administration of the NFS and its resources.			**15**
▪ Enhances or maintains access and utilization of NFS		0-10	
▪ NFS area accessed:	Over 100,000 acres	5	
	25,000-100,000 acres	2-5	
Under	25,000	0-2	
B. Enhancement of economic development at the local, regional, or national level, including tourism and recreational travel.			**15**
▪ Supports or enhances economic opportunities for recreational use and tourism		0-10	
▪ Support or enhances economic opportunities for commodity extraction		0-10	
▪ Supports community economic goals/needs		0-5	
▪ Designated Scenic Byway (Federal, State, Local, other)		0-5	
2. Mobility Goal			
A. Continuity of the transportation network serving the NFS and its dependent communities.			**15**
▪ Need identified in transportation plan, Forest Plan, or County Comprehensive plan		0-10	
▪ Fills missing link in network, removes travel restriction, bottleneck, size/load limit		0-10	
▪ Sole access to area		0-5	
B. Mobility of the users of the transportation network and the goods and services provided.			**10**
▪ Reduces travel time and congestion, increases comfort and convenience		0-5	
▪ Major traffic generator (destination, resource extraction)		0-5	
▪ Improves mode choices		0-5	
3. Environmental Quality Goal			**15**
Protection and enhancement of the rural environment associated with the NFS and its resources.			
▪ Supports or advances environmental goals identified in adopted plans		0-15	
▪ Enhances habitat, native vegetation; reduction in noxious weeds		0-15	
▪ Enhances wildlife connectivity, aquatic organism passage		0-15	
▪ Enhances water quality, riparian function, wetlands function		0-15	
4. Preservation Goal			**25**
Improvement of the Transportation Network for economy of operation and maintenance.			
▪ Improves National Bridge Inventory System (NBIS) deficient bridge rating		0-15	
▪ Improves Pavement Management System (PMS) "poor" pavement condition		0-10	
▪ Improves PMS "fair" pavement condition or preserves "good" pavement condition		0-5	
▪ Reduces maintenance or operating costs		0-5	
5. Safety Goal			**25**
Improvement of the Transportation Network for the safety of its users.			
▪ Improves identified crash sites		0-15	
▪ Improves identified hazardous conditions other than crash sites		0-10	
▪ Improves safety for a wide range of users		0-10	
		Total available Points	**120**

Other factors to be considered as part of the evaluation:

Agency priorities	Cooperator share of project costs	Deliverability
ROW Acquisition	Environmental clearance considerations	

6.5 Highway Bridge Program

Program Description

The purpose of the Highway Bridge Program (formerly the Federal Highway Bridge Rehabilitation and Replacement (HBRR) Program) is to replace or rehabilitate roadway bridges when those bridges have been determined to be deficient because of structural deficiencies, physical deterioration or functional obsolescence. State bridges are those on the Oregon State highway system that are owned and managed by ODOT. Local bridges are those which are owned by cities and counties.

Highway Bridge Program (HBP) projects may include the following:

- Rehabilitation and replacement projects
- Increasing vertical clearance, strengthening and widening bridges
- Painting, cathodic protection and other bridge preservation activities
- Bridge rail replacement
- Seismic retrofitting
- Scour mitigation
- Preventive maintenance projects when selected by an FHWA approved systematic process

Program Funding and Structure

The HBP was reauthorized in 2005 under SAFETEA-LU and is administered by the Federal Highway Administration (FHWA). HBP funds are allocated to the States according to a formula. Each deficient bridge is placed into one of the following categories:

- Federal-aid system bridges eligible for replacement
- Federal-aid bridges eligible for rehabilitation
- Off-system bridges eligible for replacement
- Off-system bridges eligible for rehabilitation

The FHWA establishes general project eligibility guidelines for HBP projects. The National Bridge Inventory (NBI) includes bridges that are 20 feet and longer and it is used to prepare the list of bridge projects on and off of Federal-aid highways. The following steps are used to determine funding eligibility:

Step I: The bridge must be classified as either structurally deficient or functionally obsolete by the FHWA definition based on an inspection conducted according to National Bridge Inspection Standards (NBIS); inspections take place every two years.

Step II. After deficiency is established, the bridge is considered eligible for replacement or rehabilitation depending on the value of the sufficiency rating.

- Sufficiency rating of 80 or less for rehabilitation.
- Sufficiency rating of 50 or less for replacement.

- Exception - deficient bridges with sufficiency ratings between 50 and 80 may be replaced if it can be shown through a life-cycle cost analysis to be more cost effective than rehabilitation.

Using the formula, the square footage of deficient bridges in each category is multiplied by the respective unit price on a state-by-state basis and the total cost in each state divided by the total cost of the deficient bridges in all states determines the allocation of HBP funding.

For each year federal funds are allocated for this program, the ODOT Bridge Section analyzes the system needs of all deficient and eligible bridges in Oregon. This analysis provides the basis for the allocation of available HBP funds between on- and off-system projects and between state and local bridge projects.

Under an agreement with Oregon counties, ODOT allocates HBP funds to local governments based on their percentage of deficient bridges in Oregon. Currently, approximately 27% of the federal funds go to local bridges but this percentage is reassessed periodically.

Project Criteria and Selection

State Program

In addition to the eligibility criteria established by the Oregon Transportation Commission, the bridge management system uses further technical evaluation criteria. The basic categories established for bridge evaluation are the main structural support components listed in the NBI: substructure, superstructure and deck. Categories that limit freight mobility include: load capacity, vertical clearances and deck width. Additional categories include seismic, scour and bridge rail. Painting for corrosion protection for steel structures, coastal bridge cathodic protection for reinforced concrete structures and rehabilitation and upgrade of moveable bridges for maritime traffic are included in the STIP instead of the ODOT maintenance program due to their high cost. Tunnel projects have also traditionally been included in the State Bridge Program.

Each category relates to a significant feature that is visually and conceptually distinct and any specific bridge may have multiple categories of work required. Selection criteria or threshold conditions help determine priorities and are used to select a subset of bridges within a category. The list of potentially deficient bridges is reviewed by the ODOT Bridge Section and the Regions, coordinated through the Bridge Leadership Team.

The lists of bridges generated from these evaluations are reviewed within the ODOT Bridge Engineering Section and by the ODOT Bridge Leadership Team. The Bridge Engineering Section establishes preliminary project priorities for review by the regions. A scoping team consisting of Region Tech Center and Bridge Engineering Section personnel prepares preliminary project scopes and cost estimates for identified projects. Throughout this process, the Program Manager works closely with the regions to refine the list of priorities into a draft program.

Local Program

The Oregon HBP Local Agency Bridge Selection Committee (LABSC) includes representatives of the League of Oregon Cities, Association of Oregon Counties, FHWA (in an advisory role) and ODOT. It develops selection criteria and distribution methodology for the Local HBP program. The State Bridge Engineer provides each local agency with a list of all bridges maintained by that agency that are eligible for HBP funding. ODOT receives completed applications for local bridge projects and reviews and ranks the projects based on criteria established by the LABSC. The LABSC recommends approval of the final project selections for the STIP. ODOT provides scoping of approved projects.

The LABSC selects local HBP projects using the following categories:

- Local agencies with "large" bridges (30,000 square feet or greater) determine selection and eligibility criteria. These criteria are independent of the criteria for the "small" bridges.
- "Small" bridge (less than 30,000 square feet) rehabilitation projects are considered on an individual basis, comparing the benefits of rehabilitation versus replacement. A rehabilitation project must have a Sufficiency Rating of at least 80 at the completion of the project. Replacement selection is based on a technical ranking system developed and approved by local agencies. The criteria for the technical ranking are based on the federal sufficiency rating factors and additional criteria developed by LABSC, including freight mobility, single access problems and cost benefit.

The Local HBP program requires local matching funds and an intergovernmental agreement (IGA) defining roles and responsibilities for each funded project. Applicants must receive authority to spend Federal-aid funds for a specific phase of work as well as having the project approved in the STIP.

Major Bridge Maintenance Program

The Major Bridge Maintenance Program (MBM) program was established to address major and emergency bridge repairs on state owned bridges that are beyond the scope of work normally performed by an ODOT Bridge Maintenance Crew. The MBM program is reported in the STIP as a statewide "bucket" and is funded at approximately $7 million per year. The ODOT District Manager or District Bridge Manager, in consultation with the Bridge Section decides whether the work should be assigned to the bridge maintenance crew or submitted for MBM funding.

Web Sites and Resources

Bridge Program: http://www.oregon.gov/ODOT/HWY/BRIDGE/

6.6 Immediate Opportunity Fund

Program Description

In 1988, the Immediate Opportunity Fund (IOF) was administratively created by the Oregon Transportation Commission (OTC) in order to quickly process and fund transportation improvements that would attract or retain jobs. The fund is a collaborative effort between the Oregon Economic and Community Development Department (OECDD) and ODOT. The fund is intended as quick-response or incentive funding for either targeted business development projects or business district revitalization projects.

The IOF program is a special program in the STIP administered by the ODOT Transportation Development Division.

Program Funding and Structure

The IOF program is a statewide bucket program in the STIP. The program is funded by gas tax receipts. The Legislature set the funding level at $7 million per biennium in 2003. Funding for targeted economic development projects (Type A projects) is $1,000,000 per project and $250,000 per project for district revitalization projects (Type B projects). Up to $2 million total may be awarded to Type B projects per biennium. Projects involving preparation of Oregon Certified Project Ready Industrial Sites (Type C) may be awarded up to $500,000 per project.

The applicant is expected to provide a match at least 50% of the roadway project cost. The match may come from a combination of public and private sources, including donations of right-of-way, which often occurs for projects located off of the state highway system. Normally, the OTC will make a funding decision within 45 days of a request received from the OECDD Director.

For projects that fail to produce the number of jobs defined in project agreements, the project sponsors must reimburse ODOT on a pro-rated basis. The IOF is prohibited from carrying a balance of uncommitted funds; any uncommitted funds are reallocated to the STIP each biennium, usually to the Modernization Program.

Project Criteria and Selection

Applicants can be local governments that apply for themselves or acting as sponsors for private businesses. They must demonstrate the economic impact of the project in terms of "primary jobs" (e.g., manufacturing, production warehousing and distribution jobs) created, the transportation problem that will be improved and the need to immediately address the transportation problem as a way to capture an economic benefit. The transportation improvement must be sited within an existing or proposed public right-of-way, provide general transportation needs and conform to access, land use and environmental standards.

Project sponsors must be in active negotiation for the location, retention or expansion of employment. Proposals must meet the Governor's Oregon Principles promoting a

positive business climate and a healthy balance among growth, infrastructure development and environmental protection.

The OTC approves projects based on the number of project requests, the amount of funding being requested, local and private sector support, amount of matching funds, development schedule, the number of jobs created or retained and other factors.

Project Review/Funding Commitment

Proposals requesting IOF funding undergo a quick review process. Proposals are reviewed by the regional OECDD Business Development Officer for economic development merit and by the ODOT Region IOF Coordinator for transportation merit. A joint recommendation is then submitted to the ODOT Region Manager for approval. If approved, the recommendation is forwarded to the OECDD Director for approval.

The OECDD coordinates with regional field team members of the Governor's Economic Revitalization Team (ERT) to review the proposal against the state Quality Development Objectives. The OECDD Director makes a formal recommendation to the ODOT Director who submits the proposal to the OTC for funding authorization. The ODOT Director notifies the applicant whether the project was approved and, if approved, the applicant and ODOT region sign a project agreement.

Web Sites and Resources

Governor's Oregon Principles:
http://www.governor.oregon.gov/Gov/budget0507/intro.shtml

OECDD: http://www.oregon.gov/ECDD/index.shtml

6.7 Indian Reservation Roads

Program Description

Planning and programming for Tribal Transportation is the responsibility of the Tribal Nations. The Indian Reservation Roads (IRR) program, authorized under the Federal Lands Highway Program (FLHP) provides funds for both planning and construction of public transportation improvements in Tribal areas, including roads, pathways, bridges and transit facilities that lead to or are within reservations or other tribal lands. The IRR classification applies to all public transportation facilities managed by public authorities as State, County, City and other Federal Agencies.

Bureau of Indian Affairs' Northwest Region, along with Federal Lands Highway, is responsible for administration of the IRR program in Oregon, which also includes 45 tribes from Washington, Idaho, Montana, northern Utah and southeast Alaska.

Program Funding and Structure

The Bureau of Indian Affairs (BIA) Central Office Division of Transportation (BIADOT) and Federal Lands Highway Headquarters Office (FLH-HQ) jointly administer the IRR program. After a portion of the yearly federal transportation authorization (about 10%) is subtracted for administration and some other small program allocations such as the IRR Bridge Replacement and Repair and the High Priority Projects, the remaining funding is distributed to each Tribe share according to a negotiated rule allocation formula. The formula is based on population (20%), vehicle miles traveled (30%) and on the cost of bringing roads up to a given standard (50%).

Project Criteria and Selection

Tribal governments in Oregon develop long range 20-year transportation plans for projects within the IRR and maintain lists of their selected priority projects. Listed projects are not necessarily financially constrained. The Tribes prepare short-term Transportation Improvement Programs (TIPs) to program projects for about the next three years; current year TIPs are fiscally constrained. NW Tribal TIPs are adjusted with Tribal input to be financially constrained for the current year and plus or minus 10 percent for the outlying years and submitted to BIADOT. Each tribal government with an adopted TIP obtains funding from the Tribal shares.

Because federal Title 23 funds are involved, programs in the IRR TIP and Tribal TIPs need to be reported in the STIP. IRR projects are programmed into the STIP under the Federal Lands Highway Program and are sorted by County. The BIA submits those TIPs for approval to the FLH-HQ Office in Washington, D.C. The FWHA, in turn, coordinates with ODOT to make sure these projects are included in the STIP.

The following Oregon Tribes have adopted TIPs that are included in the IRR TIP and are reported in the STIP.

Table 6-1 Tribal Organizations and Transportation Programs

Tribal Organization	ACT and ODOT Regions	Program Types *
Confederated Tribes of the Warm Springs Reservation	Lower John Day & Central Oregon ACTs Region 4	2, 3, 4, 5, 6
Confederated Tribes of the Umatilla Reservation	North East ACT Region 5	1, 2, 3, 4, 6, 8
The Klamath Tribes	South Central Oregon ACT Region 4	1, 2, 3, 5, 6
Fort McDermitt Paiute Shoshone Tribe of the Ft. McDermitt Reservation	South East ACT Region 5	5, 6
Confederated Tribes of the Coos, Umpqua and Siuslaw Indians	South West ACT Region 3	1, 2, 3, 4, 5, 6, 7
Confederated Tribes of the Grand Ronde Community of Oregon	Mid-Willamette Valley ACT Region 2	1, 2, 3, 5, 6
Cow Creek Band of Umpqua Indians of Oregon	South West ACT Region 3	1, 2, 3, 6
Confederated Tribes of the Siletz Reservation	Cascade West ACT Region 2	1, 2, 3, 5, 6, 8
Burns Paiute Tribe	South East ACT Region 5	1, 2, 3, 6
Coquille Tribe of Oregon	South West ACT Region 3	1, 2, 3, 4, 5, 6

*1-Planning, 2-Preservation, 3-Safety, 4-Mobility, 5-Capacity, 6-New, 7-Bridge and 8-Transit

6.8 Modernization

Program Description

The Modernization (MOD) Program funds projects that add capacity to the state's highway system. The program includes the following types of projects:

- New state roads and highways.
- New travel lanes, including High Occupancy Vehicle (HOV) lanes.
- Highway re-alignment or major widening and new or enlarged interchanges.
- Widening bridges to add travel lanes.
- Planning and environmental studies that relate to a future modernization project (see D-STIP)
- New safety rest areas.

Oregon law requires ODOT to dedicate a portion of its State Highway Fund revenues to highway modernization work. In effect, ORS 344.507 results in between $50 and $60 million a year of State Highway Funds going to the MOD Program. Other funding programs, including OTIA and many federal highway projects, are also programmed through the MOD program. To preserve the state's existing roadways, the OTC has directed the state investment in the MOD program to the minimum level allowed under the law.

Program Funding and Structure

ORS Chapter 366.507 defines the purpose of the MOD program: …to increase highway safety, to accelerate improvements from the backlog of needs on the state highways and to fund modernization of highways and local roads to support economic development in Oregon.

Figure 6-1 shows how the MOD program is developed for the STIP. The OTC provides guidance on project eligibility and sets investment levels based on the minimum amount required by law. The Highway Programs Office determines regional funding allocations early in the STIP development process, using a formula based on population, vehicle miles traveled, ton miles traveled, vehicle registrations, projected revenue and modernization needs. The program is managed at the region level. See Appendix E for an example of Regional Modernization Equity Splits from the 2012-2015 STIP.

Funding may be distributed to the regions using the regional equity formula according to special needs or specific projects, or a combination of the two. For example, the OTIA III funds were allocated to the regions partly based on the regional equity formula and partly based on the need to improve specific bridges and freight routes.

Each ODOT region administers its Modernization program independently. The process involves broad public participation, including Area Commissions on Transportation (ACTs) and other committees, to determine which projects should be included in the STIP. Chapter 4.0 – STIP Program Development Process provides an overview of region procedures and Chapter 5.0 – ODOT Highway Region STIP Procedures describes region procedures in more detail.

Project Criteria and Selection

Modernization projects are chosen from local TSPs, state highway refinement plans and other plans. Projects are prioritized using many factors, including readiness to proceed, how much they support the Oregon Highway Plan (OHP), safety, land use impacts, modal connections, congestion relief, local contribution (matching funds), public support, environmental impacts, cost relative to benefit, economic impacts and their ability to leverage other funds and provide public benefit.

All Modernization projects must meet the STIP Eligibility Criteria and Prioritization Factors approved by the OTC for each STIP cycle. The 2012-2015 STIP Eligibility Criteria are:

- Projects consistent with an applicable TSP and
- Projects consistent with the OHP policy on major improvements.

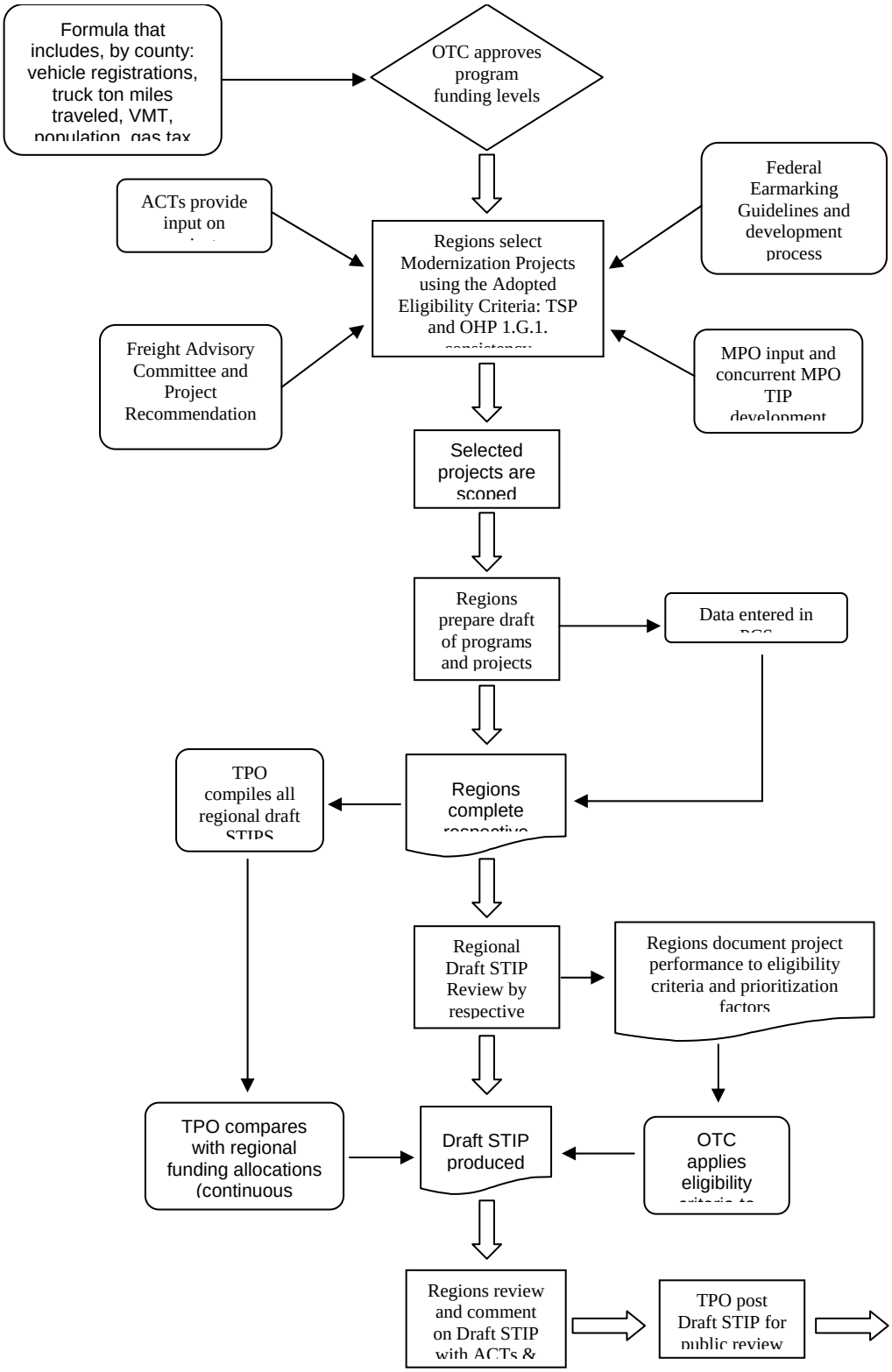
Each ACT may also adopt its own criteria to aid in project selection, as long as the criteria do not conflict with the OTC adopted statewide criteria.

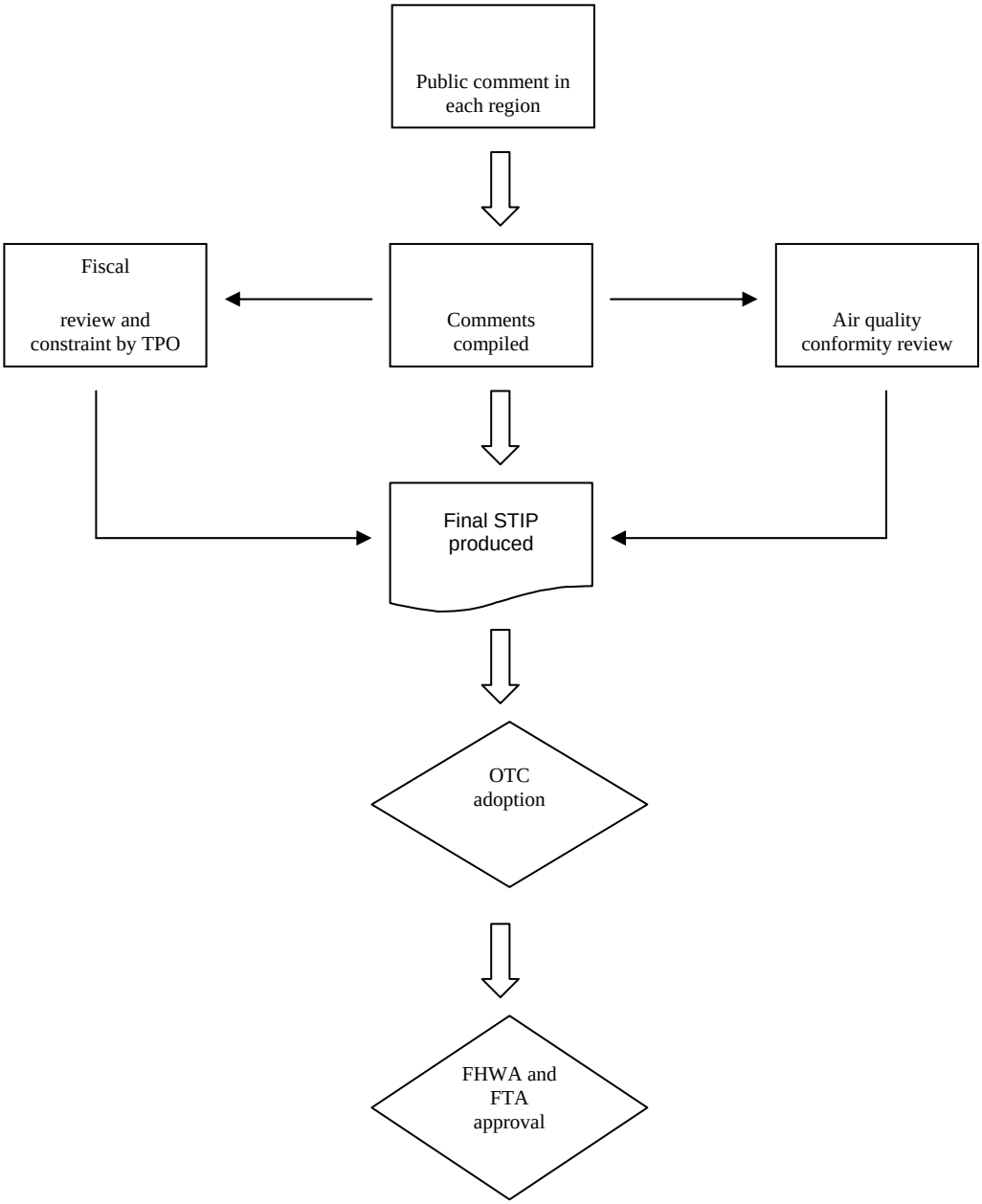
Web Sites and Resources

ODOT Regions: http://www.oregon.gov/ODOT/HighwayRegions.shtml

ACTs: http://www.oregon.gov/ODOT/COMM/act_main.shtml

Figure 6-1 Modernization Program Development Process




Public comment in each region
Fiscal
review and constraint by TPO
Comments compiled
Air quality conformity review
Final STIP produced
OTC adoption
FHWA and FTA approval

6.9 Operations

Oregon's ability to build and maintain state highways to keep pace with traffic growth is limited, so there is an increased emphasis on doing more with less and using technology and information systems to improve highway operations. The Operations (OPS) Program funds projects to improve the safety and efficiency of the state's transportation system by addressing functional areas such as signals, lighting, intelligent transportation systems, travel information systems and protecting landslide and rockfall prone areas. The OPS program funds four subprograms:

- Slides and Rockfalls;
- Signs, Signals and Illumination (SSI);
- Intelligent Transportation Systems (ITS); and
- Transportation Demand Management (TDM).

