

**CENTRAL OREGON  
AREA COMMISSION ON TRANSPORTATION  
(COACT)**

*September 14, 2017 3:00 – 5:00 PM  
Redmond Public Works Training Room  
243 E. Antler Ave. Redmond OR*

**AGENDA**

- 3:00**     **1. Call to Order and Introductions**  
Wayne Fording, Chair
- 3:05**     **2. Public Comments**  
A) General Comments  
Wayne Fording, Chair
- 3:10**     **3. COACT Business**  
A) July 13, 2017 Meeting Minutes **(Action)** **Attachment A**
- 3:15**     **4. ODOT ADA Plan** **Handouts**  
A) Informational Update  
Lisa Strader, ODOT ADA Program Manager
- 3:35**     **5. Oregon Transportation Funding Package Outcomes/STIP** **Attachment B &  
Handouts**  
A) 2018-2021 STIP Implications  
B) US 97 North Corridor INFRA Grant Letter of Support  
C) ACT/Modal Chair visit to OTC Workshop, 2021-2024 STIP Update  
(for more information, see the OTC meeting  
video: <https://www.youtube.com/watch?v=J5tj83TJO88>)  
Gary Farnsworth and Amy Pfeiffer, ODOT
- 4:05**     **5. Federal Lands Access Program (FLAP)** **Handouts**  
A) Project updates and coordination  
Della Mosier and David Amiton, ODOT
- 4:30**     **6. Eclipse Event Debrief**  
A) Informational update and discussion  
Chris Doty, Deschutes County Roads Director; All
- 5:00**     **ADJOURN**

# ATTACHMENT A

## DRAFT Meeting Minutes

Central Oregon Area Commission on Transportation  
COACT  
July 13, 2017

Redmond Public Works Training Room  
243 E. Antler Ave., Redmond, OR

### Members:

Wayne Fording (Jefferson County), Jerry Brummer (Crook County), Peggy Fisher (Federal Agency - USFS), Ron Cholin (Crook County stakeholder), Charlie Every (Trucking Rep), Andrea Blum (City of Sisters), Karen Friend (Transit Rep), Jeff Monson (Transportation Options), Jeff Hurd (City of Madras), Mike Folkestad (Jefferson County stakeholder), Gary Judd (Aviation), Gary Farnsworth (ODOT), Jack Seley (City of Prineville), Tony DeBone (Deschutes County), Patrick Hanenkrat (City of Metolius), , Lonny Macy (Confederated Tribes of Warm Springs).

### Guests:

Della Mosier (ODOT), David Amiton (ODOT), Chris Doty (Deschutes County), Phil Stenbeck (City of Prineville), Tyler Deke (Bend MPO), Monte Kuk (Prineville BLM), Scott Smith (City of Prineville), Mike McHaney (Jefferson Co.), Michelle Rhoads (COIC CET), Theresa Conley (ODOT), Joni Bramlett (ODOT), Damian Syrnyk (City of Bend), Marcos Romero (Federal Agency), Bob Bryant (ODOT), Dana Cork (BLM), Jackson Lester (COIC CET), Matt Kittelson (Kittelson and Associates); Kim Curley (Commute Options)

### Staff:

Shelby Knight (COIC), Julie Jameson (COIC)

#### 1. Call to Order and Introductions

Meeting called to order by Wayne Fording at 3:04pm. Introductions were made.

#### 2. Public Comments

There were no public comments.

#### 3. COACT Business

##### A. May 11, 2017 Meeting Minutes (**ACTION**)

*Gary Farnsworth motioned to approve the May 11, 2017 meeting minutes. Mike Folkestad seconded. Minutes were approved by consensus.*

#### 4. Oregon Transportation Funding Package Outcomes/STIP

##### A. Discussion and Q&A, including next round of the STIP

Gary Farnsworth spoke on the new transportation funding package and highlighted key points of discussion and changes coming from the Bill.

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The Bill puts in place changes meant to address accountability. Gary Farnsworth highlighted the following:

- The ODOT Director will report to and be appointed by the Oregon Transportation Commission. The process for formalizing action on the current director is still unclear but the assumption is that the current director will continue until otherwise noted;
- The Commission will develop a comprehensive 20-year plan for projects;
- All Commission meetings will be live streamed in order to increase transparency;
- The Commission will coordinate with cities and counties to develop standards for reporting out on implementation and use of funding – which will ultimately tie back to fund allocation;
- Modernization projects over \$15 M will require a cost-benefit analysis;
- A Continuous Improvement Advisory Committee will be convened – consisting of Commission staff and public representatives;
- A standing Joint Committee on Transportation will be convened. The Commission as well as the Continuous Improvement Advisory Committee will report out to the standing Joint Committee on Transportation.

Gary Farnsworth highlighted the following regarding highway maintenance, preservation, and seismic funding:

- Maintenance and preservation funding will come from registration fees, title fees, a weight mile trucking tax and a gas tax of four cents in the first year that will increase in increments of two cents per year – increases being tied to meeting accountability standards;
- \$10 M will be added to the Safe Routes to School program;
- There will be an additional dedicated increase in safety funding of \$10 M per year;
- Cities less than 5,000 in population will receive increased funding as a drawback from the city distribution fund. Small counties will also receive increased funding from the county share;
- There will be a “privilege” tax on vehicles, of which some of the funds will be dedicated to a zero emission incentive fund. Incentives will be given for purchasing electric and hybrid vehicles;
- There will be a \$15 excise tax on adult bicycles purchased over \$200 dollars retail. The revenue raised will go towards ConnectOR and commuter bike/ped projects;
- The funding targets for Fix-It are as follows: 40% for bridges, 30% for seismic improvements, 24% for maintenance and replacements of culverts, and 6% for maintenance, preservation, and safety improvements in general.

Mike Folkestad asked what the privilege tax pertains to. Gary Farnsworth replied that the tax is tied to the type of vehicle purchased and whether or not the vehicle is purchased out of state. Purchasing out of state or luxury vehicles will result in a higher tax. Mike Folkestad asked if the tax applies strictly to purchases of electric vehicles. Gary Farnsworth responded no; there will actually be an incentive back for purchasing electric or plug-in hybrid vehicles.

Gary Farnsworth noted the following changes to the ConnectOR process through the Bill:

- ConnectOR funding will be redirected and consist of two formulas. The first formula is similar in form to the traditional process. If however, there is more than \$75 M available, formula two kicks in with a focus on projects of statewide significance;
- The Area Commissions will have a more defined role in the ConnectOR process. It is still unclear what that will look like.

