



Metro  
600 NE Grand Ave.  
Portland, OR 97232-2736

## Council work session agenda

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**Tuesday, September 7, 2021**

**10:00 AM**

**<https://zoom.us/j/471155552> or  
877-853-5257 (toll free)**

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### **10:00 Call to Order and Roll Call**

#### **Work Session Topics:**

10:05 Metropolitan Transportation Improvement Program [21-5582](#)  
Overview

Presenter(s): Margi Bradway (she/her), Metro  
Ted Leybold (he/him), Metro

Attachments: [Staff Report](#)  
[Attachment 1](#)

10:50 Council Community Fund [21-5581](#)

Presenter(s): Ina Zucker (she/her), Metro  
Victor Sin (he/him), Metro

Attachments: [Staff Report](#)

### **11:20 Chief Operating Officer Communication**

### **11:25 Councilor Communication**

### **11:30 Adjourn**

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ការគោរពសិទ្ធិពលរដ្ឋរបស់ ។ សំរាប់ព័ត៌មានអំពីកម្មវិធីសិទ្ធិពលរដ្ឋរបស់ Metro ឬស្នើសុំទទួលបានកាតបណ្តឹងរើសអើងសូមចូលទស្សនាគេហទំព័រ [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights)។ បើលោកអ្នកត្រូវការអ្នកបកប្រែភាសានៅពេលអង្គប្រជុំសាធារណៈ សូមទូរស័ព្ទមកលេខ 503-797-1700 (ម៉ោង 8 ព្រឹកដល់ម៉ោង 5 ល្ងាច ថ្ងៃធ្វើការ) ប្រាំពីរថ្ងៃ មុនថ្ងៃប្រជុំដើម្បីអាចឲ្យគេសម្រួលតាមសំណើរបស់លោកអ្នក ។

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**Metropolitan Transportation Improvement**  
*Work Session Topic*

Metro Council Work Session  
Tuesday, September 07, 2021

# REVIEW AND DISCUSSION OF THE METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM (MTIP) AND METRO COUNCIL ROLES AND DESIRED PROCESS AND OUTCOMES

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Date: August 31, 2021  
Department: Planning, Development & Research  
Meeting Date: September 7, 2021

Prepared by: Margi Bradway, Ted Leybold  
Presenters: Margi Bradway, Ted Leybold  
Length: 30 minutes

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## ISSUE STATEMENT

The Metropolitan Transportation Improvement Program (MTIP) is a federally required process. It includes documenting how transportation projects prioritized for funding advance the Portland metropolitan region's shared goals and comply with federal regulations – such as fiscal constraint, air quality impacts, and public involvement. The MTIP outlines the implementation schedule of federally funded transportation projects in the region for the next four years and helps to manage the delivery of transportation projects. The MTIP exists as a financial planning and project delivery tool for the metropolitan region. As a tool, the MTIP assists in ensuring the region does not overspend and tracks the scheduled delivery of transportation projects.

The Metro Council is requested to adopt a new MTIP every three years and is also requested to manage changes through amendments to the MTIP each month. With a new MTIP currently in development and significant amendments to the current MTIP expected in the next year, this work session aims to provide a common understanding of the Metro Council role in the MTIP process and to provide direction to Metro staff on how to support the Council in carrying out the MTIP process.

## ACTION REQUESTED

No formal action required. Staff is asking Council to provide direction on how staff can best support Council in their role in the MTIP process. .

## IDENTIFIED POLICY OUTCOMES

The MTIP aims to carry out regional transportation policy direction set forth in the Regional Transportation Plan (RTP). In addition to adequately maintaining the transportation system, investments are to improve outcomes toward desired performance for the following priorities:

- **Safety:** toward the Region's Vision Zero target for fatal and serious injury crashes
- **Climate:** implementing the Region's Climate Smart Strategy
- **Equity:** eliminating inequities of the transportation system for people of color and with low income
- **Congestion relief:** implementing the Region's Congestion Management Process

When it comes to major projects in the MTIP or being amended in the MTIP, Metro staff has heard from individual Metro Council that they would like:

- More specificity in what it means to meet the four desired outcomes
- Improved communication between Metro Council and the Joint Policy Advisory Committee on Transportation (JPACT) on how to meet the four desired outcomes
- Consideration of how to balance and weight the desired outcomes relative to each other

At this Council work session, we will dive further into these requests, starting with the questions below.

### **POLICY QUESTION(S)**

- How does Metro Council want to apply the 2018 RTP priority outcomes to an MTIP amendment?
  - Does Metro Council want staff to use the outcomes as screening criteria?
  - If screening criteria are developed, should a threshold be applied, either numerically or otherwise?
  - Should one outcome have more weight than others?
  - How should the impacts of the proposed project be considered in the context of the total package of projects included in the current MTIP?
  - If Metro staff had the resources and capability to analyze every MTIP Amendment, if and how should that be applied?
- Does Metro Council have questions about how Metro administers the MTIP process?
  - What is the best way for staff to provide information to Metro Councilors on upcoming MTIP amendments?
- How does Metro Council create clear communication between JPACT and Council regarding the MTIP and upcoming MTIP amendments?
- What outcomes should staff consider as we begin to develop the 2023 RTP list and future MTIPs?

### **POLICY OPTIONS FOR COUNCIL TO CONSIDER**

Metro Council makes decisions based on the outcomes that it wants to achieve. For the RTP and MTIP, Metro shares this outcome-based decision-making process with JPACT.

For upcoming amendments to the current 2021-24 MTIP, Council could provide additional direction for how to frame future MTIP amendments on how the proposed amendment meets the four desired outcomes. Metro processes MTIP amendments that vary in size and scale, which raises a question on whether larger MTIP amendments for major projects should be treated differently from smaller ones.

In addition, Metro staff have begun the work to develop the next MTIP for 2024-27. Council could provide additional direction for its desired input to the future allocation processes that will prioritize new projects to be included in the next MTIP. Current policy

direction is used by staff to prepare Metro agency comments at key decision points for the allocation processes that are most likely to be impactful to priority policy outcomes. Metro Council will also be considering adoption of the program direction for the Regional Flexible Fund Allocation (RFFA) element of the MTIP at its September 9, 2021 meeting and provided early input to that process at a previous Council Work Session. Staff will request Metro Council direction on how to frame and analyze the MTIP projects in the 2024-27 MTIP based on Metro Council's desired outcomes.