These subprograms fund improvements to state highway infrastructure and systems that "leverage" more capacity from existing transportation assets, such as traveler information programs or marketing the use of alternative transportation modes.

Program Description

The ITS Manager in the Office of Maintenance and Operations serves as the statewide Operations Program manager. The overall funding allocation for the Operations Program is set by the OTC. The ITS Manager, working with data provided by program managers for each of the subprogram areas, develops the region funding splits and subprogram investment targets. Each state highway region, however, is largely responsible for setting funding priorities and for selecting the individual projects that fit within their allocation. The program is aided by asset information, project databases and planning documents that help regional personnel identify needs and prioritize investments. Some of these systems cover the state while others are developed in each region. For example, there is a statewide management system that identifies and prioritizes landslide and rockfall projects using safety hazard and cost-benefit calculations. Information about the need for replacing aging signs and traffic signals, however, is developed and maintained at the region level using various tracking systems.[4]

While the OPS program is managed at the region level, meaning that each region decides which projects it will fund through the STIP, there are two state-level committees that help set the direction for the program. The first is the Traffic Operations Leadership Team (TOLT) that includes ODOT's five region traffic managers, their support staff and the State Traffic Engineer. This group meets about six times a year to discuss issues related to highway operations, including investment in new technologies that affect highway operations. The second group is ODOT's Maintenance and Operations Leadership Team (MLT) that provides strategic planning, decision-making, budget

[4] ODOT is developing centralized asset management systems that eventually may replace region by region data bases but for now, most information about operational asset replacement needs are kept at the region level.

management, oversight and overall operational guidance for the Highway Maintenance and Operations business lines. MLT meets monthly and includes the State Maintenance Engineer, Highway Budget Officer, ITS Manager, a region manager and a District Manager or Region Maintenance and Operations Manager representing each of ODOT's five regions. Additional technical support for OPS is provided by state-level personnel from state geology, geotechnical engineering, traffic engineering, the Highway Program Office (HPO), ITS and TDM.

The following table lists ODOT personnel that are involved in managing or supporting the OPS program.

Table 6-2 STIP Contacts in the OPS Program

Staff Person Title	**STIP Responsibility**
State Traffic Engineer	Investment needs for Signs, Signals and Illumination
Engineering Geology Program Leader	Assists with preparation of investment needs for Slides and Rockfalls and project priority list
TDM Program Manager	Investment levels for the Transportation Demand Management program
ITS Manager	Investment needs for Intelligent Transportation Systems (ITS) and development of region operations splits and subprogram targets
Region Maintenance and Operations Teams	Approves region operations project list (regions 2-5)
Region 1 Traffic Manager	Region 1 OPS program manager and traffic engineering supervisor
Region 2 Traffic Manager	Region 2 OPS program manager and traffic engineering supervisor
Region 3 Traffic Manager	Region 3 OPS program manager and traffic engineering supervisor
Region 4 Traffic Manager	Region 4 OPS program manager and traffic engineering supervisor
Region 5 Traffic Manager	Region 5 OPS program manager and traffic engineering supervisor

STIP Program Development and Project Selection

At the state level, the OTC decides how much funding will be invested in OPS projects based on an evaluation of needs in each of the subprogram areas. The State Traffic Engineer, TDM and ITS program managers and HPO provide input to the Commission about operations needs based on long-range investment policies for intelligent transportation systems, forecasts for asset replacement needs, historic funding trends and federal funding limitations. After an initial OPS Program budget is developed, each highway region is allocated a portion of program budget based on numerous factors including asset replacement needs, strategic investment plans, VMT data, slide and rockfall priorities and historic funding levels. The region allocation includes suggested funding targets for each of the Operation program subcategories. The highway regions, however, decide how to sub-allocate their share among the four subcategories using their own project selection and prioritization process (see Chapter 5.0 – ODOT Highway Region STIP Procedures).

Slides and Rockfalls

Part of the reason for funding slides and rockfall projects through the OPS program is that the improvements relate to where the road is located and to how the road was designed. Moreover, slide and rockfall problems tend to recur at some locations and the solutions frequently are multi-dimensional, involving warning signs, structures, grading, drainage and recurrent intervention. The amount of money invested in slides and rockfall projects varies from region to region, depending on geologic, climatic and geomorphic conditions. Funding for emergency slide repairs generally is not programmed through the STIP. There also may be temporary fixes used until a full solution to a slide problem can be implemented.

The ODOT Unstable Slope Rating System is a database management system that is used to identify, analyze and prioritize slide and rockfall projects. Many factors are used in the analysis, including the scale of the hazard, annual maintenance costs, highway traffic volumes and the roadway classification. Oregon has active geology and, therefore, the particular needs of a slide area or its priority rating may change from year to year.

When conditions change, or when a new slide or rockfall hazard is identified, an assessment of hazard is made by a highway region geologist with help from a geotechnical engineer. A gross cost estimate to remedy the problem is prepared, including ancillary expenses like detours and temporary structures. This information is entered in the Unstable Slope Rating System and the cost-benefit is compared with other projects. The project then is assigned a priority ranking and the solution is implemented as funding becomes available.

Each STIP cycle, all potential projects in each region are reviewed by the region geologist, with input from maintenance staff and traffic and planning staff to develop a list of high, medium and low priority projects. The number of projects on the priority list varies from region to region. Region 1, which includes the Columbia River Gorge, has a long list of high priority projects while Region 5 in Eastern Oregon, which has more

stable geology and less rainfall, has fewer high priority projects. The region and state geologists provide objective control for the evaluation process so that priority rankings are comparable from region to region. There is, however, a subjective element to the rating process.

Each region uses the Unstable Slope Rating System priority list to decide which projects to undertake during a STIP cycle. Ideally they work their way down the priority list until the money that is available for that particular STIP cycle runs out. Sometimes the selection process is more complex because region staff will try to combine a slide and rockfall project with a PRES or a MOD project to stretch dollars and to sequence construction in a rational manner. This may result in projects being undertaken out of priority sequence. There also are times when the scale of a slide and rockfall project is so large that it cannot be undertaken even with all the available funding in a region, in which case the project must either be broken into phases or compete for funding from other programs (e.g. Safety or MOD funds), or rely on interim repairs until sufficient resources are available.

Finally, it should be noted that there are some slide and rockfall projects that are extremely large and to fix them would consume the budget for the entire statewide program for multiple years. Other projects are so complex that a cost effective engineering solution has not been identified to fix them. These projects likely will require special funding from outside the normal OPS program process.

Intelligent Transportation Systems

Intelligent Transportation System (ITS) investment involves the strategic deployment of technology to improve transportation system performance. Investments in this category can include everything from ramp meters to traveler information systems like ODOT's TripCheck. ODOT has a central ITS program manager and each region has a lead person for ITS. It is up to the regions to decide how much of their OPS budget allocation to invest in ITS.

ITS helps the public make informed travel choices and helps road management agencies respond to traffic incidents (e.g. crashes, stalled vehicles) and deploy staff more effectively during weather events. Using ITS systems to detect current conditions and help travelers respond to them can improve highway efficiency with much less initial cost than a construction project, though new ITS investments add to maintenance costs. It has been Oregon policy to use existing highway capacity more efficiently before building new capacity and ITS projects help to meet that goal.

There is a statewide ITS plan and regional ITS plans for most of the large metropolitan areas in the state. There are also corridor studies and some regional ITS plans. The plans involve coordinated actions by more than one agency and the ODOT region offices help to implement the plans.

The ITS Program includes projects that generally fit into the following categories and includes some overlap with projects from the signal program subcategory area described below:

Arterial Management provides the control, monitoring and communication equipment including communication links to improve traffic flow and reduce congestion on arterial (non-freeway) networks. A variety of traffic control strategies are used ranging from fixed-schedule control systems to fully traffic responsive systems that dynamically adjust control plans and strategies based on current traffic conditions and priority requests. Good inter-jurisdictional and intra-jurisdictional coordination is required to achieve optimal area-wide traffic signal operation. Arterial management is focused on traffic signal operations and maintenance, but it can also include access management, incident management and demand management strategies.

Freeway management includes the control, monitoring and communication equipment to support a range of freeway management strategies including ramp metering, mainline lane controls, variable speed controls, dynamic shoulder usage and ramp closure gates. Other strategies include high occupancy vehicle (HOV) lanes, tolling including congestion pricing and automated speed enforcement. Freeway management includes the instrumentation needed to support freeway monitoring and adaptive control strategies.

Traveler Information activities include the collection and dissemination of traffic and road conditions, truck restrictions, general public transportation and parking information, incident information, roadway maintenance and construction information and weather information. ODOT broadly publishes traveler information through a variety of outlets including the TripCheck web site, 511 phone system, various cable TV outlets, variable message signs and highway advisory radio broadcasts. In addition to providing information directly to travelers, traveler information data is provided directly to private sector traveler service providers

Traffic Incident Management includes actions to manage both unexpected incidents and planned events to minimize the impact to the transportation network and to traveler safety. The actions include incident detection through roadside surveillance devices (e.g. CCTV), maintenance crew or public reports, in-vehicle crash reporting technology and regional coordination with other traffic management and emergency management centers. Information from these diverse sources is collected and used to identify and verify incidents and implement an appropriate response. The response typically includes a traffic control strategy, traveler information, resource dispatch including towing and coordination with responding agencies. The coordination with emergency management might be through electronic data exchange with a computer aided dispatch (CAD) system or through other voice communication. Management of planned events is achieved through developing and implementing response plans in close coordination with event promoters and other agencies.

Road Weather Management supports winter road maintenance including snow plow operations, roadway treatments (e.g., sanding and anti-icing chemical applications) and other snow and ice control activities. Activities include monitoring environmental conditions and weather forecasts and using the information to schedule winter maintenance activities, determining the appropriate snow and ice control response and tracking and managing response operations. It also includes working with law enforcement to enforce chain/traction tire requirements and road closures and to inform the public of winter travel conditions.

Integrated Corridor Management - When congested traffic conditions occur on one roadway, traffic on adjoining roadways or freeway interchanges in the corridor, are also impacted. Typically, as congestion occurs on one roadway, travelers respond in a variety of ways: finding an alternate route or mode, adjusting their trip to another time of day, or remaining on their current route and enduring the delay. These disruptions range in scale, frequency, predictability, duration and have the potential to impact a number of facilities or modes. Integrated corridor management recognizes that a transportation system operation is most effective when viewed from the overall system perspective. Integrated corridor traffic management results from multi-agency planning and coordination efforts in the application of arterial management, freeway management, incident management and public transportation management to maximize system efficiency. Specific actions include developing regional operations goals and supporting multi-agency operations plans and strategies, sharing of infrastructure and real-time operations data, coordination of freeway and arterial operations and planning and implementation of managed detour routes.

Signs, Signals and Illumination (SSI)

This category of OPS funding pays for replacement of the following highway system assets:

- Traffic signals;
- Signal interconnect projects;
- Detection loop replacement,
- Flashing Beacons
- Signal timing adjustments;
- Signs; and
- Illumination systems.

It can also fund upgrades or new signal projects at problem intersections when conditions warrant. The maintenance of these assets, however, generally comes from the maintenance budget, which is not specified or obligated through the STIP.

Annual funding for signs, signals and illumination is allocated to state highway regions based on estimates by the State Traffic Engineer of the replacement needs in each region. ODOT is developing a statewide asset management system that includes some functional performance measures for system components to help refine the budget and funding allocation process to the state's highway regions. At this time, however, each region

determines how much of its overall Operations program allocation that it will invest in sign, signal and illumination projects. Regional expenditures on these projects may vary depending on each region's asset replacement needs compared with other operational needs. Most regions retain a portion of their sign, signal and illumination funds in a bucket so that they retain some flexibility in programming the use of these funds, particularly in the later years of the STIP cycle. Some regions pool all uncommitted OPS program funds in a common bucket while others identify to which sub-category the uncommitted funds are directed. When projects are selected, an administrative amendment is used to obligate program funds to a particular project.

Transportation Demand Management (TDM)

TDM projects encourage people to use alternatives to driving alone. The goals of TDM are to reduce VMT, reduce traffic congestion, improve air quality, enhance mobility and make the existing transportation system more efficient. Particular emphasis is placed on reducing VMT during the peak hours. Because federal resources are used to finance TDM projects and the program has an air quality impact, TDM projects are funded through the STIP.

The Oregon Transportation Planning Rule (TPR) requires that metropolitan areas and large cities include TDM policies and programs in their local TSPs. TDM is widely used in most Metropolitan Transportation Improvement Programs (MTIPs). ODOT funds TDM programs in Eugene-Springfield, Salem-Keizer, Medford area, Albany-Corvallis and Bend using a combination of federal and state resources.

In Region 1, the TDM program is a component of the Portland Metro Regional Transportation Plan (RTP) and MTIP. Funding comes from federal CMAQ revenue rather than the OPS program. ODOT is not involved in the funding decisions for the Region 1 program. It is incorporated into the STIP as an element of the adopted MTIP. All Region 1 TDM projects are consolidated and listed in the STIP as one project using a single key number for each program year.

In Regions 2, 3 and 4, ODOT's Region Planning Managers, local TDM program staff and the state's TDM Program Manager form a working group that meets every other year to assess for the need for TDM projects in these regions. TDM projects benefit from consistent funding because they primarily involve working directly with service providers and customers. For example, most TDM funding in metropolitan areas like Eugene-Springfield and Medford pays for staff expenses related to van pool and car pool programs. The remainder of the funding pays for outreach, marketing and educational materials. The working group meets to evaluate the level of financial support needed to sustain existing programs and for proposed TDM programs. The group recommends a level of funding for each region. Their recommendation is reviewed by the Region Manager, Region Traffic Manager and the applicable ACT and/or MPO before being included in the draft STIP. The allocated TDM funding for each region comes out of that region's overall OPS Program budget, with the balance allocated to other OPS projects.

The TDM program is funded through a set-aside that, for accounting purposes, is tracked through the Highway Division within the participating region's Operation program budget, but the program is administered by a staff person in the ODOT's Public Transit Division. Most TDM projects are in the form of grants awarded to cities, transit districts and small MPOs. TDM projects are included in the C-STIP for Regions 2, 3 and 4 and are listed under the county in which the TDM service provider is located. For example, the TDM projects in Corvallis are listed in Benton County and there is a separate TDM key number for each program year. The same method is used for TDM projects in other regions that support these programs. Annual funding is approximately $2 million.

There are no formal procedures to apply for TDM grants. ODOT directly manages the TDM service provider contract in one region and serves as the federal grant coordinator in another region. The FTA manages the service provider grant in another ODOT region. The funded programs and service providers have changed little in more than a decade. If a new TDM project or service is identified by a local government or service provider, that concept would be brought forward to the TDM work group by the Region Planning Manager that serves the community where the project is proposed and the proposal would be evaluated with other TDM projects by the work group.

6.10 Pavement Preservation

Program Description

The primary goal of ODOT's Pavement Preservation (PRES) program is to maintain the highest possible pavement conditions statewide at the lowest cost. The Statewide Pavement Committee (SPC) is the management-level committee responsible for providing guidance and oversight of the program. The SPC is charged with developing and recommending statewide Preservation strategies, including the project selection process. The Pavement Management Engineer prepares project needs lists and works closely with the District Managers and the Region Tech Centers to prioritize and select projects for scoping.

Program Funding and Structure

The Oregon Transportation Commission (OTC) sets the program funding based on pavement conditions statewide and Oregon Highway Plan (OHP) goals. A mileage target of pavement in fair or better condition is based on these goals. The program assumes no new funding except for inflation. The OHP set the goal of having 90% of total pavement miles in fair or better condition. Because of limited funding, however, maintaining 1999 pavement conditions statewide (78% of total pavement miles in fair or better condition) became the strategy for implementation. The target is higher for interstate highways and lower for secondary highways. Every two years ODOT compiles a Pavement Conditions Report, based on pavement testing and visual ratings. ODOT follows a preservation strategy to schedule rehabilitation at the optimum time in the pavement's lifespan, at about 75% of its service life.

The PRES program follows a "pave mainly" strategy, which focuses preservation dollars on the pavement and minimizes non-pavement work. Some non-pavement work elements

are required to meet design standards including bridge rail bridge end treatment, guardrails and American Disabilities Act (ADA) improvements. Each region may seek funding from other programs to pay for safety improvements and other non-pavement work. Region and District level highways with less than 5,000 vehicles per day are not part of the PRES program and receive “maintenance only" treatment through the Low Volume Road program which is funded by Maintenance. This program is responsible for the care of about one-third of all state highways. The other two-thirds fall under STIP preservation.

ODOT’s Pavement Management Engineer is the Preservation Program Manager and is responsible for overall program administration. The Program Manager’s role includes assessing pavement conditions, functional classification, traffic, age, structural condition and determining which segments are in need of repair by projecting what the pavement condition will be at the middle and the end of the STIP. Forecasting is aided by a statewide Pavement Management System (PMS) that includes a pavement condition database and computer simulation tools that estimate remaining service life.

ODOT’s Pavement Management Team within the Pavement Services Unit collects pavement condition data in even- numbered years in order to make needs determinations in time to provide the priority lists to the regions in mid-summer of the following (odd-numbered) year. This allows enough time to collect data and use the latest data for projecting pavement conditions for the out years of the Draft STIP, while at the same time providing a priority list to the regions so that they have enough time to scope projects and get them into the STIP.

Project Criteria and Selection

At the beginning of each STIP update cycle, the OTC approves funding options and performance goals for the PRES Program. The SPC then sets the allocations to the interstate program and each region’s non-interstate program. The methodology used to determine how much money each region receives begins with a calculation of the amount of lane miles in need of attention. The Program Manager forecasts pavement conditions on the entire system through and beyond the end of the STIP for each functional class of highway, based on available funds. The forecast conditions are compared to program goals to set mileage targets. Target miles are translated into dollars, using cost per lane mile data verified by past construction projects. Needs are summarized across the region and across roadway type. This information is used to estimate the total allocation for each region’s program. The SPC bases its funding allocation recommendations and program goals for the regions on this analysis, but also must balance needs with the program funding level approved by the OTC.

Next, the Program Manager prepares a preliminary list of projects in each region using the Pavement Management System (PMS) and assigns each project a priority based on cost-effectiveness and level of importance. The list is generated using very rough cost information consistent with assumptions from the funding level approved by the OTC. Each region has a key contact, usually a District Manager or Region Maintenance and Operations Manager, who leads the prioritization and project selection from the region

perspective. Regions review and select projects from the priority lists, looking for opportunities to combine with work from other programs or to leverage local funding.

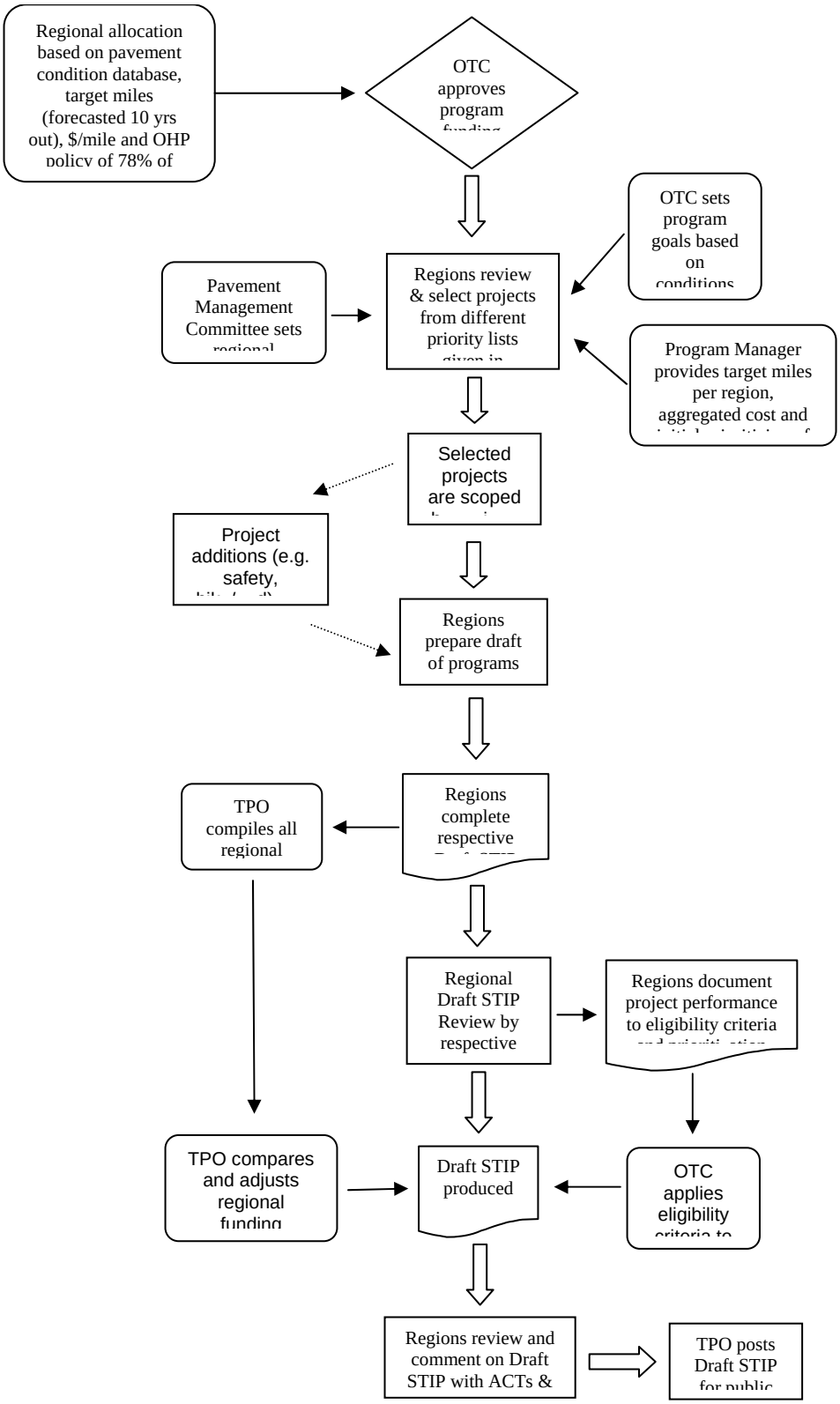
After projects have been identified, they are scoped and preliminary cost estimates are prepared. In some regions, preliminary scoping is performed by the region's Technical Services Center with assistance from ODOT district personnel. District staff will meet with local governments to discuss candidate paving projects and coordinate the highway work with local improvement projects. In some regions, area managers present the package of proposed pavement projects to ACT members to inform them about the planned improvements.

Incidental work, including mandatory items like striping, reflectors and turn-lane paving, can increase project cost and project rankings can change based on the scope (cost). The Program Manager occasionally is asked to review scope or look for cost savings, however program lists are often submitted without the Program Manager's assistance. Once a final set of projects is selected, region staff develop a report documenting compliance with statewide eligibility criteria and statewide prioritization factors. Figure 6-2 is a flow chart that shows how the process works.

Project Review/Funding Commitment

The Program Manager analyzes the draft program to predict its impact on the overall pavement condition of the state's highways. The analysis is submitted to the SPC for review and evaluation. The SPC reviews the draft STIP program, any necessary revisions are made and the revised program is reviewed for consistency with the approved goals. The system for collecting, processing and reporting pavement condition can be found on the Pavement Management web site, http://www.oregon.gov/ODOT/HWY/CONSTRUCTION/pavement_management_sys.shtml.

Figure 6-2 Preservation Program Development Process



6.11 Public Transit

Program Funding

The Public Transit Division (PTD) of ODOT administers many funding programs that are approved through the STIP. The state spends funds directly and distributes funds through grant agreements with public agencies and private organizations that provide planning and public transportation services. Transit service providers typically use several funding sources to maintain their programs. Each funding program has specific rules that define eligibility requirements for projects and providers. The STIP is used to define how program dollars will be spent (i.e. where the money is spent, by whom and for what purpose). State rules mandate the use of local committees and a public involvement process to prioritize transit projects for funding.

The funding that flows through PTD comes primarily from three sources: the Federal Transit Administration (FTA) the Federal Highway Administration (FHWA) through the Surface Transportation Program (STP) and State Special Transportation Fund. The following table highlights how the money from these sources is used.

Table 6-3 Public Transit Division Funding Sources

Federal Transit Administration Programs	
Program Name	**Uses**
49 USC §5303 – Metropolitan Planning 49 USC §5304 – Statewide Planning	This program provides funding to support cooperative, continuous and comprehensive planning for making transportation investment decisions in metropolitan areas. Funding allocated to Metropolitan Planning Organizations (MPOs) by a formula that considers each MPO's urbanized area population, their individual planning needs and a minimum distribution. Statewide Planning and Research – planning studies
49 USC Section 5307	This program makes Federal resources available to urbanized areas for transit capital and operating assistance in urbanized areas and for transportation related planning. An urbanized area is an incorporated area with a population of 50,000 or more that is designated as such by the U.S. Department of Commerce, Bureau of the Census. For urbanized areas with populations of 200,000 or more, operating assistance is not an eligible expense. Capital expense only.
49 USC Section 5309	Capital Investment Program – Congress fully earmarks all available funding. Capital projects include the purchasing of buses for fleet and service expansion, bus maintenance and administrative facilities, transfer facilities, bus malls,

Federal Transit Administration Programs	
Program Name	**Uses**
	transportation centers, intermodal terminals, park-and-ride stations, acquisition of replacement vehicles, bus rebuilds, bus preventive maintenance, passenger amenities such as passenger shelters and bus stop signs, accessory and miscellaneous equipment such as mobile radio units, supervisory vehicles, fare boxes, computers and shop and garage .
49 USC Section 5310	This program provides funding for the purpose of assisting organizations in meeting the transportation needs of the elderly and persons with disabilities. Primarily a capital purchase program.
49 USC Section 5311	Non-urbanized Area Formula – This program provides funding for the purpose of assisting organizations in meeting the needs of general public transit services to rural communities for capital purchases, operations and administration.
49 USC Section 5311(b)(3)	The Rural Transit Assistance Program (RTAP) Provides a source of funding to assist in the design and implementation of training and technical assistance projects and other support services tailored to meet the specific needs of transit operators in nonurbanized areas.
49 USC Section 5311(f)	Intercity – this program provides funding for intercity projects for capital purchases, operations and administration.
49 USC Section 5316	Jobs Access and Reverse Commute – The Job Access and Reverse Commute (JARC) program provides funding to address the unique transportation challenges faced by welfare recipients and low-income persons seeking to obtain and maintain employment. The PTD administers funding for the Small Urban Areas under 200,000 populations and for rural areas of the State.
49 USC Section 5317	New Freedom- This grant program provides funds to reduce barriers to transportation services and expand the transportation mobility options available to people with disabilities beyond the requirements of the Americans with Disabilities Act (ADA) of 1990 The PTD administers funding for the Small Urban Areas under 200,000 population and for rural areas of the State.
Federal Highway Administration Programs	
Surface Transportation Program (STP)	STP transfer funds may be used for many types of transit projects and programs including transit shelters, rail stations, capital purchases

Federal Transit Administration Programs	
Program Name	**Uses**
State Revenues	
Oregon Special Transportation Fund (STF)	STF funds may be granted to counties, transportation districts and tribes or used to match federal funds for developing and maintaining transportation services for seniors and disabled persons; funds are used for operations, capital purchases and planning work by agencies and companies statewide.