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Gary Farnsworth asked Karen Friend to highlight important changes to public transportation through the Bill. Karen Friend noted the following:

- 90% of the funding is formula allocated across the state. Since there is no transit district in Central Oregon, formula money for our region will go to the counties. The Commission will approve transit improvement plans as submitted by the counties. There will be some sort of committee-based project recommendation process;
- Additional 5% for a competitive grant program for capital needs, but they still need to write rules about how that process will work.
- 4% to public transportation providers to improve intercity service
- One percent to ODOT to establish a statewide public transportation technical resource center to assist public transportation providers in rural areas with training, planning, and information technology
- The Area Commission will likely be asked to comment on the rules once they are completed.
- Transit will be no longer eligible for ConnectOregon funding.

Gary Farnsworth noted the following earmarked funding called in the Bill, specific to Region 4:

- There will be a total of \$75.6 M allocated to region 4 over the seven-year life of the Bill;
- Specific projects for Central Oregon called out in the Bill are US 97 Cooley Road midterm improvements, US 97 at Terrebonne, pedestrian safety improvements in the City of Prineville, and the Tom McCall roundabout project.

Bob Bryant further commented on implications of the Bill:

- Governor Kate Brown has yet to sign the Bill. Her review of the Bill is targeted for late August. Prior to that, she will make a circuit around the state to meet with stakeholders and discuss the results of the latest Session – specifically, the transportation funding package;
- With the development of a standing Joint Committee on Transportation and the Continuous Improvement Advisory Committee, there is uncertainty as to how these committees will interact with each other as well as with the Area Commissions. Looking at the more formula based criteria and language in the Bill, there may be changes to how the Area Commissions will operate;
- ODOT is working on developing a revenue schedule to align project readiness with funding availability;
- Outside of a few exceptions, there weren't any funds made available for modernization or enhancement projects;
- Overall, the Bill focuses largely on preservation of the existing system.

Jeff Hurd asked for further detail on the fund exchange for cities and counties. Gary Farnsworth responded ultimately, the Bill brings in more state money that will maximize the use of a fund exchange. Jeff Hurd asked what the process for reporting out will be. Gary Farnsworth replied that ODOT and staff will hold workshops for cities and counties on the fund exchange process over the coming months.

Mike Folkestad asked who the deciding entity is in regards to monitoring implementation. For example, who will decide whether to increase the gas tax by two cents, given that it is tied to meeting accountability criteria. Bob Bryant replied that the standing Joint Committee will likely be responsible for monitoring implementation and accountability.

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Gary Farnsworth asked how additional revenue will help with system needs from the city and county perspective. Chris Doty responded, from the county perspective, it provides more space for funding projects that might have been considered “aspirational” before.

Chair Wayne Fording asked staff how safe they feel the Bill is. Bob Bryant responded that the Committee worked hard to present a package that is as acceptable to voters as possible; however, there is still the potential for the package to be referred.

Gary Farnsworth moved on to discuss next steps for the STIP process. In July 2017 the Oregon Transportation Commission will adopt the 2018-2021 STIP. The Commission and ODOT will soon start the process of developing the 2021-2024 Statewide Transportation Improvement Program.

He outlined the process timeline as follows:

- July 2017: Educational discussion of the timeline and funding framework
- August 2017: ODOT will provide the Commission an in-depth discussion of non-highway and local programs
- September 2017: ODOT will present the Commission with funding scenarios for allocating funding among categories and programs
- October 2017: At the Commission workshop, discuss funding scenarios with ACT chairs and advisory committee representatives
- November 2017: Propose a funding scenario for the Commission’s review and approval

Jeff Monson wondered how the Area Commission can prepare for the process and discussion. Gary Farnsworth stated that staff will continue to bring information forward to the Area Commission as it becomes available. Members should be thinking about how they wish to respond to the information brought forward.

## 5. Federal Lands Access Program (FLAP)

### A. Discussion of potential projects and coordination opportunities

Gary introduced Della Mosier, ODOT, to brief the ACT on the next call for projects for the Federal Lands Access Program (FLAP).

Della Mosier explained that FLAP provides \$36.5 M per year to the state. She informed those in attendance that the next call for projects for the 2021-2022 round of funding will be in December and the deadline for applications will likely be in February. ODOT has been working to ensure local partners know about the opportunity and the associated deadlines so they can begin preparing projects and lining up partnerships with federal land management agencies now.

David Amiton, ODOT, presented a list of eight projects that have been identified to date. He noted that there is still work to do around scoping and prioritization of projects. ODOT will send the project list out to the ACT within the next week. David Amiton listed the following projects:

- Crooked River Highway OR 27 pavement preservation project that will provide access to BLM land

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- Pavement preservation and shoulder work on the Paulina Highway OR 380 that will provide access to BLM and Forest Service land;
- A shared path and land use extension project near US 26 in Warm Springs. This project is an extension of a current project and will provide access to the Mecca Flats area and add safety improvements to the roadway;
- A planning project for shared use path alignments from Sisters to Bend as identified in the Deschutes National Forest Transportation Study;
- A planning project for a path extension from Sunriver to La Pine;
- A pavement preservation project on the McKenzie Highway from the Observatory to Sisters;
- A planning study for developing wildlife crossings plan for the region;
- Development of a wildlife crossing on US 97.

Dana Cork encouraged ODOT to connect with the Forest Service in addition to the BLM for the OR 27 project. Additionally, she encouraged working with the Forest Service on the OR 380 project as economic generation in that area comes off of the Forest.

Phil Stenbeck, City of Prineville Planning Director, presented on a regional concept for connecting and mapping federal lands in the region. Ultimately, he proposed developing a cohesive plan that connects and maps federal lands in Central Oregon to a) allow better coordination of FLAP applications and projects in the region; b) be used as an economic tool to encourage visitors to stay in the area longer; and c) increase access in a strategic way. Della Mosier responded that the concept is a good example of out of the box thinking that allows for better collaboration and coordination among various partners. She expressed interest in hearing the ACTs feedback on the concept. Bob Bryant stated that federal land management agencies are developing a long range transportation plan that relates to Phil's proposed concept and may be a resource. Additionally, he agreed that FLAP applications that focus strategically on identifying and conducting work on corridors have a strong success rate; which the presented concept lends itself to. Lastly, he noted that mapping the system and connecting it in some way could then be used as a marketing tool to help disperse demand on federal lands.