## **STAFF RECOMMENDATIONS**

None.

## **STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION**

The MTIP is both a process and a document to help understand and influence how proposed near-term transportation investment decisions consider and help implement the priority policy outcomes defined in the long-term regional transportation plan. Metro Council participated in the development of the current RTP that utilized Metro racial equity goals and climate action goals and integrated them into regional transportation policy. Council will work through the next two years to update those policies during the development of the 2023 RTP.

In this work session, Council will consider how it may wish to refine its participation in and use of the MTIP process as a means to best implement the desired transportation policy outcomes as defined in the RTP.

## **BACKGROUND**

Every three years the Metro Council is scheduled to consider approval of the MTIP, and in each subsequent month to approve amendments to the MTIP. In this work session, the Council will review the purpose of the MTIP, its participation in the MTIP process, and consider providing direction to program staff on how the MTIP meets Metro Council's desired outcomes.

The MTIP is a federally required process that encourages the cooperative development, evaluation, and adoption of the near-term investments in regional transportation. Its purpose is to promote communication and collaboration by agencies that allocate transportation funds, promote consideration of transportation plans and policies as a part of funding allocation processes, and to ensure fiscal accountability for agencies using federal transportation funds on projects.

Metro Council's participation in this process is framed by its role as the policy board of the region's Metropolitan Planning Organization (MPO), a role it shares with JPACT. Federal regulations require the MPO policy board to adopt each MTIP and approve subsequent amendments to the MTIP.

Council most recently approved the 2021-24 MTIP, which is currently active, and has approved subsequent amendments to the current MTIP. Work has also begun on the

development of the upcoming 2024-27 MTIP. Staff has provided comments to Oregon Department of Transportation (ODOT) on the development of its funding allocation processes based on the Council adopted policy priorities and Council will be considering program direction for the allocation of RFFA funding for the years of 2025-27 at its September 9, 2021 meeting.

Staff support to the Council for the MTIP process has been guided by the 2021-24 Policy (Program Direction) Report. In addition to following federal regulations, encouraging cooperation in leveraging discretionary funding, and implementing a regional funding strategy, it emphasizes implementation of the RTP investment priority outcomes described above.

Currently the process for analysis and consideration of a new MTIP is for staff to conduct a performance assessment on the package of proposed new projects to evaluate their expected impact on the regional performance targets for the priority outcomes. Based on this assessment, staff may also make recommendations to funding agencies regarding implementation of the proposed projects or for consideration during their next funding allocation process. For individual project amendments to the current MTIP, current practice is to ensure the project is included as a part of the RTP financially constrained list (which is also analyzed for performance against the regional performance targets) and to describe which priority outcomes the project will advance.

## **ATTACHMENTS**

2021-2024 MTIP Policy (Program Direction) Report

[For work session:]

- Is legislation required for Council action? ☐ Yes ☒ No
- If yes, is draft legislation attached? ☐ Yes ☐ No
- What other materials are you presenting today? PowerPoint presentation





DRAFT

# 2021 – 2024 Metropolitan Transportation Improvement Program (MTIP) policy direction

February 2019

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



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environment for current and future generation

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## INTRODUCTION

The Metropolitan Transportation Improvement Program (MTIP) serves as the federally required schedule of transportation investments administered by Metro, ODOT, TriMet and SMART. The MTIP also monitors implementation of federal and regional policies for the Portland metropolitan region during a four-year cycle.

### Purpose

The purpose of the 2021-2024 MTIP policy report is to provide clarity on the guiding direction for the investments to be included as part of the 2021-2024 MTIP. The 2021-2024 MTIP policy establishes the expectations among regional partners and guides federal and relevant state and local transportation investments proposed for fiscal years 2021 through 2024 in the metropolitan planning area by defining policy priorities and outcomes investments are expected to contribute towards advancing. For those partners with responsibilities to administer federal transportation funds, the 2021-2024 MTIP policy report is a reaffirmation of the common goals and objectives investments are expected to make progress towards while in their stewardship.

### MTIP Basics

*What is the Metropolitan Transportation Improvement Program (MTIP)?*

The federal definition of the Metropolitan Transportation Improvement Program (MTIP) is,

*“a prioritized listing/program of transportation projects covering a period of four years that is developed and formally adopted by an MPO as part of the metropolitan transportation planning process, consistent with the metropolitan transportation plan, and required for projects to be eligible for funding under title 23 U.S.C. and title 49 U.S.C. chapter 53.”<sup>1</sup>*

In practice the MTIP is also a process in addition to a document illustrating a list of transportation investment priorities for the upcoming fiscal years. As part of the process, partners demonstrate how the region works together to achieve the common goal of implementing the most recently adopted Regional Transportation Plan (RTP) and complying with applicable federal regulations to remain eligible for funding. Further responsibilities land on the partners involved in administering federal transportation funding (Metro, ODOT, TriMet, and SMART) in demonstrating how the individual allocation processes worked cooperatively to advance RTP implementation and complying with applicable federal regulations.

The MTIP also serves as a monitoring tool for implementation of regionally significant and federally funded transportation projects.

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<sup>1</sup> 23 CFR 450.104 - Definitions

### *What is part of the Metropolitan Transportation Improvement Program?*

The MTIP is comprised of several components, but can be categorized into the following major elements:

1. A list of projects within the metropolitan region for the upcoming four fiscal years and numerous project details;
2. various discussion sections addressing funding allocation processes, MTIP system performance, financial constraint, RTP implementation; and
3. a description of protocols, administrative policies and other related expectations for managing the MTIP.

The following bulleted list describes in more detail the typical content and components of the MTIP.<sup>2</sup> Additionally, Figure 1 illustrates the components which go into the project list and the components which go into the MTIP.