Program Administration and Structure

State and federal requirements determine how transit program grants are awarded and accounted for through the STIP. For those projects funded through PTD, the program application, eligibility and prioritizing requirements are coordinated with the Public Transportation Advisory Committee (PTAC) after local committees complete a local priority setting process. The grant solicitation process usually occurs in overlapping STIP cycles. Some funding decisions are known at the time the STIP is published but most of the transit program budget is listed in the STIP as buckets. After STIP adoption, the Public Transit Division (PTD) and STIP coordinators use the STIP amendment process to program specific grant awards to service providers or to make adjustments to program buckets when funding levels change, especially for the second, third and fourth years of the STIP program.

Public Transit Division Programs

The PTD receives federal and state funds to develop general public and special transportation in Oregon. ODOT adopted the Oregon Public Transportation Plan and Public Transit Division State Management Plan to guide the public transportation program. The PTAC advises the division on policy and program development. The division offers several statewide grant programs to local government and transportation providers to accomplish this work. For most transit projects the state does not spend the money directly but helps fund agencies and private organizations that plan for, coordinate and provide public transportation services. Transit service providers typically participate in several funding programs and offer more than one type of service. Transit providers are required to participate in efforts to coordinate services with other providers and to develop their services with local public input and collaboration with a local advisory committee. State and federal rules mandate the type of entities and require the use of local committees to prioritize projects for funding. Each area must plan for rural and special needs transportation services in collaboration with social services agencies as a condition to be eligible for the grant programs.

Metropolitan Area Transit Programs

PTD administers planning funds for each MPO to support cooperative, continuous and comprehensive planning for making transportation investment decisions in metropolitan areas. Work tasks in each MPO's Unified Planning Work Program (UPWP) seek to increase the accessibility and mobility of people and for freight; to protect and enhance the environment, promote energy conservation, improve the quality of life and promote consistency between transportation improvements and State and local planned growth and economic development patterns. When plans are approved, Federal Transit Administration provides funds for capital and operating projects directly to the designated transit district or governmental provider in the MPO. In metropolitan areas, transit programs are coordinated through the MPO and identified in the MTIP. The STIP amendment process for MPO area transit programs frequently involves a two step process where the MPO first approves the program award in the MTIP and then the state approves the program award through the STIP. The STIP amendment process for MPO area transit programs frequently involves a three step process where the PTD conducts a coordinated project selection process, the MPO approves the project award in the MTIP and the state approves the award through the STIP. Careful coordination of the amendment process between the STIP coordinator and their MPO counterpart occurs on all amendments that involve projects or programs in MPO areas.

Since these amendments usually do not affect the amount of money being allocated through a particular transit program, but only how that money is being used, most transit related STIP amendments are administrative. Full amendments are required when there is a significant change in the amount of funding that is available through a specific transit program, or when there is a transfer of funding from a highway program to a transit program (i.e. STP transfers between FHWA and FTA).

Program Oversight and Project Selection

There are a number of oversight and advisory groups that monitor state transit system investments. At the state level the Oregon Public Transportation Plan directs investment in transit services and systems. The plan is reviewed by the PTAC and adopted by the OTC. The PTAC also works with the division to update goals and priorities for biennial discretionary investments in public transportation programs that are then adopted by the OTC. The division requires that projects for rural and special needs transportation result from planning efforts that are coordinated with input from human services agencies. Division staff conducts ongoing monitoring and grant oversight activities as well as policy development, training and technical assistance for rural and special transportation providers.

Most MPOs have transit advocacy and advisory bodies that participate in the development of transportation plans and strategies. Their advice is considered in the development of the MPO's long range transportation plan as well as the four-year MTIP. These groups consider what types of public transit programs and services to pursue and what level of investment is desired to meet local needs. The advisory process differs in each MPO area. For more information about transit program planning and development

in a particular metropolitan area, consult the web sites and resources appendix (Appendix G) for Oregon MPOs.

The application process and procedures for the various transit programs are outlined at the ODOT Public Transit Division web site. Recipients of program awards are listed at the web site on the Service Providers web pages. Interested citizens, service providers and public officials who want to learn more about transit programs are encouraged to solicit information through the PTD.

Web Sites and Resources

FTA: http://www.fta.dot.gov/

6.12 Railway-Highway Crossings

Program Description

The State of Oregon participates in a national program to improve safety where railways and highways cross. This is the only rail-related program that is consistently found in the STIP.[5] The Railway-Highway Crossings Program is a Federal Highway Administration (FWHA) program implemented at the state level. Its purpose is to eliminate hazards at public highway-railroad grade crossings by implementing federal guidelines and standards for the design of these crossings, assessing safety at grade crossings and placing traffic control devices appropriately on the approach to grade crossings. States determine which public crossings need improvements and determine what those improvements will be. Improvements can include but are not limited to:

- Upgrade passive crossings by installing active warning devices;
- Closure of grade crossings;
- Installation of standard signs and pavement markings;
- Replacement of active warning devices;
- Upgrading active warning devices;
- Crossing illumination;
- Crossing surface improvements; and
- General site improvements.

[5] Unlike other programs that have an annual appropriation or grant program to draw from, there is not a federal or consistent state funding program for rail projects. State funds may be allocated to passenger rail projects on a biennial basis and listed in the STIP as a bucket. The bucket is in the STIP but, depending on the biennium, may not contain any funds.

Program Funding and Structure

This is a Federal-aid program. Federal "Section 130 funds" (23 USC Section 130) and SAFETEA-LU funds are available for program implementation and are administered by the FHWA. States must set aside 50% of their SAFETEA-LU Railway-Highway Crossings allocation for the installation of protective devices at crossings. Grade-crossing safety improvements are eligible for 100% federal funding. For Section 130 projects, as well as other federal funds, projects identified through the planning process in metropolitan areas are prioritized and programmed in the STIP and MTIP (where applicable).

The biennial budget for this program is around $2 million and is administered as a bucket program in the STIP. When individual projects are identified, the funds are removed from the Statewide STIP bucket and obligated for each project.

Project Criteria and Selection

Projects are selected on a priority basis using an accident probability prediction model. This model uses accident history and the physical characteristics of each grade crossing in the state to generate a statewide ranking of all at grade crossings. Those crossings high on the list have the highest probability of an accident and therefore qualify for federal and state funding for safety improvements. The following details the process used by ODOT to prioritize and select projects for program participation:

- The Hazard Index Analysis is a computer-based analysis used to predict accidents at all public grade crossings in Oregon (the process and product are also referred to as Jaqua Analysis and Jaqua Report). The Jaqua program utilizes crossing train volumes, traffic volumes, accident history, sight distance and many other factors to evaluate accident potential at each crossing in the State.
- ODOT Rail Division selects approximately 25 crossings from the results of the Hazard Index Analysis to advance as candidates for Section 130 funds.
- A group of 10-15 crossings is selected for an "on-site diagnostic". Data is collected on each crossing, including copies of previous orders,[6] catalog sheets, photographs and accident history. A Diagnostic Team which includes representatives from each road authority involved (county, city, ODOT, port authority, BLM, USFS, etc.), a representative from the railroad, staff from ODOT's Rail Division and the ODOT Region Environmental Coordinator, collects data, reviews and discusses possible options and determines a course of action during the on-site diagnostic.
- The Diagnostic Team prepares a scope of work for recommended improvements, which goes into a "proposed final order" that outlines the work that the different agencies will execute.

---

[6] ODOT Rail Division regulates all crossings in the State of Oregon. All alterations, closures, upgrades and new crossings require an Order to authorize the changes.

- When the "proposed final order" is agreed upon by all the parties involved, a final Order is served. A hearing is only necessary if agreement cannot be reached with all parties (the affected railroad(s), the road authority or authorities and the Rail Division). An Order is a legal document enforceable in a court of law that authorizes the proposed crossing improvements.
- The Railroad's public projects manager is on the receiving end of the Order. This person handles the distribution within the railroad company. On short lines it may go to the President, CEO or General Manager of the railroad. For local agencies, the Order is typically distributed to the director of public works or a private sector engineer or project manager contracted with the jurisdiction. Legal agreements are signed by the railroad public projects manager or the President/CEO/General Manager. Similar to other ODOT local agency agreements, local agency staff and/or decision-makers sign the legal agreement.
- Once the Order has been completed, the Rail Division completes a prospectus 1, 2 & 3 and enters into contracts with the appropriate road authority and railroad for engineering and construction of the project. When the Order prospectus and agreements are in place, funds are obligated from the statewide STIP bucket and authority to proceed with the work is given to the railroad and road authority to complete the project as defined in the Order.
- The road portion of each project is either completed by local forces or contracted through the State Let Commission Service contracting process. The Railroad portion of each project is either constructed by railroad forces or is put out for bid by the railroad.

6.13 Safety

Program Description

The mission of the Safety Program is to make improvements to priority hazardous highway locations and corridors, including the interstate, in order to reduce the number of fatal and severe injury crashes. The Safety Program focuses on state highway sections and spot locations with identified safety problems.

Program Funding and Structure

Projects can be funded from these sources:

- Highway Safety Program (HSP)
- High Risk Rural Roads (HRRR)
- Safe Routes to School (SR2S)

The HSP Program is managed by Traffic-Roadway Section who is responsible for program guidance and reporting, Regions are responsible for project selection within the guidance provided. The HRRR Program is managed jointed by Traffic-Roadway Section and the Local Governments section, most of the funds are allocated to County Roads. The SR2S Program is managed by Transportation Safety Division.

The Highway Safety Program includes funding from the federal Highway Safety Improvement Program (HSIP), created by the SAFETEA-LU legislation passed by Congress in 2005. HSIP funds approximately half the program and other state and eligible federal funds make up the additional funds to complete the Highway Safety Program.

The Transportation Safety Action Plan (TSAP), an element of ODOT's Oregon Transportation Plan, is the policy level long-range plan for Safety. The TSAP is implemented by the annual Safety Performance Plan that lists specific actions to implement the TSAP. The HSP goals and strategies are published as part of ODOT's annual Oregon Traffic Safety Performance Plan. The final list of goals and strategies is then approved by the Oregon Transportation Safety Committee, which is a group of members of the public appointed by the Governor. Specific disciplines are represented on this committee and they are charged by law to advise the OTC on transportation safety issues. Program guidance for implementing HSP is developed using the approved goals and strategies and technical expertise of the Highway Safety Engineering Committee.

Project Criteria and Selection

There are currently two tools available to Region Traffic staff, each with a different focus, for identifying possible problem locations on the state highway system:

- Safety Investment Program (SIP) Segment Rating
- Safety Priority Index System (SPIS)

The SIP Segment Rating is a high-level categorization based on the frequency of fatal and severe injury crashes in a five-mile section of highway over the last three years. The SIP Segment Rating (value of 1-5) is helpful to identify possible problem areas and the level of investment in safety upgrades required on preservation projects. SIP Segment Rating maps are produced annually for all state highways and available on the internet.

The SPIS is a more focused identification of high crash locations. Every year, each 0.10 mile segment of state highway that has had either one fatal crash or three non-fatal crashes in the last three years receives a SPIS score (value 0-100). The top 5 percent of these sites statewide are candidate locations for improvements, although sites in the top 10 and 15 percent are sometimes considered. The SPIS is helpful for developing and prioritizing stand-alone safety projects because of the focus on smaller highway sections. A computerized SPIS listing for all state highways is produced each year. Contact Region Traffic for specific listings and maps are available on the internet.

Region Traffic offices and ODOT District offices also keep records of communication with the public or enforcement officials of potential safety problems areas that may or may not show up on a SPIS listing.

Projects Funded with HSIP and SIP Funding

Projects identified for HSP funding are developed and evaluated by each Region's Traffic staff from many sources such as SPIS, SIP, concerns by the public and enforcement.

Region Traffic staff investigate candidate locations and diagnose problems and propose potential remedies for the safety concerns. Potential projects are ranked and prioritized within the regions.

All Safety Projects are required to meet the program guidance outlined in the Highway Safety Program Guide. In order for the project to eligible for funding the project must improve the safety of the roadway as outlined in Title 23 US Code Section 148 (23USC148).

In addition, all projects and must meet one of the following criteria:

- Positive Benefit/Cost Ratio of 1.0 or greater
- Top 5% Safety Priority Index System (SPIS)
- Safety Investment Program (SIP) Category 4 or 5
- Justified by Risk Narrative (requires approval of State Traffic Engineer)

Projects should focus on the engineering and highway priorities outlined in the Oregon Transportation Safety Action Plan.

To help develop potential safety projects, there are various tools available from the Project Safety Management System. Some of these tools include the Countermeasure Reduction Factors, the Crash Data Graphing tool, the Benefit/Cost Ratio Worksheet, the Crash Summary Database and the Safety Investigations Manual (expected to be published in late 2009).

Projects Funded with High Risk Rural Roads Funding

HRRR program is a set aside program of federal funding within HSIP for improvements on rural roads. The set aside is limited to roadways that are functionally classified as rural major or minor collectors or rural local roads. To be eligible the roadway must have a crash rate for fatal and incapacitating injuries that exceeds the statewide average for those functional classes. Traffic-Roadway Section along with Local Governments Section has responsibility for managing these funds. The funds are programmed with guidance developed jointly with Association of Oregon Counties.

Projects Funded with Safe Routes to School Funds

SR2S program is federal funds administered by Transportation Safety Division. The program is being developed and program guidelines should be available by spring or early summer of 2006.

Web Sites and Resources

Transportation Safety Division: http://www.oregon.gov/ODOT/TS/

Highway Safety Program: http://www.oregon.gov/ODOT/HWY/TRAFFIC-ROADWAY/highway_safety.shtml

6.14 Scenic Byways

Program Description

The federal Safe, Accountable, Flexible, Efficient Transportation Equity Act – A Legacy for Users (SAFETEA-LU) makes money available for projects along roadways designated as National Scenic Byways, All-American Roads, or State Scenic Byways. FHWA administers this program and requests applications once a year. Under SAFETEA-LU, nationwide funding will increase from $26 million to $43 million for federal fiscal years 2005 to 2009.

The Oregon Scenic Byway Advisory Committee evaluates and makes recommendations on State Scenic Byway designations and National Scenic Byway Grant applications. ODOT chairs the Committee. The agency has a monitoring role and may recommend removal of routes. State Parks, Tourism Commission, US Forest Service (USFS), Bureau of Land Management (BLM), League of Oregon Cities (LOC), Association of Oregon Counties (AOC) and Visitor Bureaus are Committee members. The State of Oregon designates Scenic Byways according to prescribed criteria in OAR 734 Division 32. Designations are approved jointly by the Oregon Transportation Commission and the Oregon Tourism Commission. Oregon currently has four All American Roads, six National Scenic Byways, six State Scenic Byways and ten State Tour Routes. The ODOT Scenic Byways Program Manager assists local sponsoring agencies in applying for funding for improvements to these byways. The Program Manager helps with the application process, coordinating with FHWA and making sure that applications meet program guidelines before they are submitted.

Program Funding and Structure

This is a nationally competitive program and the share of funding that the State of Oregon receives varies from year to year. FHWA makes National Scenic Byway Grants available to ODOT for specific projects on designated byways. Federal transportation discretionary funds that Oregon receives for Scenic Byways projects are considered "pass-through" funding to the project applicant, unless the project applicant is ODOT. Such projects are identified in the STIP as part of a "Special Program."

Applicants must be a public agency. Non-profit agencies must have a public agency sponsor in order to apply for funds under the National Scenic Byways Program. ODOT enters into an intergovernmental agreement for the successful grants with the public agency. The development of Scenic Byway projects involves collaboration between a combination of the FHWA, ODOT, local jurisdictions, non-profit agencies, USFS and BLM.

Project Criteria and Selection

ODOT has an application packet that details project eligibility and selection criteria. Proposed projects must involve activities that are eligible under the National Scenic Byways Program according to 23 USC Section 162. Eligible activities include:

- An activity related to the planning, design, or development of a State or Indian tribe scenic byway program;
- Development and implementation of a byway corridor management plan;
- Safety improvements to accommodate increased traffic; improvements that enhance access; protection of resources adjacent to the byway;
- Development and implementation of a marketing program;
- Development and provision of tourist implementation; and construction of bicycle and pedestrian facilities, interpretive facilities, overlooks and other enhancements for byway travelers.
- Project selection is based on four criteria developed by the Oregon Scenic Byway Advisory Committee:
- Benefits to the traveling public
- Feasibility
- Importance or urgency
- Advancement of corridor management plans.

Bonus points are awarded for projects on National Scenic Byways, All-American Roads and Statewide Projects. Application instructions, selection procedures and other information are listed in the application package.

Project Review and Selection

The Oregon Scenic Byway Committee reviews, scores and ranks the grant project applications. A state pre-application process is used to screen potential projects before they are submitted to the FHWA. The pre-application requires documenting the scenic values of the proposed route visually and descriptively, securing local government support for the designation and preparing a Corridor Management Plan for the proposed route. Information about how to develop a successful application is available in Oregon Scenic Byways Program, which is a guidebook on the application process and is available at the web site listed in the resources appendix (Appendix G).

ODOT forwards the prioritized applications to FHWA, which uses a national competitive process to award grants. Table VI-4 outlines the process following submittal of the application. ODOT is notified of the grant decision and the project is listed in the STIP as a “Special Program”, similar to a federal earmark.

Table 6-4 Scenic Byway Grant Application Process

Responsible Party/Entity	Action
State Byways Coordinator	Forwards copy of project summaries to ODOT Region Federal Aid Specialists (or Preliminary Design for ODOT projects), Region Planners and FHWA Division Office for preliminary review.
FHWA Division Office	Conducts preliminary review of applications for eligibility. Provides comments to State Scenic Byway Program Manager.
Federal Aid Specialist/ Preliminary Design	Reviews applications for feasibility including ability to obligate funds in a timely manner. Sends comments to Scenic Byway Program Manager.
Region Planner	Reviews project applications for consistency with ODOT Corridor Plans. Provides comments to Scenic Byways Program Manager.
Individual Byway Routes	Presents ranking of projects and comments to Scenic Byways Program Manager for each byway.
State Byways Coordinator	Reviews applications for correctness and completeness. Works with applicants to remedy shortcomings, time permitting.
State Byways Coordinator	Presents applications with comments to Oregon Scenic Byway Advisory Committee.
Oregon Scenic Byway Advisory Committee	Selects and ranks projects according to established criteria. Seeks legislative approval to submit grant applications to FHWA.
FHWA Division Office	Conducts final review of applications and forwards applications with recommendations to FHWA HQ.
FHWA HQ	Selects byway projects and announces awards.
FHWA Division Office	Notifies applicants and ODOT.
ODOT	Adds projects to STIP.
ODOT Staff	Coordinates project obligation and implementation.

6.15 Transportation Enhancement

Program Description

The Transportation Enhancement (TE) program is administered by the ODOT Local Government Section. It is a statewide federal aid program, targeting the preservation and promotion of cultural, aesthetic and environmental values related to surface transportation. The program manages a set of funds disbursed on a competitive basis and a separate pool of "Director's discretionary" funds. TE funds are available for 12 specific categories of projects related to bicycle and pedestrian facilities and safety/education, landscaping and scenic beautification, transportation-related historic preservation and environmental mitigation.

The TE program supports statewide programs and plans such as the OHP, the Bicycle and Pedestrian program, the Scenic Byways program and the Governor's Economic Revitalization programs.

Program Funding and Structure

Ten percent of the state's federal Surface Transportation Program (STP) funds are set aside for the TE program. Within this set-aside the OTC approves available TE funding for the four fiscal years in each STIP cycle.

Oregon's TE program currently includes two pools of funding adopted by the OTC: the primary one for statewide competitive selection and $2 million per year for the TE Discretionary Account. All TE funds are federal-aid reimbursement, not grants. Unassigned TE competitive and discretionary funds are set aside in "buckets" in the STIP under the statewide section. In the 2008-2011 STIP, for example, there are separate buckets in place for each year of the TE Discretionary Account and buckets for fiscal years 2009, 2010 and 2011 for statewide competitive funds not yet committed to projects. Once projects are approved for TE funds, a STIP amendment (usually administrative) is used to program the funds for these projects.

Projects selected through the competitive process typically receive between $400,000 and $1,300,000. The project sponsor is responsible for providing a local match of 10.27 percent, either cash or in-kind. State gas tax receipts, parks and recreation funds, or economic development and urban renewal funds are the most common sources of the local match.

A call for projects is issued in the winter of even-numbered years, which begins a project selection process that will end with competitive fund awards about one year later. The TE program application process is staggered with the Pedestrian and Bicycle program competitive grant process to allow applicants to develop proposals for both programs. The projects that are awarded TE competitive funds in the winter of odd-numbered years will be part of the programming for construction in the STIP two to three years later. For example, a 2009 award is programmed in the C-STIP for 2011 or 2012 depending on project readiness and complexity. Projects do not automatically lose funding that is not spent in the assigned STIP year; projects may be carried forward into future years or future STIPs provided the project is actively progressing and the Intergovernmental Agreements has not expired. For instance, 9 of the 37 TE projects in the 2008-2011 STIP were carried forward from FY 2007 or before.

Requests for TE Discretionary funds are accepted at any time as needs arise. Review and approval occurs individually for each request, based on the process adopted by the TE Advisory Committee. The maximum award is $1,000,000 per project.

Project Criteria and Selection

Proposals for TE funds must be related to surface transportation and must fall into one of the following 12 activity categories. They are not restricted to roadway rights-of-way.

- Provision of facilities for pedestrians and bicyclists
- Provisions of safety and education activities for pedestrians and bicyclists
- Acquisition of scenic easements and scenic or historic sites
- Scenic or historic highway programs (including the provision of tourist and welcome center facilities)
- Landscaping and other scenic beautification
- Historic preservation
- Rehabilitation and operation of historic transportation buildings, structures, or facilities (including historic railroad facilities or bicycle trails)
- Preservation of abandoned railway corridors (including the conversion and use thereof for pedestrian or bicycle trails)
- Control and removal of outdoor advertising
- Archaeological planning and research
- Mitigation to address water pollution due to highway runoff or reduce vehicle-caused wildlife mortality while maintaining habitat connectivity
- Establishment of transportation museums

In each STIP cycle, the OTC adopts "Focus Areas" to give preference to projects that support certain ODOT or statewide goals. The Focus Areas are published in the application materials and are incorporated into the project selection criteria.

Applicants may be any tax-funded public agency including tribal governments, local governments and state or federal agencies. Private and non-profit organizations must partner with a tax-funded public agency who will act as the primary applicant. ODOT must compete with other public agencies for TE funds.

Project Review/Funding Commitment

At the ODOT region level, Local Agency Liaisons help advise agencies applying for TE competitive funds. ACTs and ERTs provide input on the project selection process and the prioritization of projects. The FHWA confirms eligibility of projects proposed for TE funds, ensuring that the projects will fit federal program guidelines. After internal review by the TE Program Manager and ODOT staff, projects are presented to the Transportation Enhancement Advisory Committee (TEAC), which scores the projects and serves as the project selection committee. The TEAC is made up of 11 members including local government representatives, ODOT staff, "at large" members of the public and one OTC member. The TEAC forwards a final list of TE projects to the ODOT Director and OTC for approval.

Projects requesting use of TE discretionary funds are subject to a similar review process as proposals for use of competitive funds. Unlike the competitive process, however, these projects are forwarded to the OTC by the ODOT Director after review and scoring by the TE Program Manager and TEAC.

6.16 Transportation Growth Management

Program Description

The Transportation and Growth Management (TGM) Program is a collaboration between ODOT and the Oregon Department of Land Conservation and Development (DLCD) intended to integrate transportation and land use planning in Oregon. The program operates through a series of grants, technical and other assistance and is classified as a Special Program in the STIP.

Program Funding and Structure

The TGM program uses both state and federal (SAFETEA-LU) funding. TGM funding is approved by the Legislature for biennium.

Program funding is distributed among the following four program areas.

Grants

Grants are awarded on a competitive basis every year with applications due in Spring. Cities, counties, councils of governments (on behalf of a city or county), transportation districts, tribal governments and MPOs are eligible to apply for TGM grants; special districts – such as school districts – may be eligible as part of a joint application with a local government for an otherwise eligible project. In the 2007-09 biennium, TGM allocated more than $5 million for local government projects.

TGM Grant projects fit into two groups:

- Planning for transportation facilities that result in a balanced, multi-modal system that addresses and accommodates a range of transportation needs, including movement of freight.
- Integration of land use planning with transportation facility planning to meet transportation needs.

Projects typically last 18 months and ODOT contracts with consultants on the local governments' behalf.

Quick Response

The Quick Response Program provides services to local jurisdictions by contracting directly with planning and design consultants. These consultants are trained in "smart development" principles including compact and human-scale development, mixed uses, pedestrian environments and accommodations for multi-modal transportation systems. Quick Response services are usually available on short notice and are initiated as needed in a letter of request to a Transportation/Land Use Planner at DLCD.

Code Assistance

Code Assistance services are intended to remove barriers to smart development practices by reviewing and changing development ordinances, comprehensive plans and development review procedures. Audit, public workshop and amendment services are provided to local jurisdictions by consultants under contract through the TGM program.