Dana Cork presented strategies for FLAP application success. Applications that include a safety element and more specifically one that affects multi-modal, economic generators for the federal agency or the community, access to more than 25,000 acres of public land, address high use recreation areas, have community support, include traffic counts, are tied to scenic bikeways, improve drainage or wildlife connectivity, and can provide match will be ranked highly. Detriments to project applications may be any unresolved issues such as with NEPA and applications that are not well written.

Phil Stenbeck asked if a project addressing the Cascadia event would be considered as having a safety component. Dana Cork responded that safety, in this context, has more to do specifically with road improvements, etc.

6. Oregon Public Transportation Plan Process
  - A) Current Status and Online Open House

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Jeff Monson briefed the group on the work of the Policy Advisory Committee (PAC) on the Oregon Public Transportation Plan. Ultimately, the goal is to develop a public transportation plan that can be implemented and applicable across the state and various modes. He informed the ACT that there will be an online open house for commenting on the draft Plan, open July-August.

## B) Coordination with Local Transit Plans

Jeff asked the following people to introduce themselves as they play an important role of the Oregon Public Transportation Plan Process:

- Theresa Conley, ODOT;
- Michelle Rhoads, COIC/CET;
- Jean Palmateer, ODOT
- Jackson Lester, COIC/CET

Jean Palmateer presented on the Oregon Public Transportation Plan (OPTP) and the process to date. The OPTP will describe public transportation in Oregon: its needs, issues, and roles in the transportation system. It will provide a statewide policy framework for decisions about public transportation. Implementers of the Plan include ODOT; regional partners such as the ACTs, transit agencies, and local governments.

The Plan decision structure is comprised of two advisory committees: the TAC which advises on technical topics, and the PAC which provide recommendations on policies and other elements of the plan. Ultimately, the OTC will be the decision making body that adopts the plan. Additionally, stakeholder outreach and public involvement have been and will continue to be infused throughout the planning process.

The OPTP is expected to be adopted by the OTC in 2018. Currently, the PAC is half way through the planning process and has completed background and research on existing conditions, opportunities and challenges, and has completed drafting the Plan vision and goals. Current efforts are focused on completing and revising policies and strategies. This piece is expected to be completed in mid-June. Jean Palmateer noted that any input received will help in refining policies and informing later chapters. Input from the ACTs will be key, as the OPTP will ultimately serve as a tool for ODOT and its partners such as the ACT, in strengthening transit and developing an intermodal system.

The OPTP envisions that, in 2045, public transportation is an integral component of Oregon's transportation system and that public transportation is interconnected, convenient, affordable, and efficient as well as supports the quality of life, economic vitality, and health and safety of all Oregonians. The Plan includes 9 main goals:

- Mobility: Public Transportation User Experience
- Accessibility & Connectivity: Getting from Here to There
- Community Livability & Economic Vitality
- Equity
- Health
- Safety & Security
- Environmental Sustainability
- Strategic Investment

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- Communication, Collaboration, and Coordination

Jean Palmateer noted that the PAC identified six areas for concern regarding Public Transportation in the State of Oregon. The PAC then aligned the Plan goals and strategies to address the issues. The issues the PAC identified are as follows:

## **Connectivity and Access**

Jean Palmateer explained that connectivity refers to the presence of useful, integrated links people can use to move between places, transportation system modes, or segments of the same mode, such as between walking and biking and transit; for example, connecting local transit to Greyhound or other intercity carriers. Access refers to the ability of people to travel to places they want to go to, such as jobs, schools, shopping, and medical services.

Under the header of connectivity and access, the OPTP offers strategies to:

- Enable people to access their community and meet needs by public transportation
- Improve links between public transportation and other modes and services
- Encourage employers to provide incentives for public transportation

Jackson Lester explained that CET developed internal strategies to address the issue areas identified. To address issues with connectivity and access, CET's strategy is to "provide frequent, high-capacity transit connecting key destinations in urban areas, where supported by population and land use". CET recently developed a pilot project called "Ride Bend" providing high frequency, free rides to users through visitor dense areas within Bend.

## **Intercity and Regional Public Transportation**

Jean Palmateer explained that intercity and regional public transportation refers to a lack of convenient and affordable access between communities. She noted that this was important issue raised by many stakeholders throughout the plan development process. There is a need to increase connections between cities to other regional communities where resources such as jobs and health care may be limited. Therefore, the OPTP offers strategies to:

- Identify needs for new or more frequent regional intercity connections
- Coordinate connections between neighboring public transportation services and providers
- Identify opportunities for greater service coordination

To address intercity and regional public transportation, CET's strategy is to "provide consistent, reliable services that enable people to meet their daily needs using CET". CET worked this winter on re-timing the regional system to provide better transfer opportunities between Central Oregon communities.

## **Integrated Mobility**

Jean Palmateer stated that there is a lack of user and public knowledge of the public transportation services available and how to use the system. Using the public transportation system can be challenging and confusing

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especially if a rider needs to transfer to different systems, has a disability, or doesn't have access to a smart phone. ODOT has heard from transit riders and others about the need for a "culture of transit" that enhances the public's understanding of the opportunities, roles and functions of public transportation. Integrated mobility is about making it easier and more inviting for riders to use the public transportation system and connect to other modes. These policies are about supporting a seamless public transportation system throughout the state and include:

- Providing greater access to traveler information
- Creation of trip planning resources, such as teaching older adults how to use the bus.
- Developing easy fare payment systems that enable travel using more than one provider of public transit
- Improving first and last mile options so connections are easier – in rural areas that might include volunteer drivers getting people to a location where they can get on a bus, and assuring that there are bike racks on all buses.

To address integrated mobility, Jackson Lester explained that CET developed the following strategy "implement, and maintain communication and marketing strategies to communicate services". CET recently launched a real-time arrival time application to provide better access to traveler information.

### Equity

Jean Palmateer explained that in many ways, the issues of equity are interwoven in all goal areas within the Plan. The policies and strategies within the equity goal itself are focused more on the criteria considered in funding decisions and identifying and addressing barriers to using the transportation system by the transportation disadvantaged such as:

- Using census and other data to identify equity issues when modifying service
- Evaluating implications of funding policies and programs on underserved areas and for transportation disadvantaged populations
- Assessing impacts of planned service changes
- Reducing barriers to access by prioritizing investments in underserved areas

To address equity, CET's strategy is to "support the ability of public transportation to contribute to affordable communities." Jackson Lester noted that the Transit Propensity Index and the Housing and Transportation Index are valuable tools for this process. One example of how CET addresses equity is by offering travel training to human services organizations to encourage marginalized populations to use transit.