#### Project List

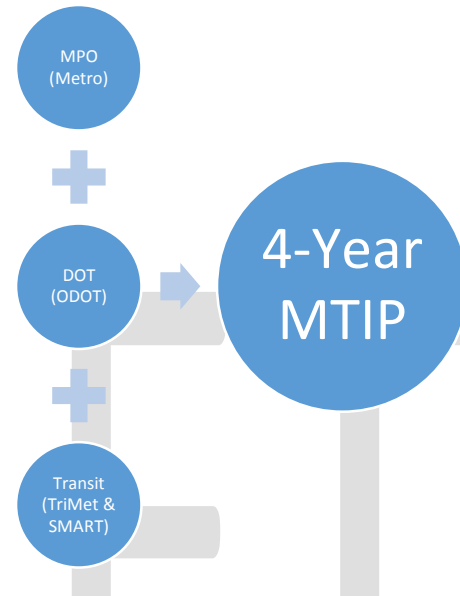
- A project list with the year-by-year anticipated expenditure schedule, phasing, and implementation of the projects

#### Discussion Sections

- Discussion by each partner on the policy direction and process as part of identifying and prioritizing investments (also known as projects) for entry in the MTIP
- A programmatic discussion of the MTIP complying with applicable federal regulations
- A discussion of fiscal constraint and monitoring the financial balances to ensure funds are not overspent for the MTIP
- A discussion of the performance of the four-year investment program relative to federal and regional performance goals, objectives, and targets.

#### Administration and Monitoring

- A section discussing the policies, protocols, and expectations in the administration of the MTIP, including change management procedures (e.g. administrative modifications and amendments).



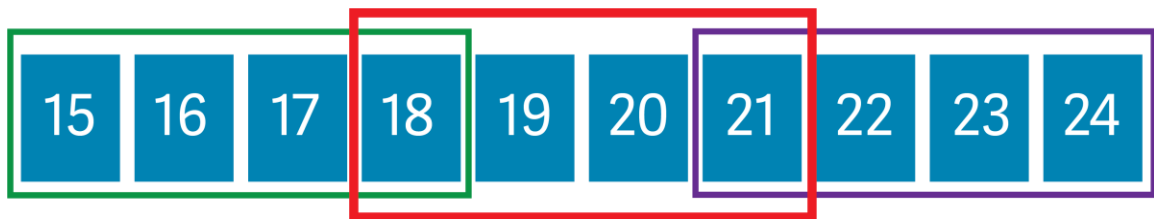
**Figure 1. Projects which comprise the four year MTIP**

<sup>2</sup> Bulleted list represents standard content, but additional components may be part of the MTIP in response to federal requirements or guidance.

### *How does the MTIP get used?*

The primary functions of the MTIP, once adopted and approved, are implementation, monitoring, and federal compliance. As a monitoring tool, the project list component of the MTIP can be considered the “living” portion of the document whereas the discussion sections (e.g. individual funding allocation processes, federal compliance, and system performance and the administrative protocols) and the administrative protocols remain static. The “living” component assists in tracking spending and delivery of transportation projects and to continually ensure compliance with federal regulations, such as fiscal constraint. Since transportation projects can run into numerous unexpected hurdles, amendments are regular to refine transportation projects. This ultimately creates the need for having a living portion of the document to monitor implementation, adjust as necessary, and continue to ensure compliance with federal regulations.

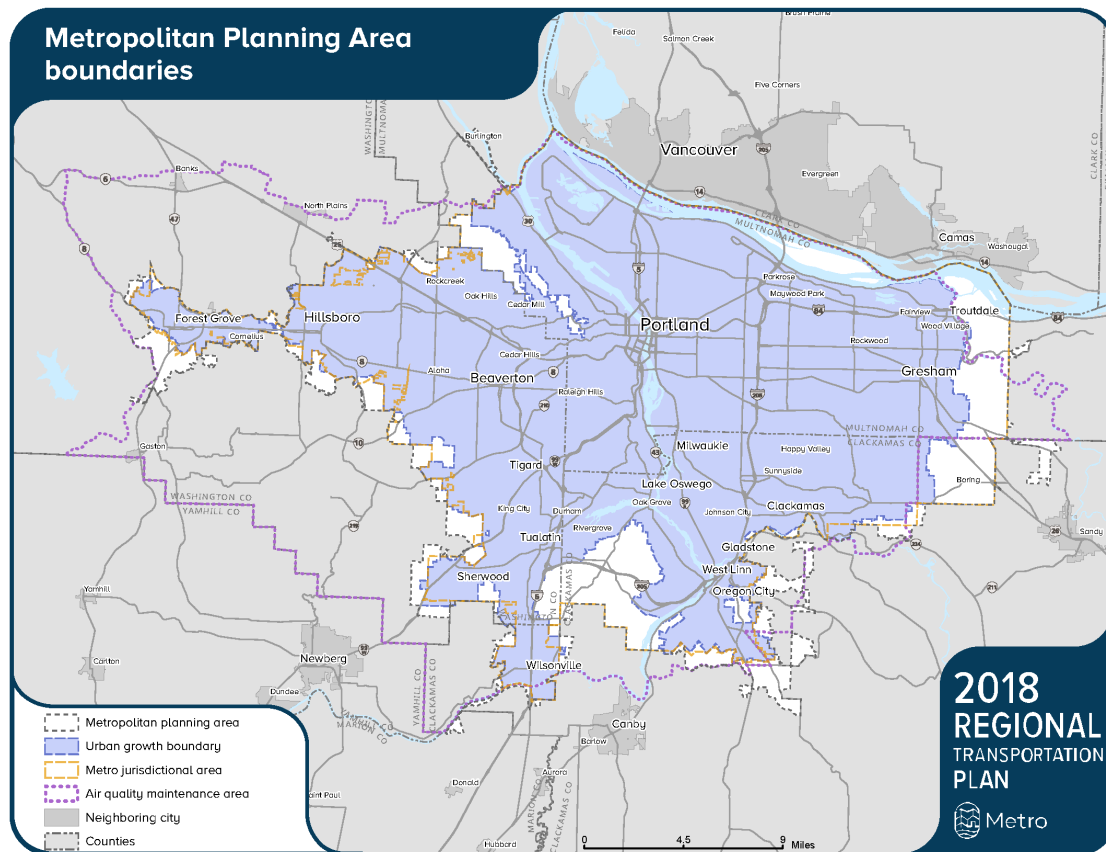
As a result of the MTIP serving in a monitoring function, the standard practice is to always have an effective MTIP, which is the most recently adopted and being implemented while there is a MTIP under development. The MTIP under development plans for the future four-years beyond the effective MTIP. Information from the effective MTIP usually feeds into the development of the next MTIP. Figure 2 illustrates an example of the effective MTIP and the development the next MTIP.