Projects are selected on a first-come, first-served basis. They must be proposed by a local jurisdiction within an Urban Growth Boundary (UGB) and preference is given to projects from communities that are fast-growing, involved in Periodic Review, reviewing their UGBs or otherwise actively engaged in meeting regional or state planning requirements.

Outreach

The TGM program offers free workshops upon request, on topics such as smart development principles and main street design.

Project Criteria and Selection

TGM services are awarded on their ability to advance TGM objectives:

- A transportation system or development pattern that results in a balanced, multi-modal transportation system and that enhances opportunities for walking, bicycling or using transit in areas planned for transit service;
- Preservation or enhancement of the "through movement" function of a state highway;
- Increased convenience or availability of alternative modes of transportation;
- Alternatives to, or delay of the need for, a major transportation improvement;
- Alternatives to, or delay of the need for, expansion of an urban growth boundary;
- Increased efficiency in the use of land, including areas planned for future urban development.
- Reduced emissions that contribute to climate change through changes to transportation or land use plans that reduce expected automobile vehicle miles traveled.

Web Sites and Resources

TGM Program website: http://www.oregon.gov/LCD/TGM/grants.shtml

7.0 STIP Approval and Adoption Process

This section describes the process for preparing and reviewing the Draft STIP, the public review process and final approval by the federal government. Figure 2-1 in Chapter 2.0 – Background shows the adoption process.

7.1 The Draft STIP

After the ODOT regions have submitted their project recommendations, ODOT prepares a draft STIP document for public review. The draft document lists all identified projects and programs, by county, in each ODOT Region and all state-wide program buckets, projects of state-wide significance and earmarks. Project information is entered into the state's Project Control System (PCS) data base using protocols and procedures established for the STIP. These administrative procedures are documented in The STIP Development Manual, which is an internal ODOT document that documents procedures for ODOT staff to follow for the current STIP cycle. In addition to the administrative procedures to compile the draft document, the following process steps are associated with the draft STIP.

Draft STIP Fiscal Analysis

All state-sponsored project recommendations from program managers and highway regions are reviewed by the Transportation Program Office (TPO). The review is intended to ensure two things:

It ensures that the recommended draft STIP projects meet program eligibility criteria established by the Oregon Transportation Commission (OTC) or legal limitations established by state or federal laws and rules.

It ensures that the recommended projects fit within the target program allocations and, where appropriate, that adjustments are made to meet the target allocations.

When inconsistencies are found with either of these review objectives, TPO works with the appropriate program manager and region office to resolve the issue. Budget authority problems may be remedied by altering the timing for a particular project (e.g. delaying it to a later year in the STIP cycle). Program eligibility problems may be remedied by "swapping" project funding between two similar programs. This process involves a highly technical review that primarily takes place in ODOT, but may involve a metropolitan planning organization (MPO), transit district or local government if the decision affects that jurisdiction.

Preliminary Air Quality Review

Air quality conformity is a highly technical process that may involve more than one state agency. In geographic areas that are subject to air quality review, the transportation plans and related improvement program is one part of the regulatory framework. Part of the

conformity review involves modeling air quality as if the proposed STIP projects were already part of the transportation system.

Federal law allows a compliance finding when a transportation plan and related system investment has a minor effect on the overall air quality improvement program. Projects that result in a worsening of air quality conditions have difficulty securing STIP approval.

Sophisticated air quality models are used to evaluate the effects of a transportation system investment. The draft STIP is evaluated by state and federal regulators to determine if there are any parts of the proposed program that may pose air quality issues during the formal conformity review.

Public Review Hearings

After the draft STIP document is published, it is presented for review and comment in public hearings across the state. This review process is managed by ODOT's Region offices. In most regions, a public meeting is held in each Area Commission on Transportation (ACT) area. Typically these meetings involve a formal ODOT staff presentation made to the ACT, followed by a public hearing at which testimony is taken. Each region conducts this process differently.

Regions 1 and 3 coordinate a portion of their draft STIP review with the Metropolitan Transportation Improvement Program (MTIP) public review process. Region 5 uses telecommunications technology to link remote communities and to enable citizen interaction at multiple locations at the same time. Each region decides how to display information at the hearings. Some regions present maps that show the locations of major construction and major preservation projects. Other projects are listed in a table by program and mile-post. Other regions display the location of every STIP project in each area. The scale of the region's STIP program dictates how the information is presented.

Comments are collected from the hearings and are summarized for the ACTs and the OTC in staff reports. Public recommendations on state-funded projects are considered in view of project recommendations from staff and ACTs. Public comments may result in a change to the STIP.

7.2 STIP Adoption and Federal Approval

After the internal and public review of the draft STIP is completed, TPO works with Program Managers and Region Planning Managers, STIP Coordinators and Technical Service Center staff to develop a final program. ODOT divisions hold internal meetings to review adjustments to the programs they manage.

The Oregon Freight Advisory Committee (FAC), ACT members, MPOs, transit providers, federal and tribal entities and interested individuals also have an opportunity to comment on the final document. Comments are consolidated by staff and presented to the OTC with a recommendation for adoption of the final STIP. The OTC decides whether to adopt the document as presented by staff or to modify it based on public testimony.

After adoption by the OTC, the final STIP is forwarded to the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) for their review and approval. These agencies must approve any Surface Transportation Program (STP) transfers and they also coordinate the formal air quality conformity review. Their approval is needed to commit federal funding for the projects that are programmed into the STIP.

The final STIP also is sent to any MPOs, tribal entities, federal agencies and stakeholders that request the document and they may forward comments to the federal review agencies. Federal approval may be granted for the entire document or conditions may be imposed on select projects that are found to not fully comply with federal laws and rules.

Once federal approval is granted, the STIP becomes the formal work program for ODOT and local governments for transportation projects and programs for the next four years.

8.0 STIP Amendment Process

The approved STIP is frequently amended to reflect changes in project status. The current STIP and a log of amendments can be found online on the ODOT STIP homepage (http://www.oregon.gov/ODOT/HWY/STIP/).

Federal rules require that the STIP be consistent with MPO area MTIPs. Therefore, before the STIP is amended to reflect a project change in an MPO area, the MTIP must be amended. ODOT works closely with MPOs on project coordination and this is one important factor that the agencies need to facilitate. For a project change in an MPO area, the MPO board adopts a change to their approved MTIP, then ODOT staff amends the STIP to also reflect the change.

The procedure for formally amending the STIP differs depending on the nature of the proposed amendment. There are three categories of amendments:

8.1 Full Amendments

- Adding a state or federally funded (FHWA or FTA) project, or a project that requires an action by FHWA or FTA (any funding source), to the STIP
- Adding a regionally significant project to the STIP (any funding source)
- Cancelling a state or federally funded project, or a project that requires an action by FHWA or FTA (any funding source), from the STIP
- Moving an approved project to a NEEDS status, releasing funding from the project
- Major change in scope of a project
- Adding or deleting a construction phase to an approved STIP project
- Changing Project Eligibility Criteria conditions on a project for which the OTC has applied conditions of approval
- Advancing the PE phase of a project from a Draft STIP to the current STIP

8.2 Administrative Amendments

- Adding a federally funded project that is funded with discretionary/earmark funds
- Adding a non-federally funded project that doesn't impact air quality conformity or require FHWA or FTA action to the STIP
- Advancing an approved project or phase of a project from year two, three, or four into the current year of the STIP
- Adding or deleting any phase (except construction) of an approved project
- Combining two or more approved projects into one project
- Splitting an approved project into two or more projects, or splitting part of an approved project into a new one
- Breaking a new project out of an approved program-specific pool of funds (but not reserves for future projects) or adding funds to an existing project from a bucket or reserve

- Minor technical corrections to make the printed STIP consistent with prior approvals (such as typographic errors or missing data)
- Changing name of project due to change in scope, combining or splitting of projects, or to better conform to naming convention
- Increasing or decreasing the federal funds of an FTA-funded project, without affecting fiscal constraint of the STIP
- Adding FHWA funds to an approved FTA-funded project
- Obligating funds that exceed 20% or $100,000 of the phase cost, whichever is greater, as compared to the current STIP

8.3 Project Control System (PCS) Database Changes

- Slipping an approved project or phase of a project from the current year of the STIP to a later year
- Increasing or decreasing the federal funds of an FHWA-funded or state-funded project, without affecting fiscal constraint of the STIP

These guidelines should address most changes to the STIP. However, there may be instances that will need to be addressed on a case-by-case basis.

8.4 General Process

All STIP amendments must be submitted on prescribed forms. The Region STIP Coordinator verifies the kind of amendment needed using established administrative guidelines and obtains the appropriate Region or Program Manager approval. After obtaining the required region approvals, the Region STIP Coordinator submits the request(s) to the Statewide STIP Coordinator in the Transportation Program Office (TPO). Full amendments to the STIP that involve a project on the state highway system require Oregon Transportation Commission (OTC) approval. If OTC action is required, the Region STIP Coordinator determines the TPO deadline date per the OTC Meeting Dates/Locations calendar that is established by the Director's office. OTC action items must include an agenda request letter, which may be submitted by a region manager, program manager, division manager, or other authorized personnel and submitted to the Director's office.

The Statewide STIP Coordinator reviews the request for completeness. Administrative and Full amendments are processed in the TPO. Once the review is complete, the Statewide STIP Coordinator notifies the region and other interested parties of the status of the request. For projects that require OTC approval, the request is forwarded to the TPO Manager and Program & Funding Services Manager for additional review. The TPO then submits an OTC action request to the Executive Officer for Highway to review the proposed amendment for compliance. The Executive Officer for Highway then submits a request to the Director's Office, where authorization is given to OTC support staff for that amendment to be included on the OTC agenda.

After OTC approval, the Statewide STIP Coordinator prepares the STIP amendment, checking that TIP amendments also have been approved. Documentation that the corresponding TIP amendments are approved by the metropolitan planning organization (MPO), tribal government or federal agency must be submitted before the STIP amendment can be submitted to FHWA and/or FTA. The Statewide STIP Coordinator forwards the amendment to the ODOT Director's Office for a cover letter and mailing to FHWA and FTA. FHWA and FTA return their approval to the Director's Office and send a copy of the approval to the Statewide STIP Coordinator.

For more information or questions about STIP amendment procedures, please contact your Region STIP Coordinator.

9.0 STIP Development Administrative Procedures

This chapter summarizes ODOT administrative responsibilities for preparing the STIP document and related supporting roles. Preparing the STIP requires considerable investment of staff resources and coordination with various groups within and outside ODOT. Managing this process efficiently, in a timely manner and open to public review and participation is a significant goal of ODOT.

Documenting responsibilities is important for a large-scale and comprehensive work program like the STIP. Staff changes and new systems and procedures continually challenge and improve the process. Roles and responsibilities must be well documented, but must also allow and encourage innovation and productivity.

9.1 STIP Development Administrative Procedures

Overall responsibility for coordinating the development of the STIP rests with the ODOT Director. The process is guided by three ODOT groups:

- ODOT Transportation Program Office (TPO) is responsible for preparing financial forecasts and for supervising the ODOT STIP Coordination Team.
- ODOT Transportation Development Division (TDD) is responsible for facilitating the review of the STIP program goals and objectives and for strategic assessments and planning with the OTC.
- ODOT Executive Management Team includes managers for the ODOT Divisions that program, develop and deliver the projects that are funded through the STIP. Division managers oversee the program and region managers that administer the individual programs and highway regions that are affected by the STIP.

Specific duties relating to the STIP document work program for each STIP cycle are outlined in the ODOT STIP Development Manual. The manual is an internal document that is updated for each STIP cycle and is used by ODOT staff and others to prepare the STIP. The document is not available online but the procedures are generally summarized in this Users' Guide document. There are documents that summarize the roles and responsibilities for the STIP development cycle that is in progress and timelines for completing various tasks that can be viewed online at ODOT STIP Process Information.

9.2 STIP Users' Guide Maintenance Program

The Users' Guide is a public document intended to help the public and ODOT staff understand and effectively participate in the STIP process. It is periodically amended or revised to ensure that the information is accurate and up to date so that it can be relied upon as an accurate source of information about the process.

Responsibility for keeping the Users' Guide up to date rests with TDD. TDD coordinates the update process with the Statewide STIP Manager and TPO to ensure appropriate sections and personnel have input on amendments to the guide.

The timing for updating the manual generally precedes initiation of work on the next STIP update cycle. Work on the STIP is an ongoing process and therefore it will be necessary to update parts of the manual sequentially so that procedures that apply to the current STIP cycle are not revised until that work is done. The amendments would then be made and apply to the next STIP cycle. Managing the timing of changes to the Users' Guide differs because of the need to keep the description of the process accurate for the current development cycle. ODOT has tried to keep all procedural descriptions generic, but as state and federal rules change, the Users' Guide may need to reference certain procedures that apply to one STIP development cycle and not to another.

Table 9-1 outlines responsibilities for updating the Users' Guide and for reviewing the guide on a regular basis.

Table 9-1 Users' Guide Updating Responsibilities

Chapter/Section	Timing	Last Update	Lead	Participants	Comments
Chapter 1.0: How to Use This Document	Jan. – Feb. of odd-num. yrs.		TDD	Statewide Coordinator and TPO	
Chapter 2.0: Background	Jan. – Feb. of odd-num. yrs.		TDD	TPO, STIP Coord. Team, Program Managers, Planning Business Line Team (PBLT), FHWA/FTA MPOs, Tribes, fed agencies	Assistance from program managers and STIP Coordinators with descriptions.
Chapter 3.0: STIP Regulatory Framework	Varies.		TPO	Program Mngrs., FHWA/FTA, MPOs, Tribes	Text revisions as necessary based on legislative and administrative rule changes.
Chapter 4.0: STIP Development Process	Varies by section.		TDD	See below	TDD distributes text to TPO, PBLT, FAC and ACTs for review and comment.
Chapter 4.1: Goals and Funding Targets			TPO	STIP Coord. Team, Program Mngrs. PBLT, Dir. Office, FAC, Exec. Team	
Chapter 4.2: State-Level Project Development			TDD	STIP Coord. Team, Program Mngrs. PBLT, Tribes, fed agencies	
Chapter 4.4: MPO			TDD	MPO-Trans Dist.,	

Chapter/Section	Timing	Last Update	Lead	Participants	Comments
TIPs				FHWA/FTA, PBLT	
Chapter 4.5: Local Gov. Coordination			TDD	PBLT	
Chapter 4.6: Federal Agencies			TDD	FHWA, Western Region HWY.	
Chapter 4.7: Tribal Gov.			TDD	Tribes, Western Region HWY.	
Chapter 5.0: ODOT Highway Region STIP Procedures			TDD	PBLT, STIP Coord. Team, Program Mngrs.	
Chapter 6.0: Program Descriptions			TDD	Pub. Transit Div., Program Mngrs, STIP Coord. Team, PBLT	Text distributed to Program Managers for review and comment.
Chapter 7.0: STIP Approval and Adoption			TPO	Dir. Office, STIP Coord. Team, FHWA/FTA, MPO-Trans. Dist.	TPO reviews and edits text and distributes to PBLT for comments.
Chapter 8.0: STIP Amendment Process			TPO	STIP Coord. Team, PBLT, MPOs, Tribes, Pub. Transit Div.	Text revisions as necessary based on legislative and administrative rule changes.
Chapter 9.0: STIP Administrative Procedures			TPO	STIP Coord. Team, PBLT, Program Mngrs. Exec. Team	TPO reviews and edits text and distributes to PBLT for comments.
Appendix	As needed.		TDD		
Online Edits	As needed.		TDD/ODOT Comm.		TDD compiles all recommended text edits and forwards to ODOT Communications.
STIP Process Brochure			TDD/ODOT Comm.	PBLT, TPO	TDD reviews and edits text, forwards edits to PBLT and TPO for comments. ODOT Communications prepares revisions based on compiled comments and circulates for final proof prior to posting.

Attachment A

Glossary

APPENDIX A: Glossary

Glossary Word	Definition
AC	Advisory committee
ACT	Area Commission on Transportation; advisory organizations chartered by the OTC and found in most of the ODOT highway regions; they assist in recommending and prioritizing projects for the STIP
ADT	Average daily traffic
ADU	Alternative Delivery Unit; projects that ODOT outsources
AOC	Association of Oregon Counties
AP	Highway Performance Monitoring System Analytical Process, used for determining modernization needs
ATMS	Advanced Traffic Management System; an element of Intelligent Transportation Systems (ITS)
BLM	U.S. Department of Interior, Bureau of Land Management
BMS	Bridge Management System – used to rate bridge conditions and determine priorities for improvements but not necessarily the type of treatment
Bucket	A means of holding money in the STIP for programs, particularly statewide programs, that allocate money from the STIP on a grant/application and discretionary basis
CE	Categorical exclusion – a term in federal environmental law that means an action is exempt from review under the National Environmental Policy Act (NEPA). Applies to most maintenance and preservation projects. Can also mean Construction Engineering when used in a design context.
CFR	Code of Federal Regulations
CIP	Capital Improvement Program/Plan
CMAQ	Congestion Management and Air Quality Program; a federal transportation program that is intended to remedy congestion problems and other transportation related problems that affect air quality.
CMS	Congestion Management System – a state management system that was used to identify areas where improvements are most needed to address capacity problems. CMS is no longer maintained or used.
CO	Carbon monoxide
COG	Council of governments
CON	Construction
Coordinating Committees	Used in ODOT Region 1 in place of Area Commissions on Transportation (ACTs) for prioritizing candidate projects for Modernization program funding
C-STIP	Construction STIP; includes project schedules and funding for non-development projects included in the four-year STIP construction period.

Glossary Word	Definition
DLCD	Department of Land Conservation and Development
D-STIP	Development STIP; includes projects that require more than 4 years to develop or for which construction funding is not committed.
EIS	Environmental Impact Statement
EPA	U.S. Environmental Protection Agency
ERT	Economic Revitalization Team, also referred to as GERT (Governor's Economic Revitalization Team), formerly Community Solutions Team
FH	Forest Highways, determined according to federal code dealing with proximity, use, jurisdiction, safety, community and economic connections to National Forest System (NFS)
FHP	Forest Highway Program, a subset of the federal Public Lands Highway Program (PLHP)
FHWA	Federal Highway Administration
FLHP	Federal Lands Highway Program, an umbrella program with four parts: (1) Park Road and Parkways, (2) Indian Reservation Roads, (3) Refuge Roads, and (4) Public Lands Highways
FTA	Federal Transit Administration
FWS (*also* USFWS)	U.S. Fish and Wildlife Service – a federal Fish and Wildlife agency with responsibilities for implementing the Endangered Species Act, not to be confused with the Oregon Department of Fish and Wildlife (ODFW).
GAC on DUII	Governors Advisory Committee on Driving Under the Influence of Intoxicants - broadly represents the Legislative Assembly, public and private organizations involved in DUII countermeasures, victims of drunk drivers, and the general public.
GAC on Motorcycle Safety	Governors Advisory Committee on Motorcycle Safety – focuses on rider education, drinking and riding, road hazards unique to motorcyclists, motorist awareness of motorcycles, sharing the road and other safety issues.
HBRR	Highway Bridge Replacement and Rehabilitation
HEP	Hazard Elimination Program; a federally funded program whose mission it is to reduce the risk, number, and/or severity of accidents on highways and any public roads
HERS	Highway Economic Requirement System; a technical system that is used in the Highway Performance Monitoring System Analytical Process (AP) to identify "modal upgrades". Modal upgrades typically involve increases in the capacity of existing systems, such as expanding a highway or extending transit service.
HOV	High Occupancy Vehicle; this typically refers to a motor vehicle that is occupied by more than one person and is therefore eligible to use a HOV lane.
HPO	Highway Programs Office. HPO supports several divisions in ODOT in addition to the Highway Division. The HPO Manager reports directly to ODOT's Operations Deputy Director.
IAMP	Interchange Area Management Plan

Glossary Word	Definition
IGA	Intergovernmental agreement
IOF	Immediate Opportunity Fund, created to stimulate economic growth by providing quick funds for road construction or improvements for business/industrial projects or districts
ITS	Intelligent Transportation System
ISTEA	Inter-modal Surface Transportation Efficiency Act, signed into law in 1991, is the federal transportation act that distributes federal gas tax monies back to the states. This act provided more flexible funding for a variety of transportation modes and placed a significant emphasis on public participation in the transportation planning process. It was replaced with a new federal transportation act, SAFETEA-LU but parts of ISTEA carried forward in the new law. It is frequently referenced in many federal and state regulations that remain in effect. SAFETEA-LU expired in 2009 and will be replaced with the next surface transportation act reauthorization
JPACT	Joint Policy Advisory Committee on Transportation; the forum for elected officials within the Portland Metro area to evaluate transportation needs, coordinate transportation decisions and to make recommendations to Metro Council.
LOC	League of Oregon Cities
MCCI	Metro Committee for Citizen Involvement; the committee established by Portland Metro's Regional Urban Growth Goals and Objectives (RUGGO) in 1991 to advise and recommend actions to the Metro Council on matters pertaining to citizen involvement. Members represent the entire area within the boundaries of Clackamas, Multnomah and Washington counties and are appointed by Metro Council.
Metro	Elected regional government, metropolitan service district, and Metropolitan Planning Organization (MPO) for greater Portland metropolitan area
MOD	ODOT Modernization program, which is used to pay for highway improvements that add capacity, such as widening a highway, building a bypass, or improving an interchange.
MPA	Metropolitan Planning Area; the area for which a federally mandated metropolitan transportation planning process must be carried out. Requirements are codified in federal law and rules.
MPO	Metropolitan Planning Organization; the forum for cooperative transportation decision-making for a MPA; defined by federal transportation legislation as metropolitan areas with more than 50,000 residents and responsible for preparing "fiscally constrained" comprehensive multi-modal regional transportation plans.
MTIP	Metropolitan Transportation Improvement Program; a staged, multi-year, intermodal program of transportation projects that implements the metropolitan area's regional transportation plan (RTP).
MTP	Metropolitan Transportation Plan; the official intermodal transportation plan developed and adopted by a MPO for a MPA
NAAQS	National Ambient Air Quality Standards

Glossary Word	Definition
NBI	National Bridge Inventory; federal registry of roadway bridges over 20 feet long
NBIS	National Bridge Inventory System ***or*** National Bridge Inspection Standards
NEPA	National Environmental Policy Act; the federal law that requires an evaluation of environmental impacts associated with any improvement project financed in whole or part with federal funds.
NFS	National Forest Service ***or*** National Forest System
NHS	National Highway System
Nonattainment Area	A geographic region that the Environmental Protection Agency (EPA) has designated a nonattainment area for one or more transportation related air quality pollutant(s).
Non-NBI	Not a part of the National Bridge Inventory
NPS	National Park Service
OAR	Oregon Administrative Rule
OBDD	Oregon Business Development Department, formerly Oregon Economic and Community Development Departments (see OECDD)
OBPAC	Oregon Bicycle Pedestrian Advisory Committee
ODFW	Oregon Department of Fish and Wildlife, jointly manages Fish Passage (Salmon) program with ODOT
ODOT	Oregon Department of Transportation
OECDD	Oregon Economic and Community Development Department now the Oregon Business Development Department
OFAC	Oregon Freight Advisory Committee
OMSP	Oregon Management Systems Program; the use of bridge, pavement, culvert, fish passage, safety, slides and rockfalls management systems (OTMS) to identify and prioritize projects
ORS	Oregon Revised Statutes
OTIA	Oregon Transportation Investment Act – a group of three special funding programs passed by Oregon legislature in 2001 and in 2003.
OTC	Oregon Transportation Commission – the five-person governor appointed commission that oversees ODOT and sets transportation policy for the state.
OTMS	Oregon Transportation Management System; collection of computerized systems for tracking conditions on the state's transportation system. There are separate systems for bridge, pavement, safety, and transit; management systems are used to identify needs and prioritize system investment. ODOT also maintains several project data-bases that serve the same function (i.e. slides and rockfalls, fish passage) but are not formally recognized as part of OTMS.