Mike Folkestad asked for more information on the Transit Propensity Index. Jackson Lester explained that the darker the color, the higher the propensity. Propensity is measured by the aggregate densities of underserved populations including low income households, elderly, zero car households, people with disabilities, and low English proficiency. Mike Folkestad asked how Ride Bend overlays onto the Transit Propensity Index map. Jackson Lester explained that Ride Bend overlays in a lower transit propensity area because it is not meant to address the equity and propensity metrics but rather is meant to provide transit in an area that is extremely congested, and to provide access between high use destinations. Equity services are more aligned with services such as the community connector service which allows people to access their jobs and healthcare needs from neighboring communities.

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## Communication and Collaboration

Jean Palmateer stated that ODOT heard a lot about the value and potential of coordination and collaboration from nearly all participants in previous public outreach. Coordination of services has the potential to increase efficiency, create additional access and reduce redundancy. The policy goals are:

- Facilitate shared data collection, formats
- Promote the use of open source software
- Advance coordination between social service providers and public transportation providers
- Support different agencies coordinating services and planning efforts

CET is addressing this by “providing ongoing information to government agencies and the public regarding the goals and purpose of public transportation.” Specifically, CET participates regionally in public meetings and planning processes, representing the needs and value of transit.

## Strategic Investment

Jean Palmateer explained that OPTP policies help provide structure for long-term planning and decision making and will support the identification of priorities and guide investments regardless of funding levels. It considers the types and levels of service in a community and focuses on maintaining service as a baseline. The policy goals for strategic investment are:

- Invest strategically by preserving existing service levels, improving efficiency and reliability, and adding new connections and services to meet identified needs
- Identify and develop creative partnerships
- Reduce barriers to creative partnerships

CET’s strategy for strategic investment is to “collaborate with employers and organizations to promote public transportation and transportation options programs to employees.” For example, CET has developed funding partnerships with OSU, COCC, St. Charles, & RPA to expand service in exchange for group bus passes.

Jean Palmateer stated that it is essential that the OPTP reflect the needs and interests of the whole state. She encouraged those in attendance to participate in the OPTP online open house, open July – August.

- link to online open house: <http://optpfeedback.org/>
- link to project website: [www.oregon.gov/ODOT/TD/TP/pages/optp.aspx](http://www.oregon.gov/ODOT/TD/TP/pages/optp.aspx)

## 7. August 21 Eclipse: Transportation Preparations

### A. Informational Update

Jim Scholtes, ODOT Interim District 10 Manager, spoke to how ODOT is preparing for the August Solar Eclipse.

He explained that planning efforts started in June 2016. ODOT’s primary objective is to keep the highway flowing continuously. In order to accomplish this, ODOT is employing a variety of strategies. ODOT will be tracking choke points and events around the region to coordinate with various partners and event staff on safely

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moving traffic. 14 PCMS boards with PSAs asking people not to stop on the highway will be employed, starting Friday. Additionally, ODOT crews will be stationed overnight on the 97 and 26 corridors Thursday through Friday and again Sunday through Monday in order to respond to incidents and keep traffic flowing.

To help identify system needs, ODOT is working with Deschutes County on a social media survey to gather information on travel in and out of the region. The survey received 750 responses and will be ongoing leading up to the eclipse. Based on information gleaned to-date, he noted a few key points. First, Thursday through Sunday will see the heaviest arrival numbers. This is important because arrivals will be more dispersed than initially thought. Second, Tuesday is the most popular departure date, contrary to initial speculation. Lastly, the survey confirms that most people will be traveling from out of state and from the valley.

Ron Cholin asked if ODOT will set up a bypass in Sisters through Barclay and provide traffic control on the east end. Jim Scholtes responded yes. Dana Cork wondered if ODOT expects people to use the Aspen Lakes road to bypass Sisters completely. Bob Bryant responded that it is not likely as that area is not typically taxed during other busy events such as the Sisters Quilt Show.

Jim Scholtes continued, explaining that ODOT will collect real time traffic data, starting Thursday, to be broadcasted through multiple media outlets such as Facebook, Twitter, and Trip Check. He added that full zoom cameras will be permanently installed in Madras and Prineville as well. Two mobile cameras will be stationed near Warm Springs and Evergreen in Redmond but may move depending on the circumstances.

Jeff Monson stated that Drive Less Connect is working to encourage carpooling, biking and walking to locals. Jim Scholtes will inform the PIOs at the joint information center to push that message out.

**Chair Wayne Fording adjourned the meeting at 5:22pm**

## ATTACHMENT B

Date: Fri, 25 Aug 2017 15:37:16 +0000

Subject: Save the Date - Oregon Transportation Commission Workshop: October 19, 2017

The Oregon Transportation Commission's annual workshop will take place on October 19-20, 2017, at the Oregon Garden in Silverton.

The Commission is planning to have an in-depth discussion about development of the 2021-2024 Statewide Transportation Improvement Program (STIP) on the afternoon of Thursday the 19th, and they would like to invite Area Commissions on Transportation (ACT) chairs and modal advisory committee chairs to engage in a dialogue with the Commission about the STIP.

The Commission would like input on investment needs in your area or mode and your feedback on the allocation of funds among programs in the STIP. To facilitate this input, please consider the following questions:

- How should the Commission prioritize allocation of funds across the categories of programs (Fix-It, Enhance, Safety, Non-Highway, and Local Government Programs)?
- Among state highway programs, what is the appropriate split between Fix-It, Enhance, and Safety?
- To what specific programs should the Commission target non-highway funding among public transportation, bicycle and pedestrian, and transportation options programs?

For context on the Commission's discussion on the 2021-2024 STIP to date, you can read ODOT's August STIP memo to the Commission, watch the video of the August Commission STIP discussion, and read the summary of the July Commission meeting STIP discussion.

Please let us know if you will be able to join us for this discussion. If you will not be able to join us, let us know and we will extend an invitation to your vice chair or appropriate alternate. If you will be traveling a significant distance and require overnight accommodations, we will provide a room for one night.

You can RSVP your attendance and accommodations needs no later than Tuesday, September 6, 2017 to Jacque Carlisle or Emily Nascimento at [\(503\) 986-3450](tel:5039863450) or email [OTCAdmin@odot.state.or.us](mailto:OTCAdmin@odot.state.or.us).

We will send the finalized agenda in late September once we have the details set. If you have any questions, please contact Ms. Carlisle or Ms. Nascimento.

I look forward to seeing you on October 19th in Silverton.