**Figure 2. The overlap of fiscal years between an effective MTIP and a MTIP under development. The red box represents the fiscal years encompassing the effective MTIP and the purple box represents the fiscal years for the MTIP in development**

### *What is the relationship between the MTIP and the State Transportation Improvement Program (STIP)?*

The MTIP comprises of the regionally significant, federally funded transportation projects and programs located within a defined metropolitan region for four-fiscal years. For the Portland metropolitan region, the defined area encompasses the urbanized portions of Multnomah, Washington, and Clackamas counties. Figure 3 is a map of the defined Portland metropolitan region. Metro, as the MPO for the region is responsible for development, implementation, and stewardship of the MTIP.



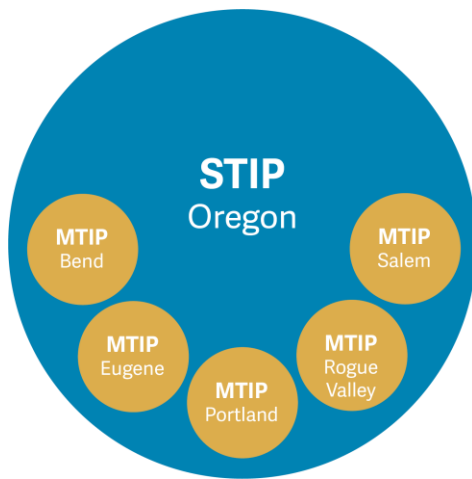
**Figure 3. Federal metropolitan planning area for the Portland (OR) metropolitan region**

The State Transportation Improvement Program (STIP) comprises of the regionally significant, federally funded transportation projects and program which are located outside of a metropolitan region. This includes rural areas and exurbs. The state department of transportation is responsible for the development, implementation, and stewardship of the STIP.

By federal law, the MTIP is required to be included as part of the STIP (in essence, bringing together all the regionally significant and/or federally funded transportation projects in the state) without change. The STIP is then approved by the Governor and submitted to U.S. Department of Transportation for approval. Figure 4 shows the MTIP and STIP relationship.



*Who are the partners and who makes the decisions around the Metropolitan Transportation Improvement Program?*



**Figure 4. MTIP and STIP relationship – MTIPs are not to scale**

The MTIP is a joint effort between regional and state partners. Metro acts as the main author and administrator of the MTIP, but works closely with ODOT, TriMet, and SMART to reflect the expenditure of all federal as well as regionally significant state and local transportation dollars in the urbanized area of Portland. Each agency plays a different role in advancing the region's transportation system based on enabling legislation and therefore all have authority over expending federal transportation dollars in the Portland metropolitan region. For example, TriMet and SMART's roles in the regional transportation system is to provide public transit service and utilize funding from the Federal Transit Administration (FTA) to support capital programs to

operate services. Since Metro, ODOT, TriMet, and SMART each have a role, each agency is responsible for providing details of expenditures from year-to-year as well as demonstrating how the transportation expenditures help advance federal, state, and regional priorities. A brief synopsis of each agency's role is provided below.



**Metro** is a directly elected regional government, serving more than 1.5 million people in Clackamas, Multnomah and Washington counties. The agency's boundary encompasses Portland, Oregon and 23 other cities.

Metro's main function is to provide regionwide planning, coordination and services to manage growth, infrastructure, solid waste, and development issues that cross jurisdictional boundaries.

For federal purposes, Metro is the Portland area's designated Metropolitan Planning Organization (MPO) and the lead agency for developing the regional transportation plan and the schedule of federal transportation spending in the Portland region. Metro also coordinates and develops the region's transportation goals and policies and identifies the range of road, public transit and bike/pedestrian transportation projects that are needed to implement them.

Metro is led by the Metro Council, which consists of a president and six councilors who are elected by district every four years in nonpartisan races. The Council works with community leaders and constituents across city and county boundaries to shape the future of greater Portland. For purposes of meeting federal regulations pertaining to Metro's MPO designation, the Council is advised by the Joint Policy Advisory Committee on Transportation (JPACT) specifically related to MPO activities.

The **Joint Policy Advisory Committee on Transportation (JPACT)** makes recommendations to the Metro Council on transportation needs in the region. Comprised of 17 members that are elected officials or transportation representatives from across the region, JPACT recommends priorities, develops plans, and oversees the coordinated implementation of those plans for the region. The Metro Council must adopt the recommendations before they become regional transportation policies.

The **Transportation Policy Alternatives Committee (TPAC)** provides technical input and helps develop policy options for consideration by the Joint Policy Advisory Committee on Transportation on transportation planning and funding priorities for the region. TPAC's membership consists of 21 technical staff from the same governments and agencies as JPACT, plus a representative from the Southwest Washington Regional Transportation Council, and six community members appointed by the Metro Council. In addition, the Federal Highway Administration and C-TRAN have each appointed an associate non-voting member to the committee.

TPAC reviews regional plans and federally funded transportation projects, and advises area leaders on transportation investment priorities and policies related to transportation. Such efforts include curbing greenhouse gas emissions and creating communities with easy access to public transit. The committee also helps identify needs and opportunities for involving the public in transportation matters.



The **Oregon Department of Transportation** is a statewide transportation agency. ODOT is responsible for the state transportation facilities across the state. This includes state highways and the interstate freeway system. The ODOT Region 1 office oversees the state facilities for the Portland metropolitan area. Responsible for administering federal transportation funds, ODOT is a key partner in providing important roadway and highway investment information for the development of the MTIP.