Glossary Word	Definition
OTP	Oregon Transportation Plan, the comprehensive transportation planning document for the State of Oregon; includes six modal plans: Oregon Highway Plan, Oregon Public Transportation Plan, Oregon Rail Plan, Oregon Bicycle/Pedestrian Plan, Oregon Transportation Safety Action Plan, and the Oregon Aviation Plan
Oregon Transportation Safety Action Plan	The safety element of the Oregon Transportation Plan. Guides safety-related investment decisions in the STIP, the Highway Safety Plan and the operating budgets of implementing agencies.
OTSC	Oregon Transportation Safety Committee; a five-member, governor-appointed committee that advises the Oregon Transportation Commission on safety-related matters and issues.
PBLT	ODOT Planning Business Line Team
PCS	Project Control System – the computer system ODOT uses to assign key numbers to projects listed in the STIP
PDLT	Project Delivery Leadership Team
PE	Preliminary engineering
PIR phase	Project Information and Review - Part of Forest Highway program development in which select projects are scoped and studied for feasibility
PLHP	Public Lands Highway Program, a subset of the FLHP, and the parent program for FHP
PM	Particulate matter, an air quality term
PMS	Pavement Management System
PMSC	Pavement Management Steering Committee; oversees the Statewide Pavement Committee that conducts Pavement Management System analyses to develop a statewide pavement Preservation Program.
PSMS	Project Safety Management System
PTAC	Public Transportation Advisory Committee, makes funding recommendations to OTC and advises on policy to OTC and PTD
PTD	ODOT's Public Transit Division, responsible for administering FHWA FTA Section 5310 and 5311 transit assistance programs and for coordinating policy for the state's public transit assistance programs. The PTD Administrator reports directly to ODOT's Operations Deputy Director
REC	ODOT Regional Environmental Coordinator
Regionally Significant Project	A transportation project that is on a facility which serves regional transportation needs, including all principal arterial highways and all fixed guideway transit facilities.
RFP	Request for Proposal(s)
RHRS	Rockfall Hazard Rating System

Glossary Word	Definition
RICS	Road Inventory and Classification Services
R-MOM	Region Maintenance and Operations Team
RMT	Region Management Team
ROW	Right-of-way
RR	Railroad
RR	ODOT's Regional Review process, conducted for the benefit of transportation stakeholders and the public for reviewing modernization needs identified in the draft Oregon Highway Plan (OHP); the OHP is scheduled to be revised in 2006.
R-MOM	Regional Maintenance and Operations Team; there is an R-MOM in all ODOT highway regions that monitors and coordinates these functions.
RTAP	State Rural Transit Assistance Program focused on training and technical assistance for non-urban and special needs populations
RTP	Regional Transportation Plan; the official intermodal transportation plan developed and adopted through the metropolitan transportation planning process for the metropolitan planning area.
ROW	Right-of-way
SAFTEA-LU	The federal transportation law that was adopted on July of 2005 and replaced ISTEA and TEA-21. Some parts of the earlier laws were modified by SAFETEA-LU. SAFETEA-LU expired in 2009 and will be replaced with the next surface transportation act reauthorization. Until rules are written to implement the new law, the old rules may continue to be applied.
Section 5310	USC Title 49; federal transit assistance for the elderly and disabled, used for capital expenses
Section 5311	USC Title 49; federal transit assistance to rural areas, applies to areas outside of MPOs
Section 5311(f)	USC Title 49; federal transit assistance for intercity bus service
SIP	State Implementation Plan; statewide strategy to comply with the federal Clean Air Act
SIP	Safety Investment Program
SMART	The name of the transit district that provides transit and other services in Wilsonville and the southern part of the Portland metropolitan area
SOV	Single occupant vehicle
SPC	ODOT Statewide Pavement Committee; provides guidelines for and oversight of the statewide pavement preservation program.
SPIS	Safety Priority Index System; ODOT management system that shows crash history by milepoint
SPR	State Planning and Research Program; federal funding source for planning and research projects

Glossary Word	Definition
STA	Special Transportation Area
STF	Special Transportation Fund, used for operating expenses for transit for elderly, disabled, and other transportation-disadvantaged residents
STIP	Statewide Transportation Improvement Program; The 4-year statewide scheduling and funding program for all areas of the state, including federal lands, tribal lands, and MPAs prepared in conformance with 23 CFR 450.216.
STP	Statewide Transportation Plan; A policy document that outlines the state's transportation investment strategy for all areas of the state and addresses the requirements of the federal transportation law such as SAFTEA-LU, set forth in 24 CFR 450.214. SAFETEA-LU expired in 2009 and due to be replaced. Until rules are written to implement the new law, the old rules may continue to be applied.
STP	Surface Transportation Program, a program area of SAFTEA-LU that funds improvements to state and federal highways
SWIP	Sidewalk Improvement Program; a funding section of the Oregon Bicycle and Pedestrian Program that is used to improve pedestrian facilities in areas associated with Pavement Preservation projects.
TAC	Technical advisory committee
TCM	Transportation control measure
TDD	Transportation Development Division; a division in ODOT that focuses on long range policy and planning issues affecting the state's transportation systems. The TDD administrator reports directly to ODOT's Operations Deputy Director.
TDM	Transportation Demand Management; a program that identifies ways to reduce peak period demand on the highway system, including rideshare, staggered work hours, and company-sponsored transit passes
TE	Transportation Enhancement; a state administered program that finances highway accessory projects such as bike and pedestrian improvements, lighting, median improvements, and downtown area street improvements.
TEA-21	Transportation Equity Act for the 21st Century was signed into law on June 9, 1998 and authorizes highway, highway safety, transit and other surface transportation programs for the years 1998 through 2003. TEA-21 builds on the initiatives established in ISTEA
TEAC	Transportation Enhancement Advisory Committee
Tech Center	A group of engineers, architects, biologists, and other professional staff that are located in each ODOT region office whose role is to support the functional responsibilities of the region for maintenance and operations, project delivery, planning, etc.
TGM	Transportation Growth Management program; planning support available to local governments; administered jointly by ODOT and DLCD
TIP	Transportation Improvement Program

Glossary Word	Definition
TMA	Transportation Management Area; an urbanized area (MPA) with over 200,000 residents; eligible for additional federal funding and subject to federal air quality and congestion management standards
TMS	Transportation Management System; see OTMS
TPAC	Transportation Policy Alternatives Committee; provides technical input to the Portland Metro JPACT policy-makers.
TPR	Transportation Planning Rule; Oregon Administrative Rule 660, Division 12 (OAR 660-012), specifies requirements for preparing and complying with local transportation system plans (TSPs)
TriMet	Transit service provider in Portland metropolitan region
TSD	ODOT's Transportation Safety Division; manages the Transportation Safety program. The TSD Administrator reports directly to ODOT's Operations Deputy Director.
TSP	Transportation System Plan; comprehensive transportation planning document prepared by city and county governments, including an inventory of the existing system, proposed improvement projects, and other elements required by the Oregon Transportation Planning Rule (OAR 660-012)
UPWP	Unified Planning Work Program; a planning work program prepared for a TMA by the MPO in cooperation with public transit operator(s) and the State. The preparation of a UPWP is a federal requirement in SAFTEA-LU.
USC	United States Code
USDFW	United States Department of Fish and Wildlife (see FWS)
USDOT	United States Department of Transportation
USFS	United States Forest Service (see NFS)
UWP	Unified Work Program; JPACT, the Portland Metro Council and the Southwest Washington RTC adopt the UWP annually. It fully describes work projects planned for the Transportation Department during the fiscal year and is the basis for grant and funding applications. The UWP also includes federally funded major projects being planned by member jurisdictions.
UZA	Urbanized Area; a federal term for the central city or cities and other units of local government that represent at least 75% of the metropolitan planning area population, which by agreement make up an MPO
VMT	Vehicle miles traveled
WFLHD	Western Federal Lands Highway Division, the administering agency of the Forest Highway Program (FHP)

Attachment B

PLA 01 Procedure

Oregon Department of Transportation PROCEDURE	NUMBER PLA 01	SUPERSEDES 10/12/06
	EFFECTIVE DATE 05/12/09	PAGE NUMBER 01 OF 12
	VALIDATION DATE	
	REFERENCE OAR 731-015-0065 (1)	
SUBJECT **ODOT TRANSPORTATION FACILITY PLAN ADOPTION PROCESS**	APPROVED SIGNATURE	

PURPOSE

The purpose of this procedure is to set up the process and requirements the Oregon Department of Transportation (Department) shall use in the adoption and posting of transportation facility plans (referred to as "facility plans" in this document). The procedure lays out the steps to seek adoption of a facility plan by the Oregon Transportation Commission (OTC). This procedure is designed to improve coordination, better define roles and responsibilities, and clarify work components done by the Region Planners and local governments.

Attachment A defines facility plans, gives added information on the facility plan adoption process, and lists acronyms. Attachment B is a diagram of procedure steps. This procedure does not discuss the development of facility plans (typically done by a consultant managed by a Region Planner in conjunction with a local government) including technical and environmental issues, input from stakeholders, and coordination with affected agencies.

BACKGROUND

The purpose of facility plans is to determine the function and existing/future needs for a transportation facility. Facility plans also include strategies for managing the existing transportation facilities and plans for improving the facilities to keep them operating at acceptable levels for twenty years. The policies and investment priorities identified in the Oregon Transportation Plan (OTP) and mode/topic plans are further refined in facility plans. Transportation facility plans affecting the Oregon Highway Plan (OHP) need to be processed as amendments to the OHP. When a facility plan goes before the OTC for adoption there are two primary amendments to the OHP. The first are those facility plans that amend and implement the OHP. This occurs primarily when a facility plan adoption leads to a designation change (highway segment designations, freight routes, scenic byways, and functional class) or new proposed alignments. The second type of amendment is for facility plans that are developed to implement the OHP that do not change policy, make or change a designation, or include new alignment.

The Department staff shall follow this procedure for the adoption of many types of facility plans. The typical ones include interchange area management plans, corridor plans, refinement plans, specific area refinement plans, access management plans, access management plans for interchanges, expressway management plans, scenic byway plans, intersection plans, and safety corridor plans. Staff shall also follow this procedure when highway segment designations require a management plan. If a management plan is not required, this procedure is not applicable. Policy 1.B of the OHP outlines when highway segment designations and/or management plans are required. *(See Attachment A – Facility Plans)*

This procedure does not apply to access management strategies, conditions reports, and environmental documents as they are not facility plans. Local Transportation System Plans (TSP) are not Department facility plans and are also not adopted by the OTC. While TSPs may address state transportation facilities, they do so only in the context of guidance, policies, and standards given through the OHP and other modal/topic plans in light of a local government's vision and direction.

PRIOR TO OTC ADOPTION PROCESS

The preferred process for facility plan adoption is to have local government approval or adoption of a facility plan before it goes to the OTC. So, while working with local governments on development of a facility plan, the local government needs to understand the process for the OTC's adoption of the plan. An intergovernmental agreement (IGA) or memorandum of understanding (MOU) may help guide development of the plan. *(See Attachment A – IGAs and MOUs)*

Before adoption by local government, some facility plans may need to go to the OTC for review and guidance on such issues as the proposed design alternatives being considered and/or community affects and tradeoffs. The Region Planning Manager and Region Manager need to work in concert with the Department Deputy Director and the Chief of Staff to decide whether a facility plan issue needs to go before the OTC for review and guidance. The Department staff shall complete this "OTC check-in" either as a one-on-one discussion with each of the commissioners or place it on the OTC agenda for informational purposes. This procedure assumes that the proper Region review and support by the proper Region Manager of the facility plan occurs before the Region Planning Manager bringing the plan to Planning Business Line Team (PBLT).

Some facility plans include design concepts that may impact the vehicle carrying capacity of a state highway with respect to Oregon Revised Statutes (ORS) 366.215. If the state highway is a route identified in the *Review Process for Design Concepts on State Highways - Procedure A or B*, then the design concept needs to follow the applicable procedure prior to adoption of the facility plan by the OTC.

Complete the following steps before sending the facility plan to the OTC for approval:

- Development of a draft plan in collaboration with jurisdiction(s).
- Review by proper Department staff and Department of Justice (DOJ).

- The Department Chief Engineer and/or designee shall approve facility plans affecting state highways if they include planned designs for the facility. In addition, the proper Access Management Engineer and District Manager (or designee) shall approve transportation facility plans if they include aspects that could affect access management and/or maintenance. http://intranet.odot.state.or.us/ssb/bss/del/d_sub-04.pdf
- Depending on the complexity and/or controversial nature of the facility plan, prior discussions with OTC may be necessary (as mentioned above).
- Fulfillment of the required public review process *(See Attachment A – Transportation Facility Plan Development – Local Process)* that recognizes that the primary stakeholder involvement has occurred during the development of the draft plan.
- PBLT reviews the draft plan and listens to the proposed presentation to offer comments and support for bringing the plan to the OTC.

OTC ADOPTION PROCEDURE

Location on OTC Agenda

The recommendation for whether the facility plan should be a regular OTC agenda item or on the consent calendar shall be made by Region staff and Transportation Development Division (TDD) staff working together with PBLT, on a case-by-case basis. This recommendation will typically occur during a PBLT meeting as described in the Prior to OTC Adoption Process section above.

This determination depends on several issues including complexity of the plan, level of controversy, multiple actions associated with the facility plan (change in functional class or a jurisdictional transfer), number of times the facility plan has been to the OTC, and whether there are parties who wish to testify.

An agenda huddle by executive staff is the forum for the final decision. The facility plan packet that goes to the OTC stays the same, whether located on the regular agenda or on the consent calendar.

Submittal to the OTC

Region staff shall prepare the cover memo, staff report, and other attachments following the Highway Program Office (HPO) requirements for OTC packets. The following items need to be included within the packet:

Cover Memo

The cover memo must contain a summary of the issues, requested action, and motion language. The summary of issues needs to be clear about what the OTC is adopting and how it affects the state and local TSPs. *(See Attachment A - Relationship to the OTP, SAC, and TPR)* The requested action is adoption of the facility plan and any amendment of the OHP or any other modal and/or topic plan as needed. Include the OHP Manager on the cover memo so that he/she receives all documents electronically from the OTC.

When developing the motion language, care needs to be taken that the Department does not exceed its authority when adopting a facility plan. The motion language must be based on the requested action section of the cover memo. The motion includes adoption of findings and the parts of the plan for which the Department has responsibility. The findings must state how the existing local plan, policy, code provisions, and the facility plan are consistent.

Staff Report

The staff report, is typically Attachment A of the OTC packet, and should briefly name:

- A description of the public involvement process including notification (if applicable);
- The parts of the plan the local governments are responsible for;
- The parts of the plan the Department is responsible for;
- How the facility plan implements the subject modal/topic plan;
- Policies, standards, actions, appendices, maps, and other exhibits that are being amended with this action, if applicable;
- A summary of the draft findings that are proposed in support of the adoption; and
- A Requested Action that frames the proposed motion language that:
    - Summarizes what is proposed to be adopted;
    - The OTC is accepting and agreeing to the conclusions and decisions of the plan that guide future Department and local government's actions; and
    - Includes language to the effect that the findings in the packet are adopted as part of the OTC action.

Findings

The findings are typically Attachment B of the OTC packet. The findings adopted by the OTC should highlight those actions the OTC has the authority to approve, such as issues related to highway operations, mobility standards, and access management. *(See Attachment A – Findings)* The OTC packet for the facility plan shall include findings to address the following State Agency Coordination Program (SAC) (Oregon Administrative Rules (OAR) 731-15-065) findings of:

- Compatibility with acknowledged comprehensive plans of affected counties and cities, regardless of whether or not a reply to a compatibility determination request is received from an affected jurisdiction;
- Compliance with the Statewide Planning Goals which apply; and
- Compliance with all provisions of other statewide planning goals that can be clearly defined if the local comprehensive plan does not include conditions applicable or any general provisions, purposes, or objectives that would be substantially affected by the transportation facility plan.

In addition, the findings should address the following:

- Compatibility with applicable modal/topic plans including the OTP;
- Statement that the Department is not exceeding its authority;
- Compatibility with Metropolitan Planning Organization (MPO) Regional Transportation Plans; and
- Consistency with the Highway Design Manual (HDM) if the facility plan includes planned designs.

For Interchange Area Management Plans (IAMP), findings should also address:

- Consistency with the OHP; and
- Consistency with any applicable Access Management Plan, corridor plan, or other facility plan adopted by the OTC affecting the IAMP study area.

The Transportation Facility Plan

The plan itself is typically Attachment C of the OTC packet.

THE STEPS

The steps listed below outline the facility plan adoption process before the OTC. The actual development of the facility plan and the outreach process to stakeholders and the local jurisdiction(s) needs to have occurred before beginning the OTC approval process *(See Attachment A – Transportation Facility Plan Development – Local Process).* The actions below are also shown in *Attachment B*.

RESPONSIBILITY	STEP	ACTION *
Region Planning Manager	1	After obtaining Region Manager approval of the facility plan, inform PBLT of OTC agenda item at least three months before anticipated OTC meeting. Discuss with PBLT Team Leader and together decide if a presentation before PBLT is needed and decide on the adoption process. A draft of the proposed OTC action (motion) needs to be included in the presentation to PBLT. (This step should occur before the local government approves the facility plan.) It may be proper for DOJ to review the draft findings.
	2	PBLT and TDD staff recommendations are relayed to executive staff via the Region Planning Manager. The recommendations include the level of OTC participation, location on agenda, and clarification of requested action. (If the facility plan includes a functional classification change, it needs to follow that procedure as well.)

RESPONSIBILITY	STEP	ACTION *
	3	Follow public review and public notice requirements. The OTC hearing for the facility plan must occur after the 45-day review period which is required by federal regulations for amendments to the plan. The 30-day SAC review requirement can run concurrently. The notice showing the start date for both review periods should include key stakeholders such as the Department of Land Conservation and Development (DLCD). The plan findings should be included as part of the SAC notice requirements to address plan consistency expectations. The scheduling for the OTC meeting can occur earlier, which includes providing copies of the recommended plan to stakeholders *(See Attachment A – Outreach).* Follow the HPO submittal schedule for getting on the OTC agenda.
	4	Provide packets to HPO State Transportation Improvement Program Coordinator for review at least one month before OTC meeting. Include OHP Plan Manager on the OTC cover memo so that he/she receives all the documents electronically from the OTC.
	5	Determine how many copies of facility plan packet are needed to complete adoption process and produce copies, if needed. Packet includes cover memo, staff report, findings, and the transportation facility plan *(See OTC Adoption Procedure Section).* The staff report must include proper motion language. The adoption language may differ if amending the OHP versus implementing the OHP.
	6	Present locally adopted or approved facility plan at OTC meeting. OTC adopts facility plan as an amendment to a modal plan.
Region Planning Manager	7	Provide copies of final facility plan and findings to DLCD, affected agencies, and others who ask to receive a copy. Depending on the circumstances, if the OTC revises the facility plan, the local government may need to amend their adopted facility plan.

RESPONSIBILITY	STEP	ACTION *
Oregon Highway Plan (OHP) Plan Manager; Transportation Development Division (TDD) Planning	8	Send all of the documents to the Planning Implementation Unit Planners so the OHP Registry of Amendments and the Transportation Planning Online Database (TPOD) can be updated.

***** There are multiple steps in these processes. This procedure focuses only on the Department's facility planning adoption process.

AFTER OTC ADOPTION PROCESS

A significant change to an adopted facility plan requires an action by OTC. It may be proper for PBLT to decide if the amendment is significant enough to need OTC action.

All amendments to the OHP are listed in the Registry of Amendments on the Department's webpage by the OHP Plan Manager which helps the Department maintain a current OHP document (http://www.oregon.gov/ODOT/TD/TP/orhwyplan.shtml#Registry_of_Highway_Plan_Amendments).

All facility plans adopted by the OTC need to be added to the TPOD database so that they will be accessible via the intranet.

ATTACHMENT A

Facility Plans

A transportation facility plan may discuss issues for one transportation mode, such as pipeline, aviation, rail, public transit, or bike/ped; or it may discuss issues for multiple modes, such as a highway corridor plan, a downtown plan, or Special Transportation Area management plan that includes parts for access management, public transit, traffic safety, and/or bike/ped improvements. Facility plans consider geographic issues and affect the application of Statewide Planning Goals and, so, contain land use decisions.

The State Agency Coordination Rule (OAR 731-015-0015) defines "*facility plan*" in a similar light, "*a plan for a transportation facility such as a highway corridor or airport master plan*."

Statewide Planning Goal 2 also gives guidance as to what any plan should include, such as:

A. An adequate factual basis for the plan,
B. Inventories and other forms of data as needed to support the policies of the plan,
C. Applicable statewide planning goals, and
D. Elements that set up policies and implementation measures that address any special needs or wishes of the people in the area, and detail periods for implementation of the plan.

With respect to highways, there are many facility plans and the typical ones include corridor plans, refinement plans, area refinement plans, access management plans, access management plans for interchanges, interchange area management plans, expressway management plans, scenic byway plans, intersection plans, and safety corridor plans.

As defined in OAR 734-051-0010, an access management plan is a plan for a designated section of highway that identifies the location and type of approaches and needed improvements to the state highway or local roads and that is intended to improve current conditions of the section of highway by moving in the direction of the access management spacing standards. An access management plan for an interchange is an access management plan developed to manage the influence area of an interchange. An access management strategy is a project delivery strategy that identifies the location and type of approaches and other needed improvements to the highway and that is intended to improve current conditions of the section of highway by moving in the direction of the access management spacing standards

Intergovernmental Agreements (IGAs) and Memorandum of Understandings (MOUs)

The Department and the local government may enter into an IGA or MOU at the beginning of the facility plan process that describes the anticipated planning and adoption process, outlines issues to be discussed, and serves as a statement of good faith to work through the process to a mutually agreeable conclusion. The purpose of the agreement is to set up an understanding and not to commit either agency to a predetermined outcome of facility plan adoption. The agreement shall include a schedule for Department and local government

implementation. The agreement, discussing general processes and explanations, is not a land use action. Local jurisdictions may choose to adopt the facility plan as an amendment to their TSP when the facility plan is complete, or they may choose to defer adoption until their next scheduled TSP or Regional Transportation Plan update. While the agreement is not mandatory, it is useful to clarify Department and local government expectations. The Department Region Planner leading the facility plan process shall decide whether an agreement will increase the effectiveness of the process before investing the time and resources to enter into one.

Transportation Facility Plan Development – Local Process

The table below identifies the major steps associated with the needed public review process and the coordination with the Region Planner that needs to take place before the OTC adoption process.

Transportation Facility Plan Development – Local Process	
1	Develop facility plan draft work scope. DOJ review required.
2	Prepare draft facility plan. Give copy to TDD for comments if TDD indicates interest. DOJ review required.
3	Send request to be on Planning Commission and/or City Council agenda and inform affected agencies and stakeholders.
4	Hold the public hearing at local level and adopt the facility plan. Local governments identify any plan requirements which apply and decide whether the draft facility plan is compatible with the acknowledged TSP.
5	Before adoption by local government, some facility plans may need to go to the OTC for review and guidance (such as comment on or support of an alternative). Facility plan is reviewed by PBLT and coordinated with the Chief of Staff before OTC review.

Relationship to the Oregon Transportation Plan (OTP), State Agency Coordination Program (SAC), and the Transportation Planning Rule (TPR)

This procedure is framed around the relationship between the OTP, the SAC, and the TPR. It was developed using the definition of a facility plan in the SAC and definition of a refinement plan in the TPR.

The state TSP includes the OTP, modal/topic plans, and facility plans. The SAC and ORS 184.618 require consideration of the following modal elements: aviation, highways, mass transit, pipelines, rail, waterways, and ports. The modal plans further develop policy guidance specific to their topic areas. Facility plans are the first level of refinement in the modal system plans. The term “facility plan” as used in this procedure is consistent with the definition of refinement plan in the TPR and facility plan in the SAC.

The TPR (OAR 660-012-0005) defines “*Refinement Plan*" as *“an amendment to the transportation system plan, which resolves, at a systems level, determinations on function, mode or general location which were deferred during transportation system planning because*

detailed information needed to make those determinations could not reasonably be obtained during that process."

The SAC rule allows for both a major and minor amendment process that applies to any changes to facility plans or modal plans. The major amendment process for a facility plan is articulated in the SAC (OAR 731-15-065 (1) Coordination Procedures for Adopting Final Facility Plans). The process outlined in this procedure is for major amendments. Facility plans that are amending and/or implementing the OHP are considered major amendments. OAR 731-015-0055 gives direction on facility level issues that may be included in amendments to modal system plans (for example, designating a new facility) as major amendments to those plans.

Minor amendments are considered technical adjustments as outlined in the delegated authority given to the Director. Delegation Order No. 2 was revised on June 13, 2001, to add the authority from the OTC to the Director to make technical corrections to the OHP (paragraph 4). The revision authorized the Director to add or remove designated portions of highway from the state highway system under limited circumstances and make these technical corrections to the OHP. The fourth paragraph of Delegation Order No. 2 states:

> *"The statutory duty of OTC to make technical corrections to the Oregon Highway Plan including, but not limited to, corrections to the highway designations and classifications."*

These technical corrections are declared not to be amendments under the coordination procedures of OAR 731-015-0005 *et seq.* But, the Department shall give notice of the proposed corrections and give the public an opportunity to review. This involvement may take the form of press releases, mailings, meetings, or other means that the Department decides are proper for the circumstances.

After the Director signs the order that makes the technical corrections to the OHP, the technical corrections shall be posted in the OHP Registry of Amendments on the Department website by the OHP Plan Manager and maintained as an official record of the action in the General Files of the Department.

Findings

Findings are written statements adopted by an agency to explain why a decision is made. They assure that the applicable legal standards have been addressed and show that the decision complies with the applicable law. The SAC (OAR 731-015-0065(4)) says that the Department shall evaluate and write draft findings on compatibility with acknowledged comprehensive plans. To be upheld on appeal to the Land Use Board of Appeals, the Department's findings need to be supported by substantial evidence in the whole record (evidence that a reasonable prudent person would rely upon in reaching a decision). Findings can not be mere conclusions and generalizations and should contain a sufficient statement of facts on which they are based. Findings should show a causal or other relationship between the basic facts and the conclusions of law and fact.

The findings for the OTC shall be complete and definitive in support of the OTC's action. Development of the findings includes showing consistency with the OHP, OTP, and

applicable modal/topic plans. In addition, development of the findings includes extracting proper elements of the local findings and editing them as needed to make them proper for the OTC action. Incorporation by reference is not proper. The level of detail of the findings may vary according to the complexity of the plan. The language shall be carefully worded, paying close attention to timing, tense, facts, and conclusion summaries.

From a process standpoint, the main change in the way we adopt facility plans is the content of the findings and the motion before the OTC. The OTC's motion language is slightly different if amending a facility plan. But the type of action being approved does not change the public process, the determination as to whether or not the facility plan belongs on the regular or consent agenda, or modify the packet prepared for the OTC. Some of the findings can be simplified for facility plans that are only implementing existing modal/topic plans.

In summary, required findings and reports should be organized into three categories:

- Compatibility
    - City and County Comprehensive Plans
    - MPO Regional Transportation Plans
    - OTP
    - Applicable Modal/Topic Plans
- Compliance
    - Statewide Planning Goals which apply
    - Other Statewide Planning Goals that can be clearly defined
- Consistency
    - OHP
    - OTP
    - Plans adopted by the OTC, including:
        - Access Management Plans
        - Corridor Plans
        - Other Facility Plans
    - HDM
    - Applicable Modal/Topic Plans

Outreach

Before the OTC hearing occurs, there is a 45-day review period required by federal regulations and a minimum 30-day review period required by the SAC which includes providing copies of the recommended plan to stakeholders including the local governments, DLCD, other affected agencies, and freight interests. The 45-day and 30-day review periods can run concurrently. Department staff shall give the notice to DLCD and a copy of the plan to the DLCD Transportation Planning Coordinator. Department Region staff shall include any DLCD comments in response to the plan in the OTC packet. If the Region has been working with the DLCD field representative, Department staff shall give the representative a courtesy copy of the notice and a copy of the plan.