Thank you,  
Matthew L. Garrett



# Oregon

Kate Brown, Governor

**Oregon Transportation Commission**

Office of the Director, MS 11

355 Capitol St NE

Salem, OR 97301-3871

**DATE:** August 6, 2017

**TO:** Oregon Transportation Commission

*[Original signature on file]*

**FROM:** Matthew L. Garrett  
Director

**SUBJECT:** **Agenda I** – 2021-2024 Statewide Transportation Improvement Program (STIP) allocation discussion of non-highway and local government programs

**Requested Action:**

Engage in discussion about 2021-2024 Statewide Transportation Improvement Program funding allocation process focused on non-highway and local government programs.

**Background:**

In July the Oregon Transportation Commission launched the process of developing the next STIP. The first step in this process is allocation of funds among programs. This will culminate by the end of the year with the Commission's adoption of a funding scenario that specifies how much funding will be dedicated to each category and to programs within categories other than Fix-It. Allocations among Fix-It programs will be brought to the Commission after reviewing asset condition information.

In July, the Commission agreed to a proposed framework with six categories of funding:

- Non-Highway Programs
- Local Government Programs
- Enhance
- Fix-It
- Safety
- Other

The new categorization breaks up a large category previously referred to as "Off the Top" that went largely to non-highway and local government programs. Splitting up this category will provide greater transparency and facilitate Commission discussion about allocation among the categories. The Commission also agreed to split off Safety from Fix-It because of its importance and difference from other Fix-It programs.

**Fix-It and Enhance**

In the last two STIPs, the Commission used multi-modal Fix-It and Enhance categories to allocate funding and select projects across all modes. For the 2021-2024 STIP the Oregon Department of Transportation (ODOT) proposes focusing decision-making on Fix-It and Enhance within each mode. For the new process, we propose determining the relative need between Fix-It and Enhance in the

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highway mode and also examining needs in non-highway modes so that funding can be split between Fix-It and Enhance within these modes. ODOT believes this will facilitate discussion of needs within each mode and simplify project selection, particularly for non-highway modes where the line between Fix-It and Enhance is not always clear.

### **Local Government Programs**

Most local programs are required under federal or state law or agreement with the Association of Oregon Counties and League of Oregon Cities. Funding generally grows over time under formulas included in the law or agreement. ODOT proposes that the Commission keep the existing program structure but increase funding for the Transportation and Growth Management (TGM) program, which has been flat funded for several biennia, while other programs have grown. While funding for most local programs grows automatically, funding for TGM has remained flat since the 2007 biennium at \$9.3 million including the non-federal match. The average award amount has increased by approximately 20 percent in the last four years, reducing the number of awards. In any given year we have only been able to award about a half to a third of the requests. Raising the allocation to \$5 million a year will allow us to absorb much of increase in the award amounts.

### **Non-Highway Programs**

Three subcategories of non-highway funding must be included in the STIP.

- **Public Transportation** - Approximately \$43.5 million in Federal Highway Administration formula funding is transferred to public transportation based on legislative direction and longstanding practice.
- **State Highway Bicycle and Pedestrian** – ODOT's share of the 1 percent State Highway Fund set aside and the new Safe Routes to School Program provide approximately \$60 million for the 2021-2024 STIP (not including the 1 percent State Highway Fund setaside from local government apportionments).
- **Discretionary Non-Highway** - Approximately \$51 million is required under federal and state law, but the Commission may decide how to allocate this to specific programs within relatively broad parameters.

These minimum funding amounts are three year totals for 2022-2024 based on preliminary estimates and are subject to modification.

The existing non-highway program structure was created specifically for the 2018-2021 STIP process, in which we had extremely limited funds to allocate initially. House Bill 2017 (Transportation Funding) makes significant investments in non-highway modes, particularly public transportation, both within and outside the STIP. ODOT's program structure proposal below lays out how we believe we should use the federal funding in the STIP to complement the investments in HB 2017, using the commission's investment strategy as a guide.

ODOT recommends targeting this discretionary non-highway funding to the following programs:

- **Non-highway leverage** - In the 2018-2021 STIP, the Commission created a program that allowed ODOT regions to add non-highway elements to existing STIP projects, particularly bridge and pavement projects where Fix-It program funds can't readily be used for needed

bicycle, pedestrian, and transit project components. This allows ODOT to better respond to community needs.

- **Off-road trails** - On-road bicycle/pedestrian projects received significant funding from HB 2017, but off-road trails and multi-use paths did not. Because of the State Highway Fund constitutional restriction and limited *ConnectOregon* funds, trails are highly reliant on federal highway funds in the STIP.
- **Safe Routes to School education** - The Commission has funded a Safe Routes to School education program in the Transportation Safety Division at \$500,000 per year after dedicated federal funding for the program was eliminated. The Commission’s investment strategy recommended increasing this amount, but this was not included in HB 2017 despite strong support from a number of advocates.
- **Transportation Options** - The Commission funded a statewide transportation options program in the 2018-2021 STIP, and ODOT recommends increasing support.
- **Americans with Disabilities Act** - ODOT needs funding to meet our commitments under our Americans with Disabilities Act (ADA) Transition Plan and settlement agreement for standalone ramp projects. This will be over and above ramps that will be completed as part of our expanded pavement preservation program.
- **Bus replacements** - The Commission chose to fund a bus replacement program in the 2018-2021 STIP because the fleet is aging past recommended replacement schedules. While public transportation received a significant infusion of resources in HB 2017, most of the new Statewide Transportation Improvement Fund will be focused on service improvements rather than vehicle replacements.

Based on Commission feedback, ODOT will propose an allocation of funding among programs.

Copies (w/attachments) to:

Jerri Bohard	Travis Brouwer	Tom Fuller	Bob Gebhardt
Lynn Averbeck	Paul Mather		



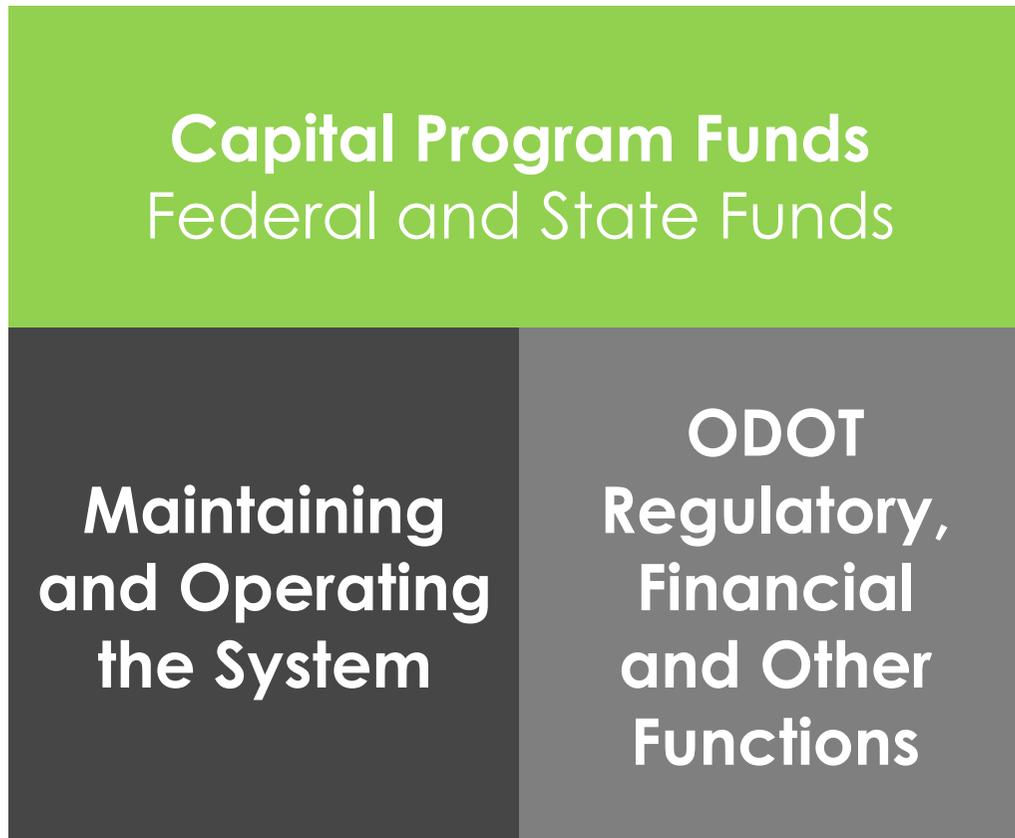
**2021-2024**

Statewide Transportation  
Improvement Program



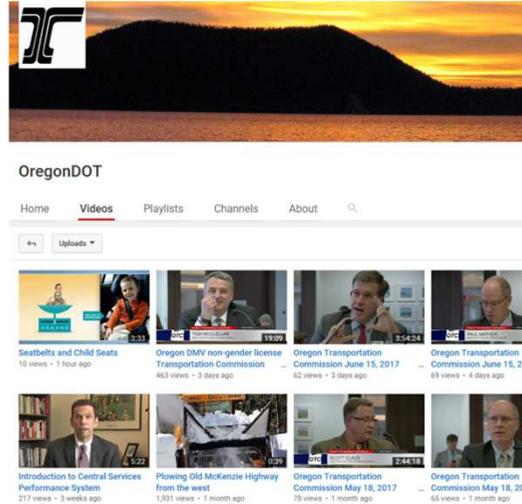
September 2017

# What's a STIP?





**Transparency**



**Accessibility**



**Openness**



## How ODOT will engage stakeholders

Engage at meetings

Regular email updates and online OTC materials

Actively seek input to OTC



# 2021-2024 STIP Schedule

Program Allocation	Project Selection	Public Review And Approval
Summer-Fall 2017	Winter 2017-Fall 2019	Fall 2019-Summer 2020
Commission allocates funding among programs	Review STIP considerations	Develop draft STIP
	Develop preliminary project lists (150% lists)	Commission releases for public comment
	Scope preliminary projects	Commission approves final STIP
	Develop and finalize recommended project lists (100% lists)	FHWA and FTA approval

# Timeframe for Program Allocation

**July**

**August**

**September**

**October**

**November**

**Timeline  
and  
funding  
framework**

**Non-  
highway  
and local  
programs**

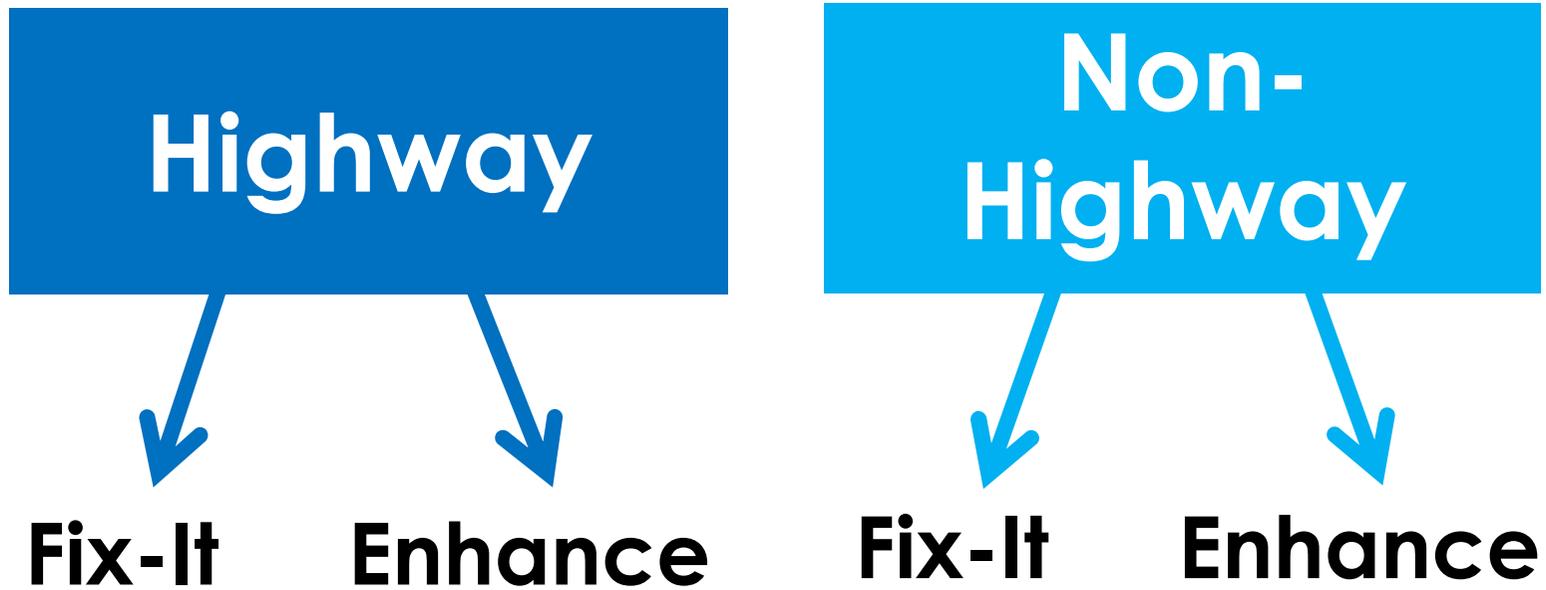
**Highway  
conditions  
and  
funding  
scenarios**