**Tri-County Metropolitan Transportation District (TriMet)** is the public transportation service provider for the Portland metropolitan region. The agency provides both local and regional public transportation services from neighborhood bus routes to multi-county light rail service. As an entity responsible for administering federal transportation funds, ODOT is a key partner in providing important transit investment information for the development of the MTIP.



The **South Metro Area Regional Transit (SMART)** is a public transportation service provider for the City of Wilsonville. SMART provides local public transportation services and select regional service. As an entity responsible for administering federal transportation funds, ODOT is a key partner in providing important transit investment information for the development of the MTIP.

## DESIRED OUTCOMES AND GOALS FOR THE MTIP POLICY

The desired outcomes and goals for the 2021-2024 MTIP policy is for all regional partners to come to a shared understanding of the policy direction guiding the development and implementation of the 2021-2024 MTIP. The major policies guiding the direction of the MTIP are:

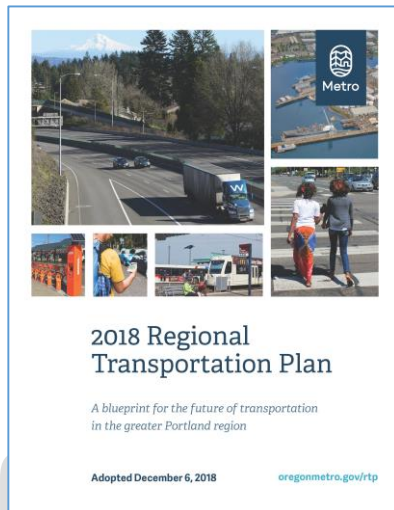
1. Implementing the policy priorities: safety, equity, addressing climate change, and managing congestion through the investments identified in the adopted 2018 Regional Transportation Plan; and
2. Complying with federal regulations pertaining to the development of the transportation improvement program (TIP) as outlined in the Code of Federal Regulations (CFR) 23 CFR 450.300 – 450.340 as well as addressing corrective actions, compliance actions, and recommendations to emerge from Transportation Management Association (TMA) certifications and/or State Transportation Improvement Program (STIP) approvals; and
3. Pursue and implement the regional finance approach; and
4. In looking at opportunities to take advantage of leveraging funding opportunities, do so in an open and coordinated manner.

Several of the policies guiding the development and implementation of the 2021-2024 MTIP are a continuation of previously adopted MTIP policies from earlier cycles. Small refinements and updates have been made to these policies to reflect changes in federal laws, funding programs, as well as the policy direction from the recently adopted 2018 RTP. Additionally, the RTP as the policy foundation for the MTIP has been implied in previous MTIP policies, but not made explicit. Because of the recent adoption of the 2018 RTP and the four priority areas identified for the near-term, the 2021-2024 MTIP policies wants to highlight the role of the RTP. Furthermore, the region has for a number of years practiced coordination on nominating funding priorities for competitive national discretionary grants. By including the practice in the 2021-2024 MTIP policy statement is an effort to formalize this norm.

In developing the 2021-2024 MTIP, partners acknowledge these policies and agree to work in a cooperative fashion as described in “Three C’s: continuous, cooperative, and comprehensive” of federal regulation pertaining to metropolitan planning. The cooperative “Three C’s” process is to achieve the policies outlined and align investments accordingly.

To provide further clarity, a description of each policy guiding the 2021-2024 MTIP is provided.

## MTIP Policy 1 – Regional Policy Direction for Investments



The 2018 Regional Transportation Plan (RTP) is the foundation and guide for investments proposed for the 2021-2024 MTIP. As the policy direction for investments, regional partners agree to implement the policy priorities to emerge from the 2018 RTP.

These policy priorities – *equity, safety, addressing climate change, and managing congestion* – are described in chapter 6 and identified in the legislation adopting the 2018 RTP as the outcomes to make near-term progress by aligning investments to achieve the outcomes desired from these policy priorities.

In efforts to articulate and provide direction in how to achieve and make progress towards these outcomes, the policies identified in chapter 3 as well as the actions identified in the compendium 2018 RTP strategies (e.g. Regional Transportation Safety Strategy, Regional Transit Strategy) and other regional plans and actions (e.g. Climate Smart Strategy, Strategic Plan to Advance Racial Equity, Diversity, and Inclusion). –

As the 2021-2024 MTIP investments get compiled into a four-year investment program, the package of investments will be evaluated to assess how well the investments make progress towards the 2018 RTP policy priorities. Recognizing the role and function of 2021-2024 MTIP, the policy direction places greater emphasis to demonstrate that individual funding allocations administered by Metro, ODOT, TriMet and SMART considered, balanced, and used the 2018 RTP policy priorities for the prioritization and selection of projects and programs to award funds.

Additionally, investments proposed for the 2021-2024 MTIP are expected to be drawn from the financially constrained 2018 RTP investment strategy. Metro is responsible for demonstrating the programmatic four-year investment package advances implementation of the 2018 RTP policy priorities.

## MTIP Policy 2 – Compliance with Requisite Federal Regulations

As a federal requirement to remain eligible to expend federal transportation funding, the 2021-2024 MTIP and the process by which it is developed is expected to comply with all applicable federal regulations. Applicable regulations at a minimum include:

- 23 CFR 450.300 – 23 CFR 450.340 – Metropolitan Planning
  - with particular emphasis on section 23 CFR 450.326 - Development and content of the transportation improvement program (TIP);
- Civil Rights legislation (e.g. Title VI, Americans with Disabilities Act) and public involvement;
- Performance-based planning and programming;
- Congestion management process;
- Financial constraint (23 CFR 450.326(j))

Additionally, the findings to emerge from the 2017 Transportation Management Area (TMA) Certification and 2018-2021 MTIP and STIP Approval and Statewide Planning Findings are expected to be addressed and guide the development and implementation of the 2021-2024 MTIP.

As part of Metro’s responsibilities, the agency’s evaluation of the programmatic four-year investment package will assess the region’s implementation progress towards federal, state, and regional performance targets and if necessary identify areas for course correction for future MTIPs.