ACRONYMS

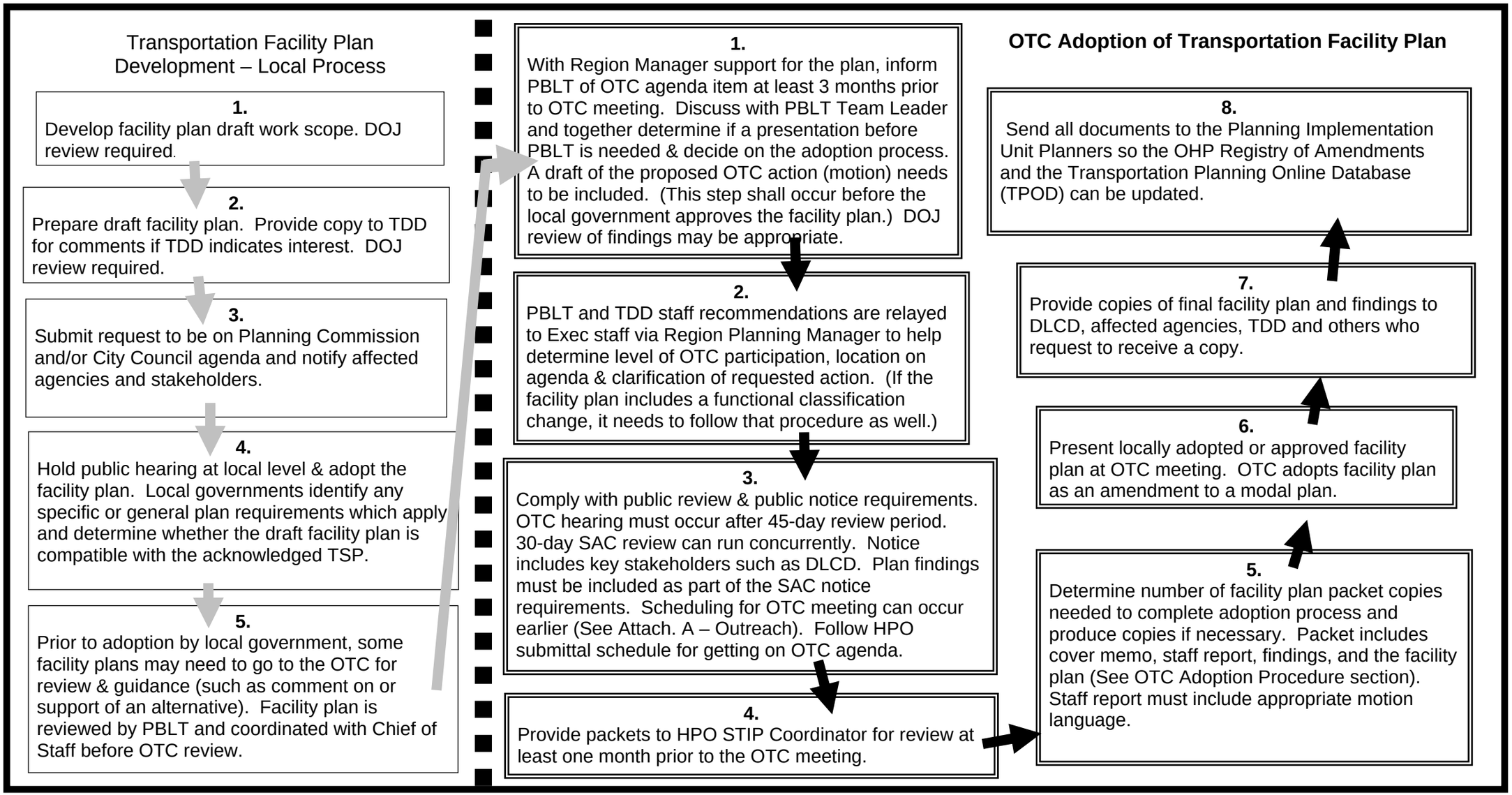
DLCD	Department of Land Conservation and Development
DOJ	Department of Justice
HDM	Highway Design Manual
HPO	Highway Program Office
IAMP	Interchange Area Management Plan
IGA	Intergovernmental Agreement
MOU	Memorandum of Understanding
MPO	Metropolitan Planning Organization
OAR	Oregon Administrative Rules
OHP	Oregon Highway Plan
ORS	Oregon Revised Statutes
OTC	Oregon Transportation Commission
OTP	Oregon Transportation Plan
PBLT	Planning Business Line Team
SAC	State Agency Coordination Program
TDD	Transportation Development Division
TPOD	Transportation Planning Online Database
TPR	Transportation Planning Rule
TSP	Transportation System Plan

Attachment B: Diagram of procedure steps
(Note: Document needs 8-1/2 x 14 size paper)

Attachment B

Transportation Facility Plan Adoption Procedure Diagram

May 12, 2009



Attachment C

ACT-MPO Coordination Protocols

ACT – MPO Coordination Protocols

I. Value of Coordination

ACTs are advisory bodies chartered by the Oregon Transportation Commission to address all aspects of transportation with primary focus on the state transportation system. ACTs consider regional and local transportation issues if they affect the state system. MPOs are association of local governments designated by the governor to carryout Metropolitan Transportation Planning Process (23 & 49 USC). MPOs receive their mandates from the federal government and, along with states, are part of the federal system of transportation planning and project funding. As such, MPOs and ACTs with overlapping geographic areas, such as the Corvallis Area Metropolitan Planning Organization (CAMPO) and the Cascades West Area Commission on Transportation (CWCOG) share responsibility for addressing regional and inter-jurisdictional transportation issues. While each has a different geographic focus, through coordination, the bodies can ensure that the mobility needs of the region's residents, visitors, and businesses are met in the most efficient and effective manner possible. In addition, whenever possible, speaking with a unified voice adds strength to the message and will maximize the resources available within the region to meet transportation needs.

II. Coordination Requirements

MPOs and ACTs are required to coordinate with other organizations.
The MPO's coordination requirements are specified in the Code of Federal Regulations:

- *Before approving a long-range plan, each metropolitan planning organization shall provide citizens, affected public agencies, representatives of mass transportation authority employees, freight shippers, providers of freight transportation services, private providers of transportation, representatives of users of public transit, and other interested parties with a reasonable opportunity to comment on the plan in a way the Secretary of Transportation considers appropriate. (49 CFR 5303(f)(4))*

- *There must be adequate opportunity for public official (including elected officials) and citizen involvement in the development of the transportation plan before it is approved by the MPO... (23 CFR 450.322(c))*

The State's Policy on Formation and Operation of Area Commissions on Transportation (ACTs) states:

- *While the ACTs provide valuable advice on project priorities and other policy issues, the MPO is responsible for carrying out the metropolitan planning process within urbanized areas in cooperation with the State and transit operators (23 CFR 450.312). MPOs develop a Transportation Improvement Program (TIP) that*

approves all projects that are regionally significant or that include Federal funds, by year and by phase within the MPO planning areas. Before FHWA and FTA can approve Federal transportation funding for projects or activities within urbanized areas, they must be consistent with the MPO's regional transportation plan (RTP) and TIP...

- *The ACTs and MPOs should coordinate their efforts to assure a better decision making process which results in better coordination of projects. ...When ACT and MPO boundaries overlap, a higher level of clearly defined coordination is needed and it is important that ACT activities fully coordinate with the MPO planning process. The MPO and ACT should jointly agree on a process for maintaining consistency between ACT recommendations and the MPO Plan and TIP, where this occurs. An MPO representative shall be included as a voting member on the ACT if within the same geographic area as an ACT.*

The Intergovernmental Agreement that established the MPO encourages each MPO member to appoint one individual that will serve on both the MPO Policy Board and on the ACT. All five entities represented on the Policy Board of the MPO are also members of the Area Commission on Transportation. This cross-membership facilitates communication and coordination between the two bodies.

III. Activity Protocols

There are five categories of activities where coordination between the MPO and ACT will be needed:

- Prioritization of transportation improvement projects, (e.g. STIP project identification and prioritization)
- Provision of input to the State on transportation plans, programs and policies
- Development or amendment of MPO plans, strategies and studies
- Development or amendment of ACT plans, strategies, and studies
- Receipt of public input or comment

A. Transportation project prioritization

1. MPO project prioritization

Based on federal requirements, the MPO is responsible for identifying and prioritizing transportation improvement projects within the MPO boundary. These priorities must be reflected in the MPO's Transportation Improvement Program (TIP). Prior to finalizing its TIP, the MPO will offer the ACT the opportunity to provide input and comment on the draft list of project priorities. The MPO will consider the input received from the ACT. If the MPO feels that additional consultation with the ACT would be beneficial prior to finalization of its priorities, it may request such consultation. The MPO will provide the ACT with its final list of priorities. If the final priorities are not consistent with the input provided by the ACT, the MPO will provide to the ACT its rationale for the decisions reached.

2. ACT Project Prioritization

The ACT is responsible for identifying and prioritizing transportation improvement projects of regional significance and for developing an overall list of transportation priorities for the three-county area. The ACT will consider the project priorities established by the MPO when developing the regional list of projects. In formulating its regional list, the ACT shall not modify the MPO priorities for transportation improvements within the MPO boundary. (For example, if two of the MPO's priority projects are on the ACT's regional priority list, the projects shall be listed in the priority order established by the MPO.) However, in the development of its regional list, the ACT may request clarification or reconsideration of MPO priorities in cases where the ACT feels the broader regional system may be better served by a modification of the MPO's priorities.

The ACT will offer the MPO the opportunity to provide input and comment on the draft list of regional priorities. The ACT will consider recommendations that are offered by the MPO. If the ACT feels that consultation with the MPO would be beneficial prior to finalization of its recommended priorities, it may request such consultation. If the ACT develops regional priorities that are not consistent with the recommendations of the MPO, the ACT will provide to the MPO its rationale for the decisions reached.

B. Input to State transportation plans, programs and policies

The entities that constitute the MPO are also members of the ACT. Therefore, ACT input to the State regarding state plans, programs and policies is likely to reflect the perspective of the MPO. Input by the MPO, however, would not necessarily take into consideration the broader regional perspective of ACT. When time permits and the effort is warranted by the nature of the input, the MPO should seek comment from the ACT on its input on state plans, programs and policies prior to forwarding the input to ODOT or the OTC. The MPO may seek comment from the ACT Technical Advisory Committee, Executive Committee and/or ACT itself, depending on time constraints and the substance of the input.

Wherever possible, the two bodies will seek to speak with one voice, recognizing that this strengthens the impact of the communications and recommendations.

C. MPO plans, strategies and studies

The MPO is required to consult with a variety of stakeholders in the development of its Regional Transportation Plan and related studies. The details for engaging stakeholders, as well as the general public, will be contained in the Public Involvement Program that the MPO will be developing in 2003-2004.

D. ACT plans, strategies and studies

To date, the ACT has not developed strategies, plans and studies. The ACT has adopted goals that are guiding the development of an Area Strategy. As with the input on State plans, programs and policies, the cross-membership on the ACT and MPO Policy Board will facilitate the consideration of MPO-specific issues and concerns as the ACT

develops the Area Strategy and undertakes other planning activities. The ACT at its discretion may seek more formal input from the MPO.

E. Public Comment

Either the ACT or the MPO may receive from members of the public comment on projects, plans, studies, policies, or transportation issues. Each party shall forward to the other input that would better be addressed or responded to by the other party. Each shall also forward to ODOT, the OTC or a local jurisdiction input or comment that is most appropriately addressed by those entities.

IV. MPO Director as Liaison to ACT

The MPO Director shall serve on the ACT as an ex-officio member and shall serve on the ACT Technical Advisory Committee to ensure that information about federal requirements regarding the MPO's planning and programming responsibilities is available for consideration by the ACT.

V. Term of Agreement and Periodic Review of Protocols

These protocols shall be effective upon affirmative action by both parties. The protocols shall remain in effect for two years. The protocols shall be reviewed by each party prior to their termination. If modifications are needed, a joint ACT-MPO ad hoc committee shall develop proposed amendments for review and adoption by each body.

Adopted by Cascades West Area Commission on Transportation: February 26, 2004

Adopted by Corvallis Area Metropolitan Planning Commission: March 19, 2004

Attachment D

Policy on Formation and Operation of Area Commissions on Transportation (ACTs)

POLICY ON
FORMATION AND OPERATION OF
AREA COMMISSIONS ON TRANSPORTATION (ACTS)

INTRODUCTION

The Oregon Transportation Commission (OTC) established the Area Commissions on Transportation (ACTs) to improve communication and interaction between the OTC and local stakeholders who share a transportation focused community of interest. That dialogue will include the OTC, local officials, legislators, the business community and appropriate stakeholders and the Oregon Department of Transportation (ODOT).

By increasing stakeholder commitment and understanding of transportation programs, funding and issues, the OTC expects to:

- Broaden opportunities for advising the OTC on policy issues
- Improve project recommendations and coordination at the local level
- Broaden the Regional transportation perspective
- Increase stakeholder support for and commitment to projects
- Control project costs
- Support timely completion of projects
- Meet expectations for quality projects
- Facilitate private sector capital investments
- Maximize ODOT's capacity to deliver projects
- Improve Oregon's economy by addressing transportation challenges

The OTC adopted *Policy on Formation and Operation of Area Commissions on Transportation*[1] to provide answers to common questions about the purpose, formation and function of ACTs and to encourage a reasonable degree of consistency statewide in their role and operation.[2] The document is intended to provide statewide consistency for the ACTs while balancing local needs for flexibility and uniqueness. Each ACT will adopt Operating Agreements to further define its operating procedures. Topics addressed include the following:

I. Mission
II. Roles and Responsibilities
III. Authority
IV. ACT Structure and Membership
V. Operations of the ACT
VI. Basis for Decision Making
VII. Coordination

As the need arises, the OTC may review this document and update as appropriate.

[1] This statement assumes future adoption of this document by the OTC
[2] See Attachment B.

The OTC will give significant weight to recommendations from the ACTs that follow the procedures described in this document. The ACT, however, is an advisory body to the OTC, and the OTC is the final decision-maker. Geographic areas that do not have an ACT or MPO must adhere to the same standards of accountability as ACTs and demonstrate to the OTC that recommendations were developed in accordance with ACT obligations. Prior to starting the process to prioritize project recommendations, the appropriate ODOT Region and the non-ACT geographic area will reach consensus on the process for determining compliance with this policy. This process could utilize previously adopted documents as appropriate.

In order to clarify the document, a glossary was prepared which defines the terms Region, Regional, Area, Transportation System and a series of verbs used throughout the document. The verbs convey varying levels of action or responsibility and include the following: must, shall, will, should, and may. See Attachment D, Glossary of Terms, for further definition and usage examples.

POLICY ON
FORMATION AND OPERATION OF
AREA COMMISSIONS ON TRANSPORTATION (ACTS)

I. MISSION

The mission of the ACTs is to provide a forum for the discussion and coordination of current and future transportation issues and to make recommendations to the OTC. An ACT plays a key advisory role in the development of the Statewide Transportation Improvement Program (STIP). The ACTs shall recommend priorities for state transportation infrastructure and capital investments based on state and local transportation plans related to the geographic boundary of the ACT.

II. ROLES AND RESPONSIBILITIES

ACTs have a primary role of making recommendations to the OTC regarding project selection for projects of local or Regional significance. ACTs may also be requested to provide input to the OTC on projects of statewide importance and on statewide policy issues.

A. Primary Role of the ACTs

At a minimum, ACTs shall perform the following:

- Provide a forum to advance the public's awareness and understanding among transportation stakeholders of transportation issues.
- Establish a public process that is consistent with state and federal laws, regulations and policies.
- Provide recommendations to the OTC regarding program funding allocations for the STIP, balancing local, Regional and statewide perspectives[3].
- Prioritize Area Modernization project recommendations for the Development STIP and Construction STIP based on state and local transportation plans related to the Area.
- Make recommendations to ODOT regarding special funding opportunities and programs.
- Communicate and coordinate Regional priorities with other organizations, including the following:
  - -Other ODOT Regions and ACTs
  - -Metropolitan Planning Organizations (MPOs)
  - -Community Solutions Team (CST)
  - -Regional Partnerships and Regional Investment Boards
  - -ODOT advisory committees

[3] Techniques ACTs may use to achieve statewide perspective include: interacting with other ACTs, hosting forums on statewide issues such as access management and highway segment designations, and having the ODOT Director or OTC liaison attend and participate in ACT meetings. By using criteria established by the OTC and adherence to those standards, ACTs achieve a statewide vantage point.

- As applicable, consider all modes and aspects of the Transportation System in formulating recommendations, taking into account the provision of elements and connections between air, marine, rail, highway, trucking, transit, bicycle and pedestrian facilities.

  The Transportation System includes the following modes and aspects:
  - Air, marine, rail (freight and passenger)
  - Highway (trucks, buses, cars)
  - Transit
  - Bicycle/Pedestrian
- Provide documentation to the OTC of the public process and resulting recommendations forwarded by the ACT including alternatives for solutions and outcomes of decisions.
- Provide a report to the Oregon Transportation Commission at least once every two years.

B. Optional Activities of the ACTs

In addition to the above, ACTs may choose to provide advice on activities such as:

- ODOT corridor plans or local transportation system plans (TSPs) that contain projects of Regional significance (for example, a new highway bypass).
- Review projects and policies for other STIP funding programs and categories that have advisory committees or processes in place and advise ODOT on any special circumstances or opportunities that apply. These programs include Preservation, Safety, Bridge, Operations, Public Transportation, Freight, Rail, Bicycle/Pedestrian, Transportation Enhancement, Scenic Byways, Federal Lands Highways, and Fish Culverts.
- Advise the OTC on state and Regional policies affecting the Area's Transportation System, including proposed ODOT policies & their implementation.
- Input into prioritization of long-range planning projects (especially refinement plans) in the ODOT Region planning work programs.
- Establishment and monitoring of benchmarks for Regional transportation improvements.
- Other transportation related policy or funding issues relevant to a particular ACT that would benefit from the coordinated committee discussion afforded by the ACT structure.

See Attachment C for a flowchart showing ACT involvement in the typical process elements for the STIP.

C. Role of OTC

Success of the ACT is linked to communication with the OTC. The OTC role includes:

- Designating one OTC member as the liaison to the ACT.
- Encouraging the OTC liaison to attend ACT meetings.
- Providing financial support in an amount sufficient to meet OTC expectations.
- Facilitating communication between the OTC and the ODOT representative to the ACT.
- Describing expectations and providing adequate lead time when requesting input from the ACT.

- Providing training opportunities for the ACTs to enhance understanding of statewide programs and issues.
- Giving significant weight to recommendations from ACTs that follow procedures and requirements described in this document.
- Providing feedback to the ACTs regarding decisions that were made based on the ACT recommendations.
- Conducting a biennial review of the ACT Charter and Operating Agreements.

D. Role of ODOT Staff

ODOT staff provides a key role in the successful operation of the ACT. ODOT shall assign a senior manager with good communication skills as its voting representative to the ACT. The ODOT representative shall:

- Serve as a communication liaison between the ACT, ODOT Region, and ODOT Director's Office.
- Bring a statewide perspective to discussions of local transportation issues.
- Coordinate timely preparation of agenda items for action by the ACT.
- Provide technical and policy information in a timely manner to assist the ACT in carrying out its roles and responsibilities.
- Provide information on project status.
- Coordinate presentations and education regarding state and federal programs and priorities.
- Advise the ACT of ODOT views during program and project discussions.
- Provide staff support as agreed upon (Section V. B.).
- Advise on technical or policy issues relating to transportation safety, bicycle and pedestrian facilities, passenger rail and freight, trucking, public transportation, scenic byways, motor carriers and state/local government relationships.

III. AUTHORITY

ORS 184.610 to 184.666 gives the Oregon Transportation Commission the authority to establish the policies for the operation of the Oregon Department of Transportation and for the administration of programs related to transportation. The Area Commissions on Transportation are advisory bodies chartered under authority of the Oregon Transportation Commission. The OTC may charter an ACT when it demonstrates, and as long as it maintains, a structure consistent with the requirements contained in this document. The OTC retains oversight and final decision making authority to assure efficient management of the state Transportation System. ACTs provide valuable input and recommendations to that process.

An ACT is a voluntary association of government and non-government transportation stakeholders and has no legal regulatory, policy or administrative authority. The ACT process and resulting recommendations shall comply with relevant laws, regulations and policies. As an advisory body to the OTC with authority to make recommendations on policy or administration, ACTs meet the definition of a "Governing Body" and fall under the requirements of the Public Meetings Law. ORS 192.610 to 192.690. An ACT's members shall comply with the requirements of Oregon Government Standards and Practices laws concerning conflict of interest.

ACTs should apply a statewide perspective to address the Transportation System with primary focus on the state Transportation System (Glossary, Attachment D). ACTs may also consider Regional and local transportation issues. Multi-ACT collaboration may be requested to facilitate consideration of issues that have a broader geographic scope than any one ACT. The needs of urban and rural areas may be different and discussions may include ACT representatives from more than one ODOT Region to help focus discussions on corridor or system needs.

IV. ACT STRUCTURE AND MEMBERSHIP

A. Geographic Coverage

Because the ACTs (and, where applicable, the MPOs) are primary advisors to the OTC with regard to transportation policies and programs which effect them, the OTC strongly encourages coverage of the State with respect to ACT or MPO representation.

The OTC recognizes that there is strength in member familiarity with Regional issues, and thus, expects that an ACT will encompass an area that geographically represents all its interests. The rationale for ACT boundaries should be consistent with a "geographical community of interest" regarding the state Transportation System and coordinated with existing Regional inter-governmental relationships. Shared interest might include a similarity of population, economy, land use, infrastructure needs, contiguous boundaries, commute shed, political and programmatic interests, and collaborative opportunities. The geographic boundaries of an ACT or MPO may change over time and if this occurs, an amendment to the boundaries will be negotiated and agreed upon by the affected parties, and a formal request for change will be submitted in writing to the OTC for approval. Each ACT will develop an Operating Agreement (Section V. A.) and this agreement will articulate the rationale for its specific boundaries.

B. Membership

When establishing the voting[4] membership, an ACT needs to consider all modes and aspects of the Transportation System. An ACT will have a voting membership which is reflective of its population and interest groups and will be broadly representative of those impacted by ACT recommendations. At a minimum, ACT representation will include at least 50% elected officials from the Area. Representation shall include City, County, and MPO officials within the ACT boundaries. Tribal Governments, Port officials, and Transit officials[5] shall also be invited to participate as voting members and will count toward the requirement of at least 50% elected officials. The remainder of the representation should be from interested stakeholders which may represent, but are not limited to: freight, trucking, bicycle, pedestrian, public transportation system, public interest advocacy groups, environmental, land use, local citizens, business, education, public safety providers, non-profit organizations, etc. ODOT will be a voting member on each ACT. Members should be carefully selected so that transportation recommendations are coordinated with other local and Regional community development activities, creating consensus within the Area on transportation issues and priorities. The ACT will determine the total number and selection of ACT members.

[4] Voting may be by consensus or majority, as defined in the individual ACT Operating Agreement (Section V. A.).

[5] In some geographic areas, Port and Transit officials are appointed, not elected.

In addition to the official membership, each ACT should include appropriate ex officio members and give full consideration to their comments and recommendations. Ex officio members may include:

- Oregon Transportation Commissioners, state legislators, and local congressional aides
- Community Solutions Team
- State and federal agencies such as US Forest Service, BLM, Fish and Wildlife, Department of Environmental Quality, Department of Land Conservation and Development, Department of Aviation
- City and county road district or department
- Regional groups that have an interest in transportation issues such as housing advocates, Regional Partnerships and Regional Investment Boards, law enforcement agencies, etc.

The ACT should encourage participation of adjacent ACTs and consider inviting representatives as ex officio members. Adjoining ACTs should be included on all mailing lists and be invited to attend all ACT meetings.

As an ACT experiences membership turnover, it should review representation to ensure continued balance of all groups the committee represents. When providing reports to the OTC, ACTS will be asked to describe how they have met the membership guidance. If circumstances within the ACT (e.g., small population and large geographic area) prevent the ACT from meeting the minimum membership requirements, the ACT may develop an alternate proposal for approval by the OTC during its biennial review.

C. Technical Advisory Committee

Although not required, the ACT may establish a technical advisory committee to assist during project or policy discussions. The TAC may be a standing committee to the ACT or formed on an ad-hoc basis as needed. The ACT will determine membership of the TAC and its role will be defined in the Operating Agreement.

V. OPERATIONS OF THE ACT

A. ACT Operating Agreements

ACT operating agreements must clarify the roles and processes between members, agencies, ODOT and the OTC. They are intended to specify how members will be selected and define membership beyond that required in this document, including the total number and the voting status of each member. Operating agreements shall provide for a wide solicitation for non-elected membership, and specify the solicitation process used. In addition, Operating Agreements shall specify when, where and how meetings will be conducted, officers and terms of office, whether or not alternates will be allowed, the public involvement processes which the ACT will use, number of members required to constitute a quorum, decision making process (for example, consensus or majority vote), and whether technical advisory committees will be used and how they will be constituted.

Some ACTs may choose to have an executive/steering committee and if so, the Operating Agreement will describe the committee's authority and how it meets the requirements of this document, particularly in regard to membership and public involvement. The Operating

Agreement will articulate how the executive/steering committee will communicate with the full ACT.

The Operating Agreements shall clarify that ACTs are advisory bodies that make recommendations to the Oregon Transportation Commission.

B. Staffing and Financial Support

An ACT must be staffed either by ODOT or an organization with which ODOT could contract administrative services. The ACT and ODOT will jointly agree on how the ACT will be staffed. ODOT will provide planning staff assistance to the ACT and financial support for administration of the ACT in an amount sufficient to meet OTC expectations. Where it makes financial and logistical sense, the management and technical support services of an MPO and an ACT may be combined to increase consistency, cost-efficiency, and coordination.

C. Public Involvement

As an advisory body that has authority to make recommendations to the OTC on policy or administration, an ACT must comply with the requirements of Oregon's Public Meetings Law found at ORS 192.610 to 192.690. The policy underlying the law is to ensure an open governmental decision making process and so facilitate the public's awareness "of the deliberations and decisions of governing bodies and the information upon which such decisions were made." (ORS 192.620.)

The Public Involvement section gives more detail than other portions of this document. Attachment A provides the minimum and preferred public involvement requirements for different types of ACT meetings. The ACT may use Attachment A as a template to incorporate into its bylaws. The goal is to achieve statewide consistency through an open, understandable process that meets state and federal public involvement policies, while continuing to recognize Regional differences in issues and priorities. In its biennial report to the OTC, the ACT will describe how it meets the minimum requirements. The ACTs must follow all relevant federal laws, regulations and policies for public involvement, including Title VI and Environmental Justice requirements, and all applicable ODOT policies.