**Discuss  
funding  
scenarios  
with stake-  
holders**

**Approve  
funding  
scenario**



# Fix-It and Enhance Within Categories



# Funding Categories in the 2021-2024 STIP

<b>Fix-It</b>
<b>Enhance (Highway)</b>
<b>Non-Highway</b>
<b>Local Programs</b>
<b>Safety</b>
<b>Other Functions</b>



# Categories of Non-Highway Funding and Required Minimum Funding in '21-'24 STIP

Preliminary estimates; subject to revision

<b>Public Transportation*</b> <b>\$43.5 million</b>
<b>State Highway Fund Bicycle/Pedestrian</b> <b>\$60 million</b>
<b>Discretionary Non-Highway</b> <b>\$51 million</b>



\*Includes only FHWA funds flexed to transit; does not include FTA funds passed through Rail and Public Transit Division

# Discretionary Non-Highway Funding Recommended Categories

\$51 million for 2022-2024

<b>Non-Highway Leverage</b>
<b>Off-Road Bicycle and Pedestrian</b>
<b>Safe Routes to School Education</b>
<b>Transportation Options</b>
<b>Americans With Disabilities Act</b>
<b>Bus Replacements</b>



# Local Government Programs in the STIP



STP for cities and counties



MPOs  
STP, Transportation Alternatives, Planning



Local Bridge



Congestion Mitigation & Air Quality (CMAQ)



Transportation and Growth Management



Immediate Opportunity Fund



## Stakeholder Input Requested

How should the Commission prioritize allocation of funds across the categories?

Among state highway programs, what is the appropriate split between Fix-It, Enhance, and Safety?

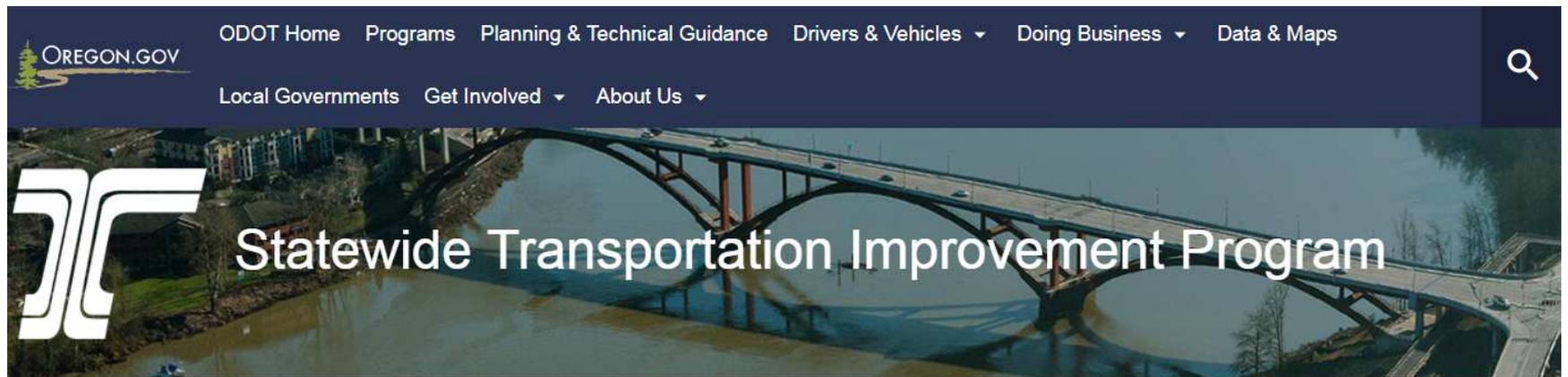
To what specific programs should the Commission target non-highway funding among public transportation, bicycle and pedestrian, and transportation options programs?



# For More Information

Go to [www.oregon.gov/odot/stip](http://www.oregon.gov/odot/stip)

To sign up for e-mails, take our survey, or get additional information.



### About the STIP

What is the STIP?

[STIP Basics Video](#)

[Transportation Funding](#)



### Project Lists

[Projects Under Construction](#)

[Project Map](#)

[Current STIP \(2015-18\)](#)

[Future STIP \(2018-21\)](#)



### Get Involved

[Sign Up for Email Updates](#)

[Transportation Funding Survey](#)

[Submit a Comment](#)

[Area Commissions on Transportation](#)

[Region and Statewide Contacts](#)



## 2021-2024 STIP Presentation to Stakeholders

### September 2017

#### Background

- The Oregon Transportation Commission and ODOT have started the process of developing the 2021-2024 Statewide Transportation Improvement Program.
- The STIP is the state's transportation capital program. It's a subset of the overall ODOT budget.
- It includes only our capital programs, including all of the federally funded programs, funding for local programs and transit, as well as state funding for projects.
- It doesn't include basic highway maintenance that happens when our own crews go out to patch potholes, plow snow, or fix guardrails.
- It doesn't include ODOT's administrative functions like HR, IT, procurement, or finance.
- It doesn't include DMV or Motor Carrier regulatory or customer service functions.

#### Transparency, Accessibility, and Openness

- Because we're spending hundreds of millions of dollars of taxpayer money, we want to get input from Oregonians about how we spend these funds. We intend to engage the STIP decision-making process with an unprecedented level of transparency, openness, and accessibility.
  - **Transparency:** ODOT will share information and present it to the public in a way that helps them understand the decision-making process.
  - **Accessibility:** ODOT will make information easily available to the public through a variety of means, including the web, e-mail updates and streaming video.
  - **Openness:** ODOT will invite the public and stakeholders to provide feedback on how to spend their money.
- Throughout this process we will keep stakeholder groups updated and seek input from stakeholders and the public at key times.
- Our goal is for stakeholders and the public to understand the decision making process and provide their input on key priorities.

#### How ODOT Will Engage Stakeholders

- We will engage and seek input from ACT, RSAC, and MPO policy boards at their regular meetings.
- We plan to provide monthly e-mail updates to interested parties, including ACTs and MPOs.
- Video of the OTC meetings and the meeting materials will be readily available online so people can see the discussion.
- At key points we will be actively soliciting input, such as:
  - We have released a survey asking the public about their priorities for funding.
  - Asking the public to weigh in on STIP funding scenarios.
  - Seeking input from ACTs, including the Commission engaging ACT and advisory committee chairs on STIP funding.