### Regional Transportation Plan

The Regional Transportation Plan is a blueprint to guide investments for all forms of travel throughout the Portland metropolitan region. The plan identifies \$42 billion to be invested in the region’s transportation system over the next 25 years to serve a future population of over 2 million people to address the region’s most urgent transportation needs. Nearly \$27 billion in funding is for maintenance, preservation, and operations and more than \$15 billion is for capital projects that optimize and expand the region’s highway and transit systems, complete gaps in biking and walking connections and provide important access to transit, downtowns, schools, services and other community destinations.

Near-term RTP priorities include – equity, safety, addressing climate change, and congestion – and reflects new policies and strategies for safety, freight, transit, equity, climate leadership and emerging technology that guide planning and investment decisions.

The 2021-2024 MTIP policy direction is intended to provide clarity to regional partners on the federal requirements the 2021-2024 MTIP is obligated to comply with in efforts to inform regional partners to conduct funding allocations and submit projects which complies with federal mandates. This is to ensure the region does not jeopardize its eligibility to expend federal funding and demonstrate to federal partners' stewardship in the planning, programming, and expenditure of federal transportation funds.

### **MTIP Policy 3 – Regional Finance Approach**

In May 2009, JPACT developed a regional finance approach to direct how the transportation needs of the region are to be addressed by existing or potential transportation funding sources. Since 2009, this regional finance approach provides a starting point for the various funding programs or sources that are addressed in the MTIP and State Transportation Improvement Program (STIP).

The approach identifies funding mechanisms agencies use and a regional strategy for sources to be pursued to address unmet needs of the different elements of transportation system in the region. The approach has been utilized in the development of RFFA policies since the 2010-2013 and 2012-2015 MTIP cycle, with the most recent regional finance approach adopted as part of the 2018-2021 MTIP and 2019-2021 Regional Flexible Fund Allocation policy statement.<sup>3</sup>

The most recently adopted regional finance approach is included as Attachment 1. However, since the adoption of the 2018-2021 MTIP and 2019-2021 RFFA policy statement in 2016, new revenue sources (e.g. House Bill 2017) as well as administrative and process changes to certain sources of funds (e.g. consolidation of certain federal fund sources under federal transportation funding reauthorizations MAP-21 and FAST, restructuring of ODOT allocation programs) necessitates administrative updates to the adopted regional finance approach.

Attachment 2 is an updated version of the regional finance approach reflecting these administrative changes for the purposes of outlining a regional financial approach to pursue as part of the development and implementation of the 2021-2024 MTIP policy. As further discussion takes place regarding any of the source funds identified, periodic administrative updates will be made.

### **MTIP Policy 4 – Regional Funding Coordination**

#### **National Discretionary Funding Opportunities - Regional Coordination**

As part of the implementation of the Regional Finance Approach, the region's partners agree to regional coordination and information sharing when competing on the national stage for federal competitive discretionary funding programs. Examples of these programs include, but not limited to: FTA's Capital Investment Grants – New Starts and Small Starts, U.S. DOT's

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<sup>3</sup> See Metro Council Resolution 16-4702



Better Utilizing Investment to Leverage Development (BUILD) and Infrastructure for Rebuilding America (INFRA). Regional coordination is to make regional partners aware of what competitive applications are being put forward and ensure any necessary MPO programming or planning requirements have been met to allow access to funds if awarded. Information of these coordinated efforts may also be shared with the region's congressional delegation to inform them of regional funding priorities.

#### **Coordination and Leveraging of Federal Funds Across Funding Allocation Programs**

Recognizing the scarcity of funding resources for the transportation system, the Portland metropolitan region supports leveraging funding opportunities being administered by different agencies within the region. However, the region desires to see leverage opportunities be discussed in a transparent and open manner that allows for partners to provide feedback and also bring awareness to potential funding leveraging opportunities. To facilitate leveraging opportunities, regional partners agree to and are encouraged:

- to identify opportunities to leverage funding early, particularly in the policy direction and program design phase (e.g. policy direction update for the 2022-2024 Regional Flexible Fund or the 2021-2024 STIP) and prior to the solicitation of projects for individual funding programs;
- to identify whether federal funds or a regionally significant project would be involved in the leveraging other funding (whether federal or local) to ensure eligibility requirements and other factors are appropriately met; and
- to begin coordination early between potential administering agencies and determine a pathway for proposals or approvals by appropriate entities, as necessary.

It is expected if regional partners wish to coordinate and leverage opportunities to fund (or partially fund) projects or programs through a funding program administered by a different administering agency, the partner bring the funding proposal to the MPO for information

#### **Currently Agreed Upon Fund Leveraging**

Through previous allocation processes, the region has come to agreement on leveraging funding administered by different partner agencies. In particular a portion of Metro's Regional Flexible Funds have been set aside towards advancing the region's high capacity transit network, planning for certain corridor bottlenecks and active transportation projects. As a result of these funding agreements, the specific projects funded will need to be brought forward to the MPO for engagement and progress updates.

and discussion. Funding proposals, especially with federal funds or for a regionally significant project, will not be considered without discussion and if necessary approval undertaken by the MPO (for federal funds or regionally significant projects). A process for bringing forward funding proposal entails:

1. Initial MPO staff and administering agency staff consultation of proposal;
2. Discussion, recommendation, and approval by the MPO (if necessary);<sup>4</sup>
3. Discussion and approval by the leadership entities of other administering agencies (if necessary).

Administrative funding proposals (e.g. funding swaps, changing the federal fund type) are exempt from this process, but must undergo the procedural MTIP change management process (administrative modification or amendment) depending on the significance of the changes requested.

### **2021-2024 MTIP Policy Implementation Process**

As part of the process for implementing the 2021-2024 MTIP policy direction, Metro, as the MPO, will serve in the lead role for coordinating information sharing and other MTIP-related development activities. The Transportation Policy Alternatives Committee (TPAC) will serve as the main venue for coordination pertaining to the implementation of the 2021-2024 MTIP policy direction. The TPAC work program will be updated to include discussion items pertaining to the development of the 2021-2024 MTIP, including the individual funding allocation processes undertaken by the entities which administer federal transportation funds. TPAC will also be requested to recommend approval of the adoption draft of the 2021-2024 MTIP to JPACT in spring 2020.