For ACTs to fulfill their advisory role in prioritizing transportation problems and solutions and recommending projects, the ACTs must involve the public and stakeholders in their decision making processes. As the ACTs consider local, Regional and statewide transportation issues, it is important that they use the appropriate level of public involvement and/or public information. To comply with federal Environmental Justice requirements, the public involvement process needs to identify a strategy for engaging minority and low income populations in transportation decision making. Meeting materials and facilities shall be accessible to those with disabilities pursuant to ADA standards.

The responsibility for developing agendas, distributing materials, taking minutes, website maintenance and other duties related to ACT public involvement shall be covered in the joint agreement identified in Section V. B, Staffing and Financial Support.

VI. BASIS FOR DECISION MAKING

The ACT shall function as an advisory body to the OTC, which has final decision authority. The ACT process and resulting recommendations shall comply with relevant laws, regulations and policies. When ACTs are considering recommendations relative to the STIP, their recommendations must comply with the policies and standards adopted by the OTC. When ACTs are providing recommendations on policy, they have greater latitude in formulating their response.

Recommendations shall be based on local, state, and federal adopted transportation plans, policies and procedures including, but not limited to:

- Oregon Transportation Plan and supporting mode plans (e.g., Oregon Highway Plan and Oregon Public Transportation Plan)
- Oregon Public Meetings Law, ORS 192.610 to 192.690 (See State of Oregon, Department of Justice, *Attorney General's Public Records and Meetings Manual*)
- State corridor and facility plans
- Transportation Planning Rule, OAR 660-012
- Transportation system plans
- MPO regional transportation plans
- Federal transportation planning regulations
- Local government plans, regulations, and ordinances
- Project selection criteria and prioritization factors approved by the OTC, including Oregon Transportation Management System data
- State Agency Coordination Program, OAR 731-15
- Additional criteria established by the OTC
- Oregon Government Standards and Practices, ORS Chapter 244 (See *Oregon Government Standards and Practices Laws, a Guide for Public Officials*, by the Oregon Government Standards and Practices Commission)

ACTs may use additional criteria to select and rank projects provided the criteria do not conflict with any criteria established by the OTC[6]. If an ACT chooses to use additional criteria, they must inform those developing project proposals about the criteria. ACTs shall apply Regional and statewide perspectives to their considerations, refining recommendations after consultation with any affected metropolitan planning organization.

Recommendations to the OTC shall be documented and forwarded to the OTC with the factors used to develop the recommendation, including any additional criteria used by the ACT in forming its recommendation. Documentation developed by a member whose recommendations were not incorporated into the final ACT recommendations will be forwarded to the OTC with other materials documenting ACT recommendations. Recommendations to the OTC will be made in accordance with the approved STIP Development Timeline (on the Web at: http://www.odot.state.or.us/stip/).

[6] See footnote 3.

ODOT has established special committees and processes to apply Oregon Transportation Management System information for the identification, prioritization and development of bridge replacement/rehabilitation and pavement preservation projects. If the ACT reviews Bridge or Preservation projects based on OTC approved criteria, the role of the ACT shall be to review the recommended lists of projects and to provide information to ODOT regarding any special circumstances within the Area that may apply to the prioritized list. Due to the highly technical nature of the bridge project selection, prioritization is primarily the responsibility of the technical staff utilizing the Bridge Management System. For preservation projects, the list from the Pavement Management System is enhanced by ACT knowledge/ information that helps meet state and local objectives (e.g., leverage funding sources, bundle with other projects, coordinate with local projects).

Federal regulations require MPOs to select transportation projects within the MPO boundaries from a limited pool of projects identified in the MPO's financially constrained regional plan. Selection of other projects within the MPO boundary requires coordination with the MPO and amendment of the MPO plan and TIP prior to adding them to the STIP. Outside MPO boundaries, ACTs may draw from a larger pool of projects found in local transportation system plans, which are not necessarily financially constrained.

VII. COORDINATION

Because of the fundamental importance placed on recommendations by the ACTs, coordination shall be a primary obligation and ACTs are expected to meet a high standard in this area. To ensure that recommendations have been reviewed for local, Regional and statewide issues and perspectives, ACTs should communicate with others that may have knowledge or interest in the Area. Working with a broad representation of stakeholder groups should also help provide a balance between local/Regional priorities and statewide priorities. ACT coordination should include, but not be limited to the following groups:

- Oregon Transportation Commission
- Other ACTs within and across ODOT Regions
- ODOT Advisory Committees
- Community Solutions Team
- Regional Partnerships and Regional Investment Boards
- Tribal Governments
- MPOs
- Local Governments, Transit and Port Districts
- Stakeholder groups (e.g., environmental, business, state and federal agencies with land holdings within the ACT boundary)

It is recommended that the ACT develop a diagram or flowchart showing the numerous relationships within the ACT. The diagram should be available at each meeting of the ACT.

A. Oregon Transportation Commission

ACTs will provide a report to the OTC at least once every two years. The report will provide an opportunity for the Commission to review the ACT charter, operating agreements and proposed work program. If modifications are required to comply with new or updated OTC direction (e.g.,

revising processes to conform to the revised "Policy on Formation and Operation of Area Commissions on Transportation (ACT)"), changes will be incorporated at that time. An ACT or the OTC may initiate additional communication on an as-needed basis.

ACTs will forward their recommendations and supporting information to the OTC for consideration. The OTC will provide feedback to the ACTs regarding actions taken.

B. ACTs Within and Across ODOT Regions

ACTs will coordinate with other ACTs, as needed for recommendations to the OTC that may have a Regional impact (e.g., priorities along a specific highway corridor). To facilitate regular communications, adjacent ACTs should be included on the ACT mailing lists and invited to all ACT meetings. Meeting agendas and minutes should be provided to adjacent ACTs. The ACT should consider adjacent ACT representatives for inclusion as ex officio members.

C. ODOT Advisory Committees

ACTs are encouraged to keep ODOT's specialized standing committees (e.g., Local Officials Advisory Committee, Rail, Freight, Public Transportation, Bicycle/Pedestrian, Transportation Enhancement, Scenic Byways and the Tri-Agency Committee for the Forest Highway Program) informed and to seek their comment on major policies and programs under consideration. Representatives should be included on the ACT mailing lists and invited to all ACT meetings. The committees have a mutual obligation to provide information to the ACTs regarding processes, technical data, and recommendations specific to the program.

D. Community Solutions Team

Since 1995, five state agency directors, serving as the Governor's Community Solutions Team (CST), have been actively engaged in developing an integrated and collaborative approach to community development. ACTs are encouraged to use the multi agency resources of the Regional Community Solutions Teams (RCST) early in the project review process to raise and resolve issues as appropriate. RCST may also help identify opportunities to leverage funds. The standing agencies of the CST include:

- Oregon Department of Transportation (ODOT)
- Oregon Housing and Community Services (OHCS)
- Oregon Economic and Community Development Department (OECDD)
- Department of Land Conservation and Development (DLCD)
- Department of Environmental Quality (DEQ).

Representatives of the RCST should be included on the ACT mailing lists and invited to all ACT meetings

E. Regional Partnerships and Regional Investment Boards

Regional Partnerships and Regional Investment Boards are composed of local partners in two or more counties and the cities, ports, and tribes within those counties who agree to work together to provide a forum for coordination of economic and community development planning and investments so that strategies and processes for economic and community development are leveraged to the greatest extent possible to meet agreed upon priority issues, challenges and goals.

Representatives of Regional Partnerships or Regional Investment Boards should be included on the ACT mailing lists and invited to all ACT meetings. ACTs are encouraged to either be one and the same with a Regional Partnership or be organized to work effectively with and contribute to the work of a Regional Partnership.

F. Tribal Governments

OTC recognizes that Tribal Governments represent sovereign nations. ACT recommendations will consider the needs of the Tribal Governments, as well as coordination with the tribal Transportation Improvement Program (TIP) and other projects being developed by the Tribal Governments. To provide this coordination and understanding, a tribal representative shall be invited as a voting member of the ACT, as applicable.

G. MPOs

While the ACTs provide valuable advice on project priorities and other policy issues, the MPO is responsible for carrying out the metropolitan transportation planning process within urbanized areas in cooperation with the State and transit operators (23 CFR 450.312). MPOs develop a Transportation Improvement Program (TIP) that approves all projects that are regionally significant or that include federal funds, by year and by phase within the MPO planning areas. Before FHWA and FTA can approve Federal transportation funding for projects or activities within urbanized areas, they must be consistent with the MPO's regional transportation plan (RTP) and TIP.

The MPO must have a continuing, cooperative and comprehensive transportation planning process that results in plans and programs that consider all transportation modes and supports metropolitan community development and social goals. These plans and programs shall lead to the development and operation of an integrated intermodal transportation system that facilitates the efficient, economic movement of people and goods. (23 CFR 450.312).

ACTs and MPOs should coordinate their efforts to assure a better decision making process which results in better coordination of projects. The form of coordination should be different depending upon where MPO and ACT boundaries fall. When ACT and MPO boundaries overlap, a higher level of clearly defined coordination is needed and it is important that ACT activities fully coordinate with the MPO planning process. The MPO and ACT should jointly agree on a process for maintaining consistency between ACT recommendations and the MPO Plan and TIP, where this occurs. An MPO representative shall be included as a voting member on the ACT if within the same geographic area as an ACT.

For ACTs that are near or adjacent to an MPO, a sufficient level of coordination can be achieved by simply communicating the priorities of each group. This might be done through ex officio membership on committees or some other mutually agreeable, less formal method.

H. Local Governments, Transit and Port Districts

Transportation recommendations will be coordinated with other local and Regional community development activities. ACT representation shall include port and transit officials from the Area. ACT representatives of these groups are responsible for providing regular updates to their respective organizations on actions and recommendations being considered by the ACTs.

I. Stakeholder Groups

While it may be impractical to include representatives from every stakeholder group on the ACT, the ACT needs to make a concerted effort to hear the concerns and recommendations of stakeholders prior to making decisions regarding recommendations to the OTC. The ACT will provide easy access to technical materials and supporting documentation considered by the ACT during its decision making process and shall consider and respond to public input received during the planning and program development process. (Section V. C. and Attachment A).

Attachment A
Public Involvement

ACT meetings will comply with the requirements of the Oregon Public Meetings Law, ORS 192.610 to 192.690. "Meeting" means the convening of a governing body of a public body for which a quorum is required to make a decision or deliberate toward a decision on any matter." ORS 192.610(5). Meetings include information-gathering sessions, working lunches and electronic meetings. All ACT meetings will be open to public attendance and any member of the public may attend any meeting of the ACT.

A. MINIMUM REQUIREMENTS FOR REGULARLY SCHEDULED MEETINGS

The ACT will conduct all meetings in accordance with the following minimum requirements and will strive to meet the preferred standards. The regular meeting requirements will be supplemented with the methods found in Table 1 if the meeting falls into the following additional categories:

Developing project priorities for Draft STIP using approved criteria.
Draft STIP public hearing.
Special meetings.
Electronic meetings.

Meeting Notice

- Advance notice to interested persons and stakeholder groups on ACT mailing list and to news media which have requested notice.
- Notices must include time, place, agenda (principal subjects) and name of person and telephone number (including TTY number) at the public body to contact to make a request for an interpreter for the hearing impaired or for other communication aids.
- A good faith effort must be made to provide an interpreter for hearing-impaired persons on receipt of proper notice. ORS 192.630(5).

Meeting Materials

- For decision items, distribute information to everyone in attendance at the meeting.
- Provide time on the agenda for general public comment.

Meeting Schedule

- If regularly scheduled meetings are not possible, the minimum standard is to provide extra public notification by following the Preferred method of meeting notification.

Meeting Location

- Meets accessibility requirements of the Americans with Disabilities Act (ADA).
- No meeting may be held in buildings where discrimination (race, sex, age, national origin, color, creed, disability) is practiced. ORS 192.630(3).
- Generally held within the geographic boundaries of the ACT's jurisdiction. Training sessions may be held anywhere.
- Contains adequate seating and facilities to encourage attendance by the general public.

Meeting Minutes--Minutes shall be prepared for all ACT meetings. Minutes must include at least:

- Members present.
- All motions, proposals and resolutions proposed, and their disposition.
- Results of all votes/decisions. Secret ballots prohibited.
- Substance of all discussion.
- Reference to all documents discussed (confidentiality of records exempt from disclosure may be protected).
- After each ACT meeting the ACT shall prepare and distribute the minutes prior to the next ACT meeting.
- As appropriate to the Area, meeting minutes should be provided in languages other than English.[7]
- Minutes must be preserved for a reasonable time.

B. PREFERRED STANDARD FOR REGULAR MEETINGS

In addition to the minimum requirements, the preferred standard for regular meetings includes:

Meeting Notice

- One week advance notice.
- Notices posted at local public institutions (city hall, library, community center, etc.).
- Notice posted on ACT website, along with links to meeting agendas, past meeting minutes, technical materials and documentation.

Meeting Materials

- Provide an advance agenda one week prior to the meeting, either on the ACT website or through the mail.
- For decision items, provide technical materials and supporting documentation one week prior to the ACT meeting. Materials can be distributed through the ACT website and/or through the mail.
- Provide copies of all correspondence received prior to the meeting to ACT members and the public attending the meeting.

Meeting Schedule

- Regular schedule (e.g., meetings at 1:00 p.m. on the last Thursday of each month).

Meeting Location

- Easily accessible by public transportation.

Meeting Minutes--

- Post minutes from the meeting on the ACT website.

[7] A Governor's task force is currently working on methodology for meeting the federal requirements for Limited English Proficiency. Public involvement at the ACTs will need to comply with the guidance developed.

C. EXECUTIVE SESSIONS

The responsibilities of the ACT do not include work permitted in an executive session (ORS 192.660).

D. CONTROL OF MEETINGS

- The presiding officer has inherent authority to keep order at meetings—can "reasonably" regulate the use of cameras and tape recorders.
- No smoking is permitted at any meeting of the ACT.

E. ROLES AND RESPONSIBILITIES

Roles and responsibilities of parties engaged in public involvement activities on behalf of ACT will be designated in the joint agreement identified in Section V.B, Staffing and Financial support.

F. PUBLIC COMMENT

The public shall be provided opportunities to speak to the merits of proposals before the ACT and to forward their own proposals. Public comment may be taken at any time during the ACT meeting. Copies of all correspondence received prior to the meeting should be available for ACT members and the public at the meeting. The ACT public involvement process shall demonstrate explicit consideration and response to public input during the planning and program development process**.**

Type of Meeting	Meeting Notice		Meeting Materials		Meeting Schedule		Meeting Location	
	Minimum	**Preferred**	**Minimum**	**Preferred**	**Minimum**	**Preferred**	**Minimum**	**Preferred**
Developing Project Priorities for Draft STIP Using Approved Criteria	-Same as Regular Meetings	-Same as Regular Meetings **Plus** -Paid Advertising	-Same as Regular Meetings	-Same as Regular Meetings	-Same as Regular Meetings	-Same as Regular Meetings	-Same as Regular Meetings	-Same as Regular Meetings **plus** -In establishing outreach activities for specific projects or topics consider locations that would be frequented by that community (e.g., social service organizations, schools).
Draft STIP Public Hearing	-Same as Regular Meetings **plus** -Paid Advertising	-Same as Regular Meetings	-Same as Regular Meetings	-Same as Regular Meetings	-Same as Regular Meetings	-Same as Regular Meetings	-Same as Regular Meetings	Same as Developing Project Priorities for Draft STIP Using Approved Criteria
Special Meetings	-Same as Regular Meetings **plus** -Minimum 24 hours Notice	-Same as Regular Meetings	-Same as Regular Meetings	-Same as Regular Meetings	-Same as Regular Meetings	-Same as Regular Meetings	-Same as Regular Meetings	-Same as Regular Meetings
Electronic Requirements apply to all meetings by electronic means (e.g., personal computers).	-Same as Minimum for meeting type listed above. All procedural and formal requirements apply (minutes, notices, etc.). ORS 192.670.	- Same as Preferred for appropriate meeting type listed above	-Same as Regular Meetings	-Same as Regular Meetings	-Same as Regular Meetings	-Same as Regular Meetings	Same as Regular Meetings **plus** -Room with "listening" device	-Same as Regular Meetings

Attachment A Table 1

Attachment B
How An Act Is Established and Biennial Report Structure

In establishing an ACT, local elected officials and staff work together with the ODOT Region Manager and the OTC member representing the Area to develop a proposal for the formation of an Area Commission on Transportation (ACT). The proposal should address the key questions listed below. The proposal is circulated among local jurisdictions for comment, revision and eventually expressions of support. The State Community Solutions Team reviews the proposal for coordination with the Regional Partnership Initiative. The Oregon Transportation Commission reviews the proposal. Once the Commission accepts the proposal, it adopts a resolution providing a provisional charter for the Area Commission on Transportation. The ACT selects its members and begins to function as an official advisory body to the Oregon Transportation Commission.

The Biennial Report should follow a similar process in addressing the questions below and should be reviewed by the ACT membership before submitting to the OTC.

Key Questions to be addressed in an ACT Proposal
The Oregon Transportation Commission expects that for an ACT to be effective it will represent the political environment of the Area. Therefore, each ACT may look and function somewhat differently than another. However, each proposal or biennial report for an ACT should address at least the following questions:

1. What is the rationale for the geographic boundaries of the proposed ACT? If the boundaries are being modified, why?

2. What are the proposed voting and ex officio membership categories and how do they ensure coordination with existing Regional public agencies?

3. Is the membership broadly representative of local elected officials and inclusive of other key stakeholders and interests (see Section IV, Subsection B., Membership)? If key representation is not included, explain the justification.

4. How would/does the ACT coordinate with adjacent ACTs and/or MPOs and involve state legislators?

5. What is the proposed work program of the ACT?

6. How will/does the ACT meet the minimum public involvement standards as shown in Attachment A of this document?

7. Who would/does help guide the work program and agendas of the ACT? Indicate the general operational structure.

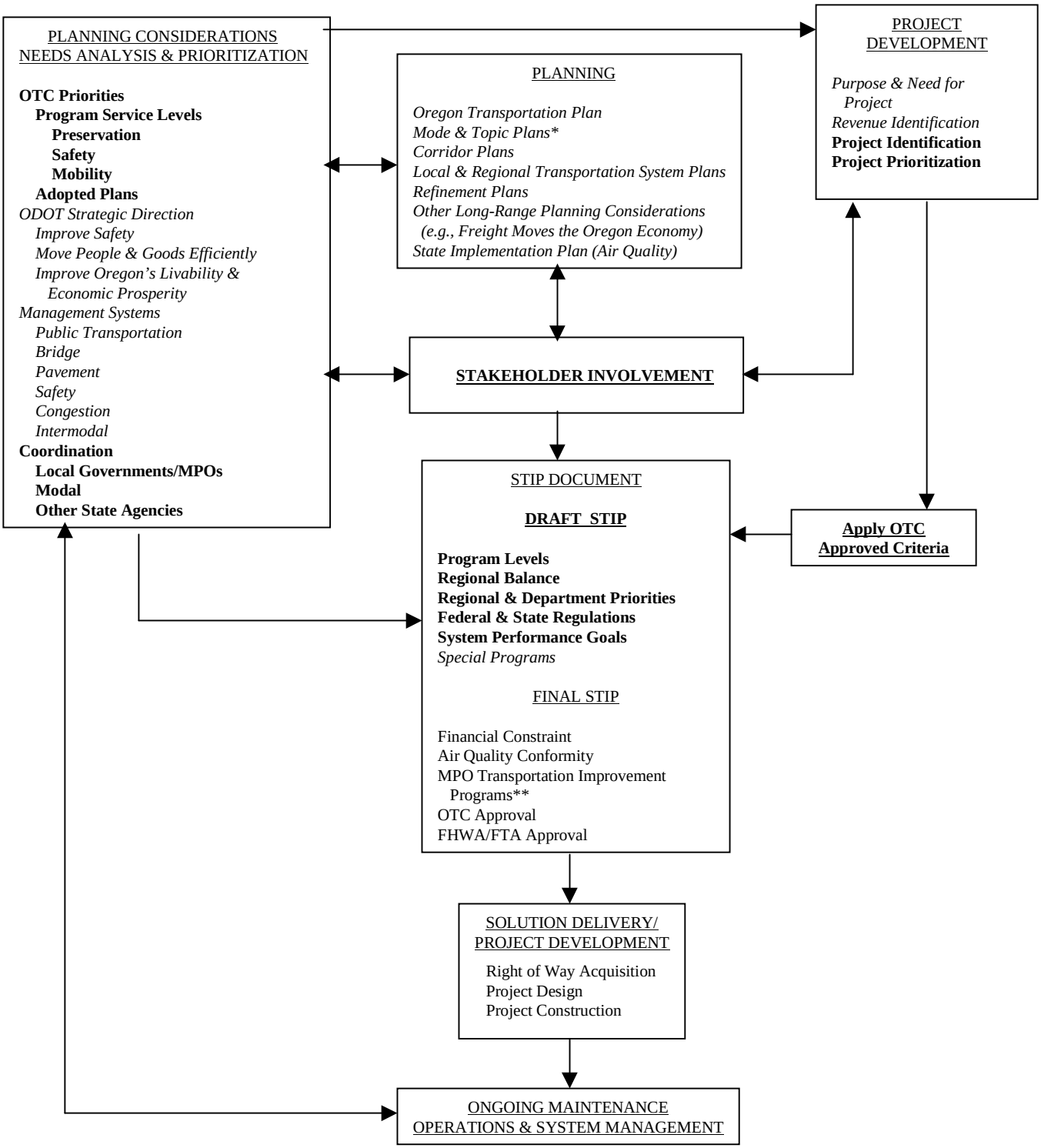
8. How would/does the ACT secure technical assistance on transportation issues?

9. What key work efforts will be /have been addressed by the ACT?

10. Who would/does provide support staff to the ACT?

11. What will be/is the decision making process used by the ACT?

ATTACHMENT C: ACT PARTICIPATION
TYPICAL PROCESS ELEMENTS
STATEWIDE TRANSPORTATION IMPROVEMENT PROGRAM



* Bicycle/Pedestrian, Highway, Public Transportation, Rail Freight, Rail Passenger, Transportation Safety Action, Aviation
** MPO TIPS must be included in ODOT's STIP without modification. To ensure state priorities are considered, ODOT must be involved in the local planning project selection process.

Bold Text = Primary Role for ACTs
Italicized Text = Optional Role for ACTs
Black Text = Not covered for Formation and Operation of ACTs document

Attachment D
Glossary of Terms

Area—When capitalized, describes the geographic area of the Area Commission on Transportation.

Region—When capitalized, describes the Oregon Department of Transportation geographic regions.

Regional—When capitalized, includes considerations of other communities, regional movements and patterns of transportation.

Transportation System—When capitalized, includes the following modes and aspects:

- Air, marine, rail (freight and passenger)
- Highway (trucks, buses, cars)
- Transit
- Bicycle/Pedestrian

To consider all modes and aspects of the Transportation System in formulating recommendations, ACTs would take into account the provision of elements and connections between air, marine, rail, highway, trucking, transit, bike and pedestrian facilities.

Verbs:

Obligation—This category of terms shows the ACTs' responsibility to ensure the outcome to the OTC. The terms that fall within this category include:

- Must
- Shall
- Will

Encouraged—This category of terms provides the ACTs some flexibility with their responsibilities to the OTC. The terms that fall within this category include:

- Should

Permitted—This is the most flexible category of terms. It allows the ACTs to decide whether or not to engage in evaluation of the particular situation. Terms that fall within this category include:

- May

Attachment E

Regional Modernization Equity Splits, 2010-2013 STIP

REGIONAL MODERNIZATION EQUITY SPLITS, 2010-2013 STIP

County	Region	Population (2006) (1)	Vehicle Miles Travelled (2006) (2)	Ton Miles Travelled (2006) (2)	Vehicle Registrations (2006) (3)	Projected Revenue (FY 1999-2001) (4)	Modernization Needs (5)	Regional Average
Clackamas	1	367,040	1,778,200,000	6,699,605,149	409,971	$221,042,000		
Columbia	1	46,965	257,100,000	1,288,976,180	64,542	$34,554,000		
Hood River	1	21,335	284,400,000	1,955,820,161	28,872	$29,328,000		
Multnomah	1	701,545	3,069,100,000	11,458,396,754	704,227	$384,866,000		
Washington	1	500,585	1,818,400,000	5,635,819,657	456,555	$235,746,000		
Region 1 Total		**1,637,470**	**7,207,200,000**	**27,038,617,901**	**1,664,167**	**905,536,000**		
% of Statewide		**44.37%**	**34.88%**	**24.56%**	**40.51%**	**33.56%**	**47.5%**	**37.56%**
Benton	2	84,125	258,100,000	951,129,582	79,292	$40,932,000		
Clatsop	2	37,045	343,000,000	1,076,889,999	44,033	$36,890,000		
Lane	2	339,740	1,609,300,000	8,430,354,772	366,991	$222,900,000		
Lincoln	2	44,520	373,100,000	1,263,464,962	56,046	$43,630,000		
Linn	2	108,250	1,083,300,000	7,155,461,747	136,869	$126,984,000		
Marion	2	306,665	1,666,400,000	9,420,164,302	319,949	$203,622,000		
Polk	2	66,670	431,400,000	1,432,512,660	74,006	$49,845,000		
Tillamook	2	25,530	256,300,000	853,607,597	35,020	$28,920,000		
Yamhill	2	91,675	443,200,000	1,590,063,939	103,957	$57,380,000		
Region 2 Total		**1,104,220**	**6,464,100,000**	**32,173,649,560**	**1,216,163**	**811,103,000**		
% of Statewide		**29.92%**	**31.28%**	**29.22%**	**29.60%**	**30.06%**	**22.5%**	**28.76%**
Coos	3	62,905	341,100,000	1,524,955,068	78,578	$49,825,000		
Curry	3	21,365	130,400,000	462,337,171	31,890	$18,165,000		
Douglas	3	103,815	1,153,900,000	9,635,524,679	140,082	$144,523,000		
Jackson	3	198,615	959,000,000	5,159,625,546	231,268	$126,362,000		
Josephine	3	81,125	502,900,000	3,125,212,428	107,352	$62,470,000		
Region 3 Total		**467,825**	**3,087,300,000**	**19,907,654,892**	**589,170**	**401,345,000**		
% of Statewide		**12.68%**	**14.94%**	**18.08%**	**14.34%**	**14.87%**	**15.6%**	**15.09%**
Crook	4	24,525	98,500,000	315,851,140	34,607	$15,016,000		
Deschutes	4	152,615	709,800,000	3,012,331,758	199,996	$81,945,000		
Gilliam	4	1,885	151,600,000	1,856,622,841	3,604	$21,211,000		
Jefferson	4	21,410	189,300,000	905,602,763	27,269	$24,980,000		
Klamath	4	65,455	451,800,000	3,123,238,913	89,094	$71,971,000		
Lake	4	7,540	71,000,000	422,041,791	13,077	$14,863,000		
Sherman	4	1,865	119,100,000	1,325,893,945	3,306	$16,956,000		
Wasco	4	24,070	332,800,000	2,726,003,953	31,531	$44,629,000		
Wheeler	4	1,565	22,800,000	142,714,423	2,465	$5,921,000		
Region 4 Total		**300,930**	**2,146,700,000**	**13,830,301,527**	**404,949**	**297,492,000**		
% of Statewide		**8.15%**	**10.39%**	**12.56%**	**9.86%**	**11.02%**	**9.9%**	**10.31%**
Baker	5	16,470	271,700,000	3,749,540,701	23,820	$38,900,000		
Grant	5	7,630	62,000,000	339,240,286	11,727	$14,407,000		
Harney	5	7,670	83,800,000	494,227,407	11,172	$25,227,000		
Malheur	5	31,725	275,900,000	2,993,592,625	37,989	$47,886,000		
Morrow	5	12,125	158,000,000	1,672,447,575	15,354	$25,709,000		
Umatilla	5	72,190	619,900,000	5,053,704,488	88,253	$86,122,000		
Union	5	25,110	239,800,000	2,593,709,473	33,419	$34,594,000		
Wallowa	5	7,140	47,600,000	258,193,244	11,826	$10,144,000		
Region 5 Total		**180,060**	**1,758,700,000**	**17,154,655,799**	**233,560**	**282,989,000**		
% of Statewide		**4.88%**	**8.51%**	**15.58%**	**5.69%**	**10.49%**	**4.5%**	**8.27%**
Statewide		**3,690,505**	**20,664,000,000**	**110,104,879,679**	**4,108,009**	**$2,698,465,000**	**100.0%**	**100.00%**

(1) 2006 Oregon Population Report, Population Research Center, Portland State University

(2) Transportation Systems Monitoring Unit, Transportation Data Section, Oregon Department of Transportation

(3) Driver and Motor Vehicle Services Branch, Oregon Department of Transportation

(4) State and Federal Highway Revenues and Expenditures by County and Region, August 1999, Policy Section, Oregon Department of Transportation

(5) 1999 Highway Plan Update (20 year needs percentage)

Factors for Regional Modernization Equity Split Formula

Funds for the Statewide Transportation Improvement Program (STIP) Modernization Program are allocated to the five ODOT regions by a formula that uses six factors to ensure equity across the state. This formula is referred to as the Regional Modernization Equity Split Formula. The factors are: Population, vehicle miles traveled, ton miles traveled, vehicle registrations, projected revenue, and modernization needs.