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### Process and Timeline

- The STIP development takes place in three phases stretching over three years.
  - **Program allocation** will distribute funding among programs. This will be complete by the end of the year when the OTC adopts a funding allocation.
  - During **Project Selection** we will review the STIP considerations and use our advisory committees and management systems to create preliminary project lists in different programs, scope projects, then narrow projects to a final recommended list. We will also engage the public and stakeholders. This will take place in winter 2017 through Fall 2019.
  - **Public review and approval** entails the Commission putting the STIP out for a formal public comment period, then adopting a revised STIP and getting it approved by FHWA and FTA. This will take be completed in summer of 2020.

### Program Allocation Timeframe

- Through the Program Allocation process, the Commission will determine how to allocate funds among different categories of programs.
- **July:** The process began in July with an education discussion of the timeline and funding framework to set a foundation.
- **August:** In August ODOT provided the Commission an in-depth discussion of non-highway and local programs and made recommendations on how to target local government and non-highway program funding.
- **September:** In September, ODOT will present the Commission conceptual funding scenarios that present options for allocating funding among categories and programs and help them understand how these funding levels impact our highway conditions.
- **October:** At the Commission's workshop in October, we plan to discuss these funding scenarios with the chairs of our ACTs and advisory committees.
- **November:** In November, we plan to propose a funding scenario for the Commission's review and approval.

### Funding Categories

- For the last two STIP cycles the Commission has focused on allocating between two major categories: Fix-It (to preserve the system) and Enhance (to expand it).
- In this STIP, the Commission will focus the decision making on Fix-It and Enhance within each mode—so we will look at Highway and decide on the split in funding between Fix-It and Enhance, then look at all the needs in non-highway modes and split funding between Fix-It and Enhance within those categories.
- In addition to Fix-It and Enhance, the Commission has split up a large category of funding that we referred to as "Off the Top" because it was allocated to programs before splitting the remainder of the funding between Fix-It and Enhance. This mainly included non-highway and local programs. Breaking up the Off the Top category will provide greater transparency into

## ATTACHMENT B

what's included and facilitate discussion about allocation of funding to local and non-highway programs.

- The Commission also called out Safety specifically because it's different than the other Fix-It programs.

### **Non-Highway Funding**

In August the STIP discussion with the Commission focused on non-highway programs. ODOT must include three subcategories of non-highway funding in the STIP.

- **Public Transportation** - Approximately \$43.5 million in Federal Highway Administration formula funding is transferred to public transportation based on legislative direction and longstanding practice.
- **State Highway Fund Bicycle and Pedestrian** – ODOT's share of the 1 percent State Highway Fund set aside and the new Safe Routes to School Program provide approximately \$60 million for the 2021-2024 STIP.
- **Discretionary Non-Highway** - Approximately \$51 million is required under federal and state law, but the Commission may decide how to allocate this to specific programs within relatively broad parameters.

These minimum funding amounts are three year totals for 2022-2024 based on preliminary estimates and are subject to modification.

### **Discretionary Non-Highway Funding**

In August ODOT proposed targeting the \$51 million in non-highway discretionary funding to a number of categories.

- **Non-highway leverage** - In the 2018-2021 STIP, the Commission created a program that allowed ODOT regions to add non-highway elements to existing STIP projects. This allows ODOT to better respond to community needs.
- **Off-road trails** - On-road bicycle/pedestrian projects received significant funding from HB 2017, but off-road trails and multi-use paths did not. Because of the State Highway Fund constitutional restriction and limited ConnectOregon funds, trails are highly reliant on federal highway funds in the STIP.
- **Safe Routes to School education** - The Commission has funded a Safe Routes to School education program in the Transportation Safety Division at \$500,000 per year after dedicated federal funding for the program was eliminated. The Commission's investment strategy recommended increasing this amount, but this was not included in HB 2017 despite strong support from a number of advocates.
- **Transportation Options** - The Commission funded a statewide transportation options program in the 2018-2021 STIP, and ODOT recommends increasing support.
- **Americans with Disabilities Act** - ODOT needs funding to meet our commitments under our Americans with Disabilities Act (ADA) Transition Plan and settlement agreement for standalone

## ATTACHMENT B

ramp projects. This will be over and above ramps that will be completed as part of our expanded pavement preservation program.

- **Bus replacements** - The Commission chose to fund a bus replacement program in the 2018-2021 STIP because the fleet is aging past recommended replacement schedules.

ODOT received Commission input on this proposal and will incorporate this into a funding scenario.

### Local Government Programs

- The STIP includes a large number of local government programs that are required under federal or state law or agreement with the Association of Oregon Counties and League of Oregon Cities. Funding generally grows over time under formulas included in the law or agreement. These include:
  - Surface Transportation Program for cities and counties under our working agreement with AOC and LOC. This is also known as the fund exchange program.
  - Funding for the three large Metropolitan Planning Organizations under the STP, Transportation Alternatives, and MPO Planning programs.
  - Local Bridge program.
  - Congestion Mitigation and Air Quality Improvement Program.
  - Transportation and Growth Management grants for planning and projects.
  - Immediate Opportunity Fund grants for economic development.
- In its August STIP presentation to the Commission ODOT proposed to keep the existing program structure but increase funding for the Transportation and Growth Management (TGM) program.
- While funding for most local programs grows automatically, funding for TGM has remained flat since the 2007 biennium at \$9.3 million including the non-federal match. The average award amount has increased by approximately 20 percent in the last four years, reducing the number of awards. In any given year we have only been able to award about a half to a third of the requests.

### Stakeholder Input

- At its workshop in October the Commission is planning to have an in-depth discussion about development of the STIP. They are inviting ACT and modal committee chairs to engage in a dialogue with the Commission about the STIP.
- The Commission would like input from each ACT and modal committee on investment needs and feedback on the allocation of funds among programs in the STIP. The Commission would appreciate input on the following questions:
  - How should the Commission prioritize allocation of funds across the categories of programs (Fix-It, Enhance, Safety, Non-Highway, and Local Government Programs)?
  - Among state highway programs, what is the appropriate split between Fix-It, Enhance, and Safety?
  - To what specific programs should the Commission target non-highway funding among public transportation, bicycle and pedestrian, and transportation options programs?

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- Essentially, are the target categories proposed by ODOT the correct ones?

### **For More Information**

- We hope you'll go to our STIP website: [www.oregon.gov/odot/stip](http://www.oregon.gov/odot/stip)
- It has information on the STIP, a survey on how we should spend transportation funding, and you can sign up for our STIP e-mail updates.