In addition to the coordination activities to take place at TPAC in implementing the 2021-2024 MTIP policy direction, the 2021-2024 MTIP charter provides further detail on the protocols and coordination expectations for the four main key partners responsible for the content development of the MTIP. The 2021-2024 MTIP charter is signed among the four partners and outlines the various coordination protocols for project data exchange, MTIP content, schedule, and timelines.

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<sup>4</sup> MPO approval may come in the form of adopting policy direction for a specific funding program or through the MTIP change management process. Will be dependent on the context and nature of the leveraging opportunity being proposed.

## Attachment 1: Adopted Regional Finance Approach (June 2016)

The following table is the 2018-2021 MTIP regional finance approach as adopted in June 2016.

**Table A.1: Regional Transportation Finance Approach – Adopted June 2016**

Transportation Project/ Activity Type	Existing Funding Sources	Strategy for Sources of Additional Funding
Local/Arterial street reconstruction/maintenance	<ul style="list-style-type: none"> <li>• State pass through</li> <li>• Street utility fees</li> </ul>	<ul style="list-style-type: none"> <li>• Increases in state gas tax or VRF</li> <li>• New street utility fees or equivalent</li> </ul>
Active Transportation (includes bicycle, pedestrian, and small on-street transit capital improvements like bus shelters)	<ul style="list-style-type: none"> <li>• <b>Regional Flexible Funds</b></li> <li>• Connect Oregon</li> <li>• ODOT Region 1 competitive allocation – dedicated</li> <li>• Local contributions</li> <li>• Development (Frontage, Impact Fees, SDC's)</li> </ul>	<ul style="list-style-type: none"> <li>• New federal program</li> <li>• State Urban Trail fund</li> <li>• New local funds</li> </ul>
Highway preservation	<ul style="list-style-type: none"> <li>• Interstate Maintenance</li> <li>• State gas &amp; weight/mile tax</li> <li>• ODOT Region 1 preservation, maintenance, and operations allocation program</li> <li>• NHPP</li> </ul>	<ul style="list-style-type: none"> <li>• Increases in state gas tax or VRF</li> <li>• New street utility fees or equivalent</li> </ul>
Transit Operations	<ul style="list-style-type: none"> <li>• Employer tax</li> <li>• Passenger fares</li> <li>• Section 5307</li> <li>• Section 5310</li> </ul>	<ul style="list-style-type: none"> <li>• Employer tax rate</li> <li>• New funding mechanism</li> <li>• Passenger fare increases</li> </ul>
Arterial Expansion	<ul style="list-style-type: none"> <li>• Development (Frontage, Impact Fees, SDC's)</li> <li>• Urban Renewal</li> <li>• ODOT Region 1 competitive allocation program</li> <li>• <b>Regional Flexible Funds<sup>5</sup></b></li> <li>• TIGER</li> <li>• Local contributions</li> </ul>	<ul style="list-style-type: none"> <li>• SDC rate increases</li> <li>• Regionally raised revenue</li> <li>• Increase in state gas tax or VRF</li> </ul>

<sup>5</sup> Limited to arterial freight facilities for ITS, small capital projects, and project development.

Transportation Project/ Activity Type	Existing Funding Sources	Strategy for Sources of Additional Funding
Highway expansion	<ul style="list-style-type: none"> <li>• ODOT Region 1 competitive allocation program</li> <li>• NHPP</li> <li>• National Freight Program</li> <li>• Modernization Program</li> <li>• Fed/state earmarks</li> </ul>	<ul style="list-style-type: none"> <li>• More from existing sources</li> <li>• Pricing/tolling</li> <li>• Increase in state gas tax or equivalent</li> <li>• Regionally raised revenue</li> </ul>
HCT expansion	<ul style="list-style-type: none"> <li>• Federal New Starts</li> <li>• Federal Small Starts</li> <li>• State lottery</li> <li>• <b>Regional Flexible Funds</b></li> <li>• TriMet General Fund</li> <li>• Local contributions</li> </ul>	<ul style="list-style-type: none"> <li>• More from existing sources</li> </ul>
TSMO/Travel Options	<ul style="list-style-type: none"> <li>• State operations</li> <li>• <b>Regional Flexible Funds</b></li> <li>• TIGER</li> </ul>	<ul style="list-style-type: none"> <li>• Regional VRF or equivalent</li> </ul>
Land Use – TOD	<ul style="list-style-type: none"> <li>• <b>Regional Flexible Funds</b></li> </ul>	<ul style="list-style-type: none"> <li>• Strategy under development</li> </ul>

## Attachment 2: Updated Regional Finance Approach (December 2018)

The following table is an updated version of the 2016 adopted regional finance approach. The updates reflect new revenue sources and administrative changes to funding sources and the eligible activities. As policy direction for funds may change, federal transportation reauthorization may change eligibility requirements of existing funds, or through JPACT and the Metro Council direction, the regional finance approach will be updated to reflect the administrative or policy direction changes. The 2021-2024 MTIP policy describes the purpose and function of the regional finance approach.