All six factors are weighted equally. The factors are organized by county, and then by ODOT region. Regional totals are calculated for each factor, and the percentage of the statewide total is determined for each. The regional percentages for all factors are totaled and averaged to obtain the overall regional average. The regional average is the percentage of available modernization funds allocated to each region.

Population – From the *Oregon Population Report,* Population Research Center, College of Urban and Public Affairs, Portland State University

Region percentage of population = total population of all counties in the region, divided by the statewide population.

State population estimates are based on the registration of births and deaths for an estimate of natural increase (the excess of births minus deaths) from the most recent census count (2000). County population estimates are based on a method called ratio correlation. This method relates changes since the last census to changes in state income tax returns, school enrollments, births, and Medicare enrollments. The changes in each of these types of administrative data are used to make an estimate of the current county populations. Changes in housing stock are used as a check on the accuracy of the county estimates.

Vehicle Miles Traveled – From the Transportation System Monitoring Unit, Transportation Data Section, Oregon Department of Transportation

Region percentage of vehicle miles traveled (VMT) = total VMT of all counties in the region, divided by the statewide VMT.

VMT is the sum of distances traveled by all motor vehicles in a specified system of highway for a given period of time. The VMT for each road section is calculated by multiplying the average daily traffic (ADT) as measured by approximately 140 permanent automatic traffic recorder (ATR) stations around the state, by the length of the road section and the length of the time period. The VMT is used to determine the amount of use that a highway or system of highways receives over a given period of time. The VMT used here is annual vehicle miles traveled for Oregon's state highway system.

Ton-Miles Traveled – From the Transportation System Monitoring Unit, Transportation Data Section, Oregon Department of Transportation

Region percentage of ton-miles traveled = total ton-miles traveled of all counties in the region, divided by the statewide ton-miles traveled.

A ton-mile is the movement of one ton of freight over a distance of one mile. The formula for ton-miles traveled is truck VMT times a ton-mile factor. The ton-mile factor is calculated by estimating the observed weight of vehicles and cargo for each traffic volume classification, and then applying weight estimates to the traffic volume distributions for each roadway segment. This creates a weighted average vehicle weight for each segment, which is the ton-mile factor that is applied to the VMT. The more heavy the freight traffic, the greater the wear on the transportation system.

Vehicle Registrations – From the Driver and Motor Vehicle Services Branch, Oregon Department of Transportation

Region percentage of vehicle registrations = total vehicle registrations of all counties in the region, divided by the statewide vehicle registrations.

Total vehicle registrations by county include vehicles for which registration fees were paid in the most recent registration period. Vehicles registered to out-of-state addresses are not included. Types of vehicles include: Passenger, bus, truck, farm truck, heavy trailer, light trailer, for-rent trailer, motorcycle, travel trailer, camper, motor home, government exempt (vehicles owned by local governments and other political subdivisions, excluding state-owned vehicles), motor carrier commercial, and motor carrier prorated.

Projected Revenue – From *State and Federal Highway Revenues and Expenditures by County and Region,* August 1999, Policy Section, Oregon Department of Transportation

Region percentage of projected revenue = total projected revenue of all counties in the region, divided by the statewide projected revenue.

Projected revenue is based on road user contributions attributable to each county based on three years of historical data. Revenues include state and federal taxes paid by road users. Local taxes, such as local option fuel taxes, are excluded. State revenues are attributed to road users by county as follows: Motor fuels taxes by VMT, weight-mile taxes and other truck taxes (except registrations) by ton-miles, and vehicle registration fees allocated by county registrations. Federal revenues are attributed to road users by county as follows: Federal fuel taxes by VMT, and all other federal highway taxes by ton-miles.

Modernization Needs – From the *1999 Highway Plan Update* (20 year needs percentage)

Percentages for modernization needs were developed on a regional level.

The modernization needs were developed for the *1999 Oregon Highway Plan* (OHP) through an intensive analysis and review process. A data set for the entire state highway system was developed using the Highway Performance Monitoring System Analytical Process (AP) modeling program developed and supported by the Federal Highway Administration. The AP model was used to identify deficiencies on the entire state highway system, based on an accepted

set of minimum tolerable conditions. Once deficiencies were identified, the modeling analysis simulated improvements to the system to satisfy the highway needs. The list of simulated improvements, with appropriate costs associated with each improvement, was considered to be the modernization needs at this stage of the analysis process.

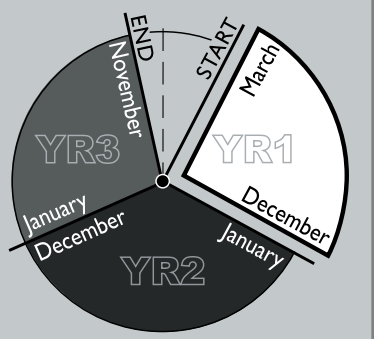
The list of modernization needs was combined with bridge, pavement, and safety needs and the entire package was distributed to the regions for review. Based on the region's response, corrections were made to the modeling data set so that the modeled needs list would more adequately reflect the feasible needs from the region's perspective. The revised data set was analyzed for roadway deficiencies using the Highway Economic Requirement System (HERS), which was basically considered a model upgrade from AP. Subsequently, a revised list of deficiencies was developed for the OHP.

Attachment F

STIP Development Process

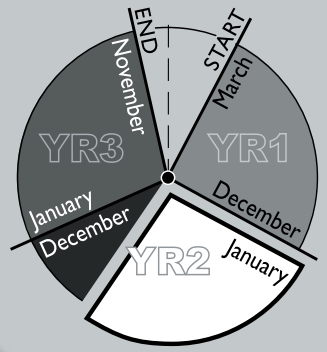
STIP DEVELOPMENT PROCESS

GOALS AND FUNDING



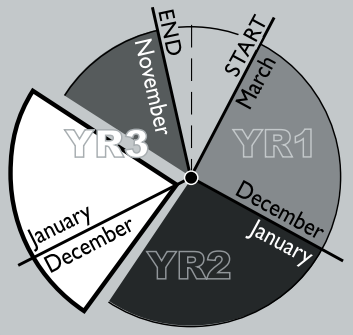
- ODOT managers evaluate system goals and needs
- Highway Finance prepares draft program budgets
- Draft program funding levels approved
- STIP participants review and comment
- OTC approves program funding levels

PROJECT SELECTION



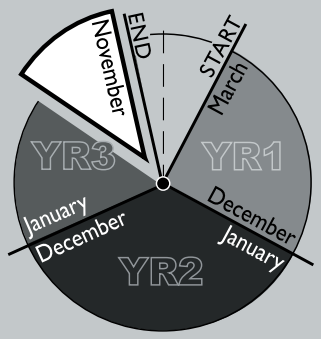
- Regions identify and scope potential projects
- Regions prepare draft list of programs, projects and funding
- Freight Advisory Committee (FAC) comments on the draft STIP projects
- ODOT staff and ACTs use systems and criteria to select projects and forward recommendations to the OTC
- Draft STIP available for public review

DRAFT STIP/ PUBLIC REVIEW



- Public review of draft STIP
- ODOT Region, ACT, OTC review of public input and suggest changes
- Air quality modeling and conformity restraints for affected areas
- Fiscally constrained analysis to ensure projects stay within budget limits
- MPO/TIP added into final STIP
- Final STIP review by ACT, MPO, FAC, other stakeholders

STIP APPROVAL



- OTC approves final STIP
- Governor signs MPO-TIP letters
- Final STIP submitted to federal funding agencies*
- USDOT/ FHA/FTA approve final STIP

* U.S. Department of Transportation
Federal Highway Administration
Federal Transit Administration

Attachment G

Regional Modernization Equity Splits, 2010-2013 STIP

Appendix G. Web Sites and Resources

General Resources

ODOT home: http://www.oregon.gov/ODOT

ODOT Regions: http://www.oregon.gov/ODOT/HighwayRegions.shtml

Oregon Transportation Plan:
http://www.oregon.gov/ODOT/TD/TP/ortransplanupdate.shtml

ODOT STIP home page: http://www.oregon.gov/ODOT/HWY/STIP/index.shtml

2010-2013 STIP project Eligibility Criteria and Prioritization Factors:
http://www.oregon.gov/ODOT/TD/TP/docs/1013stip/1013CriteriaFinal.pdf

Federal Highway Administration: http://www.fhwa.dot.gov

Federal Transit Administration: http://www.fta.dot.gov

Chapter II

Area Commission on Transportation (ACT) formation and policies:

http://www.oregon.gov/ODOT/COMM/docs/acts/ACTPolicy0603.pdf

Map of ACT boundaries:

http://www.oregon.gov/ODOT/COMM/act_main.shtml#Oregon_ACTs

Chapter III

Oregon Freight Advisory Committee (FAC):
http://www.oregon.gov/ODOT/TD/FREIGHT/ofac.shtml

Oregon State Legislature: http://www.leg.state.or.us/

2010-2013 STIP Development Manual (detailed, for ODOT staff):
http://transnet.oregon.gov/ODOTINTRA/HWY/HPO/docs/pdf/10-13_stip_development_manual.pdf

TSP Guidelines 2001: http://www.oregon.gov/ODOT/TD/TP/TSP.shtml

2010-2013 STIP Expanded Timeline (note: 2010-2013 STIP process was delayed from November 2008 through August 2009 with consequent effect on the Expanded Timeline): http://www.oregon.gov/ODOT/TD/TP/docs/1013stip/Timeline.pdf

Chapter IV

1999 Guide to Federal-Aid Programs and Projects Federal Highway Administration Office of Program Administration: http://www.fhwa.dot.gov/federalaid/projects.cfm

Federal Highway Administration Fact Sheets on Highway Provisions in the 2005 transportation authorization legislation: the Safe, Accountable, Flexible, Efficient Transportation Equity Act – A Legacy for Users (SAFETEA-LU): http://www.fhwa.dot.gov/safetealu/factsheets.htm.

Local Government Project Coordination

ODOT Local Government Section: http://www.oregon.gov/ODOT/HWY/LGS/index.shtml

Forest Highway Program

Forest Highway Program web site hosted by FHWA's WFLHD: http://www.wfl.fhwa.dot.gov/programs/plh/fh/.

The Transportation Enhancement program manager, in the Local Government Section, currently administers the FHP program for ODOT. The Local Government Section and brief description of the FHP program can be found at: http://www.oregon.gov/ODOT/HWY/LGS/enhancement.shtml.

Bureau of Land Management (BLM)

The web site for the Oregon/Washington BLM, including contact information for the district offices, can be found at http://www.or.blm.gov/index.htm. Contact information for the Oregon State Office is below.

Oregon BLM State Office
311 SW 1st Avenue
Portland, OR 97204
P.O. Box 2965
Portland, OR 97208
(503) 808-6002

Tribal Governments

Indian Reservation Roads Program – Transportation Planning Procedures and Guidelines (October 1999): FLH > Programs > Indian Reservation Roads (IRR)

Public Lands Discretionary Program FLH > Programs > PLH > PLH Discretionary (PLHD)

Tribal Governments in Oregon:

Confederated Tribes Coos, Lower Umpqua & Siuslaw Indians
http://www.ctclusi.org

Burns Paiute
http://www.burnspaiute-nsn.gov/

Confederated tribes of Grand Ronde
www.grandronde.org

Confederated tribes of Siletz
www.ctsi.nsn.us

Confederated tribes of Umatilla Reservation
www.umatilla.nsn.us

Confederated tribes of Warm Springs
www.warmsprings.com

Coquille Indian Tribe
www.coquilletribe.org

Cow Creek Band of Umpqua Indians
www.cowcreek.com

Klamath Tribes
www.klamathtribes.org

Chapter V

Region 1

Region Organization	Web Site/Email
Region 1	http://www.oregon.gov/ODOT/HWY/REGION1/
Region Map	http://www.oregon.gov/ODOT/TD/TDATA/gis/docs/regionmaps/reg1.pdf
Metro	http://www.metro-region.org/
Clackamas County Coordinating Committee	http://www.co.clackamas.or.us/bcc/c4/
Multnomah County Coordinating Committee	http://www.sunschools.org/Public/EntryPoint?ch=d7f2626252a48010VgnVCM1000003bc614acRCRD
Washington County Coordinating Committee	http://www.co.washington.or.us/LUT/Divisions/LongRangePlanning/PlanningPrograms/TransportationPlanning/washington-county-coordinating-committee.cfm

Region 2

Region Organization	Web Site
Region 2	http://www.oregon.gov/ODOT/HWY/REGION2/
Region Map	http://www.oregon.gov/ODOT/TD/TDATA/gis/docs/regionmaps/reg2.pdf
Cascade West ACT	http://www.oregon.gov/ODOT/COMM/act_cascadesw est.shtml

Region Organization	Web Site
Northwest ACT	http://www.oregon.gov/ODOT/COMM/ACT_NWACT.shtml
Mid Willamette ACT	http://www.oregon.gov/ODOT/COMM/act_mwvact.shtml
Salem Keizer MPO	http://www.mwvcog.org/transportation/skats.asp
Corvallis Area MPO	http://www.corvallisareampo.org/
Central Lane MPO	http://www.thempo.org/
Grand Ronde Tribes	www.grandronde.org
Siletz Tribes	http://ctsi.nsn.us/
Confederated Tribes of Coos, Lower Umpqua and Siuslaw Indians	http://www.ctclusi.org

Region 3

Region Organization	Web Site
Region 3	http://www.oregon.gov/ODOT/HWY/REGION3/
Region Map	http://www.oregon.gov/ODOT/TD/TDATA/gis/docs/regionmaps/reg3.pdf
Rogue Valley Act (RVACT)	http://www.oregon.gov/ODOT/COMM/act_rvact.shtml
South Western ACT	http://www.oregon.gov/ODOT/COMM/act_swact.shtml

Region Organization	Web Site
Rogue Valley MPO	http://www.rvmpo.org/
Cow Creek Band of Umpqua Indians	http://www.cowcreek.com/
Confederated Tribes of Coos, Lower Umpqua and Siuslaw Indians	http://www.ctclusi.org/
Coquille Indian Tribe	http://www.coquilletribe.org/

Region 4

Region Organization	Web Site
Region 4	http://www.oregon.gov/ODOT/HWY/REGION4/
Region Map	http://www.oregon.gov/ODOT/TD/TDATA/gis/docs/regionmaps/reg4.pdf
Lower John Day ACT	http://www.oregon.gov/ODOT/COMM/act_ljdACT.shtml
Central Oregon ACT	http://www.oregon.gov/ODOT/COMM/act_coact.shtml
South Central Oregon ACT	http://www.oregon.gov/ODOT/COMM/act_centralOregon.shtml
Basin Transit District	Basin Transit District
City of Bend MPO	http://www.ci.bend.or.us/depts/bend_mpo/index.html
Confederated Tribes of the Warm Springs Indians	http://www.warmsprings.com/
Klamath Tribes	Klamath Tribes

Region 5

Region Organization	Web Site
Region 5	State of Oregon: ODOT Region 5
Region Map	http://www.oregon.gov/ODOT/TD/TDATA/gis/docs/regionmaps/reg5.pdf
North East ACT (NEACT)	http://www.oregon.gov/ODOT/COMM/act_neact.shtml
South East ACT (SEACT)	http://www.oregon.gov/ODOT/COMM/act_seact.shtml
Confederated Tribes of the Umatilla Indian Reservation (CTUIR)	http://www.umatilla.nsn.us/
Burns Paiute Tribe	http://www.burnspaiute-nsn.gov

Chapter VI

Bike/Ped

Bicycle and Pedestrian Program:
http://www.oregon.gov/ODOT/HWY/BIKEPED/

Bicycle and Pedestrian Plan:
http://www.oregon.gov/ODOT/HWY/BIKEPED/planproc.shtml

Bridge

The Bridge Engineering Section's home page:
http://www.oregon.gov/ODOT/HWY/BRIDGE/

The web site provides links to Bridge Inspection and other data, bridge standards and manuals, state bridge program in the STIP, OTIA-III bridge delivery and other notable bridge project information.

The Bridge Engineering Section's website also offers a link to the Local Agency Project Manual which includes additional information on the Technical Ranking System. The Local Government Section's home page: http://www.oregon.gov/ODOT/HWY/LGS/.

Oregon Transportation Investment Act: http://intranet.odot.state.or.us/opd/otia.htm

Local Agency Project Manual:
http://www.oregon.gov/ODOT/HWY/BRIDGE/local_agency.shtml

For more information about the Major Bridge Maintenance program, call (503) 986-6575.

CMAQ

ODOT

- Program Manager: (503) 986-3485
- ODOT Air Quality Program:
  http://www.oregon.gov/ODOT/HWY/GEOENVIRONMENTAL/air_noise.shtml

FHWA

- Congestion Mitigation and Air Quality (CMAQ) Improvement Program:
  http://www.fhwa.dot.gov/environment/cmaqpgs/

Fish Passage and Large Culvert

ODOT Geo-Environmental Biology web page includes information about Fish Passage:
http://www.oregon.gov/ODOT/HWY/GEOENVIRONMENTAL/biology.shtml

For additional program information, please contact:

ODOT Biology Team and Fish Passage Program Leader at (503) 986-3518

ODOT Large Culvert Program Leader at (503) 986-3365

Forest Highway

FHWA's WFLHD hosts a web site for the Forest Highway Program which includes an overview of the program, program history, program administration, a description of forest highway designation, the roles of different agencies, and links to lists of designated forest highways in the western states. http://www.wfl.fha.dot.gov/fhp/

More in-depth material on the program can be requested from the FHWA Transportation Planning Engineer at the Western Federal Lands Highway Division office:

610 E 5th Street
Vancouver, WA 98661
(360) 619-7700

The Transportation Enhancement program manager, in the Local Government Section, currently administers the FHP program for ODOT. The Local Government Section and brief description of the FHP program can be found at: http://www.oregon.gov/ODOT/HWY/LGS/enhancement.shtml.

Immediate Opportunity Fund

The Governor's Quality Development Objectives are described in Executive Order 00-23, online at: http://arcweb.sos.state.or.us/governors/Kitzhaber/web_pages/governor/legal/execords/eo00-23.pdf.

Applications are made through the OECDD Business Development Division.

Modernization

Highway Programs Office Equity Distribution Table for 2010-2013 STIP (*Appendix E*)

ODOT highway regions home page:
http://www.oregon.gov/ODOT/HighwayRegions.shtml

Project Eligibility Criteria and Prioritization Factors for the 2008-2011 STIP:
http://www.oregon.gov/ODOT/TD/TP/docs/1013stip/1013CriteriaFinal.pdf

Area Commissions on Transportation home page:
http://www.oregon.gov/ODOT/COMM/act_main.shtml

Operations

For more information about Slides and Rockfalls, contact the state geologist, at (503) 986-3374, or go online: http://www.oregon.gov/ODOT/HWY/GEOENVIRONMENTAL/geology_geotechnical1.shtml.

For more information about ITS, call (503) 986-4486, or go online:
http://www.oregon.gov/ODOT/HWY/ITS.

For more information about signs, signals, and illumination, contact your region traffic engineer.

Region	Main Number
Region 1	(503) 731-8218
Region 2	(503) 986-2656
Region 3	(541) 957-3536
Region 4	(541) 388-6182
Region 5	(541) 963-1375

For more information about TDM, call (503) 986-4131, or go online: http://www.oregon.gov/ODOT/PT/PROGRAMS/trans_options_program.shtml

Pavement Preservation

For information contact the Pavement Program Manager or refer to the Pavement Management System web home page: http://www.oregon.gov/ODOT/TD/TDATA/otms/OTMS_system_descriptions.shtml.

Public Transit

ODOT Public Transit Division	http://www.oregon.gov/ODOT/PT/index.shtml
Public Transit Advisory Committee	http://www.oregon.gov/ODOT/PT/ABOUT/PTAC/about_ptac.shtml
Oregon Transit Service Providers	http://www.tripcheck.com/rtp-to/cityCounty/cityCountySearch.aspx?__js=1
Federal Transit Administration	http://www.fta.dot.gov/
Bend MPO	http://www.ci.bend.or.us/depts/bend_mpo/index.html
Corvallis Area MPO (CAMPO)	http://www.corvallisareampo.org/
Eugene-Springfield MPO	http://www.thempo.org/

Medford Area MPO	http://www.rvmpo.org/
Portland Metro MPO	http://www.metro-region.org/
Salem-Keizer MPO/Mid Willamette Valley Council of Governments	http://www.mwvcog.org/transportation/skats.asp
Rogue Valley Council of Governments (RVCOG)	http://www.rvcog.org/

Railway-Highway Crossings

For Oregon Administrative Rules relevant to rail crossings and applications for grade rail crossings of highways, refer to: http://www.oregon.gov/ODOT/RAIL/crosssafe.shtml.

For more information about the Rail Crossing Safety Program, contact the Program Manager at (503) 986-4273.

Safety

Safety Division: http://www.oregon.gov/ODOT/TS/index.shtml

Traffic –Roadway Section (formerly Traffic Engineering Operations and Roadway Engineering Sections): http://egov.oregon.gov/ODOT/HWY/TRAFFIC-ROADWAY/

Highway Safety: http://www.oregon.gov/ODOT/TS/index.shtml.

For more information, contact the Highway Safety Engineering Coordinator at (503) 986-3572.

For ODOT staff, links to project development tools and publications, as well as a variety of other resources for safety questions and tools, can be found at: http://www.oregon.gov/ODOT/HWY/TRAFFIC-ROADWAY/highway_safety.shtml.

Scenic Byways

Scenic Byways Program Website: http://egov.oregon.gov/ODOT/HWY/SCENICBYWAYS/index.shtml.

The site includes information on scenic byways programs, grants, and application plus a driving guide of byways and tour routes.

Transportation Enhancement

The Oregon TE program web site can be found at: http://www.oregon.gov/ODOT/HWY/LGS/enhancement.shtml. The site briefly describes the program and has links to forms related to the competitive statewide process.

FHWA's home page for Transportation Enhancements is located at: http://www.fhwa.dot.gov/environment/TE/. This site is linked to a clearinghouse, complete with eligibility requirements and a guide featuring 21 TE project case studies. The clearinghouse can be found at: http://www.enhancements.org/.

Transportation Growth Management

Program description and links to current projects can be found at: http://www.oregon.gov/LCD/TGM/grants.shtml.

Chapter VII

Consult any of the Oregon MPOs on the websites linked below or at http://www.ampo.org/links/mposnet.html#OREGON for more information about transit program planning and development in a particular metropolitan area.

MPO	Jurisdictions/Agencies
Bend	City of Bend
Central Lane	Lane County, Lane Transit, cities of Coburg, Eugene, and Springfield, Lane COG
Corvallis Area	Benton County, City of Corvallis, Corvallis Transit District, Cascades West Council of Governments (CWCOG)
Kelso-Longview-Rainier	In Oregon, Columbia County, City of Rainier, Port of St. Helens
Metro	Metro, Clackamas, Multnomah and Washington counties, all incorporated cities in Portland metropolitan area, Tri-Met, SMART
Rogue Valley	Jackson County, cities of Ashland, Central Point, Eagle Point, Medford, Phoenix, and Talent, Medford Transit District, Rogue Valley COG (RVCOG)
Salem-Keizer Area	Marion and Polk counties, cities of Salem and Keizer, Turner, Salem Transit District, Mid Willamette Valley COG