**Table A.2: Updated Regional Transportation Finance Approach – (As of December 2018)**

Transportation Project/ Activity Type	Existing Funding Sources	Strategy for Sources of Additional Funding
Local/Neighborhood Street Reconstruction and Maintenance	<ul style="list-style-type: none"><li>• State pass through funds</li><li>• Street utility fees</li><li>• Local gas tax</li></ul>	<ul style="list-style-type: none"><li>• Increases in state gas tax (e.g. House Bill 2017)</li><li>• Increases in vehicle registration fees</li><li>• New street utility fees or equivalent</li><li>• Additional or new local gas tax</li></ul>
Active Transportation (includes bicycle, pedestrian, and small on-street transit capital improvements like bus shelters)	<ul style="list-style-type: none"><li>• Regional Flexible Funds</li><li>• STBG - Transportation Alternatives Set Aside</li><li>• Connect Oregon</li><li>• ODOT Region 1 Fix-It Leverage – Active Transportation &amp; Safety</li><li>• ODOT Safe Routes to Schools Infrastructure</li><li>• ODOT 1% gas tax dedication</li><li>• Privilege tax on bicycle sales</li></ul>	<ul style="list-style-type: none"><li>• New federal program</li><li>• State Urban Trail fund</li><li>• Increases in state gas tax (e.g. House Bill 2017)</li><li>• New local or regional funds</li></ul>

Transportation Project/ Activity Type	Existing Funding Sources	Strategy for Sources of Additional Funding
	<ul style="list-style-type: none"> <li>Local gas or property tax, vehicle registration, or street utility</li> </ul>	
Highway Preservation	<ul style="list-style-type: none"> <li>Interstate Maintenance</li> <li>National Highway Preservation Program</li> <li>State gas tax &amp; weight/mile fees</li> <li>ODOT Region 1 preservation, maintenance, and operations allocation program (Fix-it)</li> <li>Other state (e.g. House Bill 2017) earmarks</li> </ul>	<ul style="list-style-type: none"> <li>Increases in state gas tax</li> <li>Increases in vehicle registration fees</li> <li>New street utility fees or equivalent</li> </ul>
Transit Operations	<ul style="list-style-type: none"> <li>Employer tax</li> <li>Employee tax</li> <li>Passenger fares</li> <li>Section 5307 urbanized area formula</li> <li>Section 5310 special transportation</li> <li>ODOT special transportation fund</li> <li>Advertising revenue</li> </ul>	<ul style="list-style-type: none"> <li>Increases in employer and employer tax rate</li> <li>New funding mechanism</li> <li>Passenger fare increases</li> </ul>
Arterial Expansion, Improvements, and Reconstruction	<ul style="list-style-type: none"> <li>Development Fees (e.g. Frontage, Impact Fees, System Development Charges)</li> <li>Urban Renewal</li> </ul>	<ul style="list-style-type: none"> <li>Development fees rate increases</li> <li>New local or regional funds</li> <li>Increase in state gas tax</li> </ul>



Transportation Project/ Activity Type	Existing Funding Sources	Strategy for Sources of Additional Funding
	<ul style="list-style-type: none"> <li>• ODOT Region 1 allocation program – Fix It Leverage – Enhance or Safety</li> <li>• ODOT Region 1 operations allocation program (Fix-it)</li> <li>• Other federal or state (e.g. House Bill 2017) earmarks</li> <li>• Regional Flexible Funds<sup>6</sup></li> <li>• BUILD</li> <li>• National Freight Program</li> </ul>	<ul style="list-style-type: none"> <li>• Increase in vehicle registration fee</li> </ul>
Highway Expansion	<ul style="list-style-type: none"> <li>• ODOT Region 1 competitive allocation – Fix It Leverage – Enhance</li> <li>• ODOT 2021-2024 STIP Strategic Investment Fund</li> <li>• Regional Flexible Funds<sup>7</sup></li> <li>• National Highway Preservation Program</li> <li>• National Freight Program</li> <li>• Other federal or state (e.g. House Bill 2017) earmarks</li> <li>• BUILD</li> <li>• Privilege tax on vehicles</li> </ul>	<ul style="list-style-type: none"> <li>• More from existing sources</li> <li>• Pricing/tolling</li> <li>• Increase in state gas tax or equivalent (e.g. HB 2017)</li> <li>• New local or regional funds</li> </ul>
High Capacity Transit Expansion	<ul style="list-style-type: none"> <li>• Federal Capital Investment Grants (e.g. New Starts/Small Starts)</li> </ul>	<ul style="list-style-type: none"> <li>• More from existing sources</li> <li>• New local or regional funds</li> </ul>

<sup>6</sup> Limited to arterial freight facilities for ITS, small capital projects, and project development.

<sup>7</sup> Limited to project development with large discretionary funding leverage opportunities.

Transportation Project/ Activity Type	Existing Funding Sources	Strategy for Sources of Additional Funding
	<ul style="list-style-type: none"> <li>• State lottery</li> <li>• Regional Flexible Funds</li> <li>• TriMet General Fund</li> <li>• Local contributions</li> </ul>	
TSMO/Travel Options	<ul style="list-style-type: none"> <li>• ODOT Region 1 operations allocation program (Fix-it)</li> <li>• ODOT transportation demand management program allocation to regions</li> <li>• Regional Flexible Funds</li> <li>• Regional Safe Routes to School</li> </ul>	<ul style="list-style-type: none"> <li>• Regional vehicle registration fee or equivalent</li> <li>• Cap and Invest Program</li> <li>• New local or regional funds</li> </ul>
Land Use – TOD	<ul style="list-style-type: none"> <li>• Regional Flexible Funds</li> </ul>	<ul style="list-style-type: none"> <li>• New local or regional funds</li> </ul>

If you picnic at Blue Lake or take your kids to the Oregon Zoo, enjoy symphonies at the Schnitz or auto shows at the convention center, put out your trash or drive your car – we’ve already crossed paths.

**So, hello. We’re Metro – nice to meet you.**

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**Council Community Fund**  
*Work Session Topic*

Metro Council Work Session  
Tuesday, September 07, 2021

## **STAFF REPORT**

### **COUNCIL DISCUSSION AND DIRECTION ON PRIORITIES FOR FY 21/22 COUNCIL SPONSORSHIP FUNDING PROGRAM**

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Date: August 23rd, 2021  
Department: Council Office  
Meeting Date: September 7th, 2021

Prepared by: Victor Sin,  
victor.sin@oregonmetro.gov,  
971-291-2217  
Presenter: Victor Sin, Policy Advisor  
Length: 30 minutes

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#### **ISSUE STATEMENT**

Last fiscal year, Metro Council established the Council COVID-19 Community Support Fund out of the council sponsorship funds to support local 501c3 non-profits providing direct services in response to the pandemic. Metro staff is seeking Council feedback on what type of sponsorship funding program should be implemented during the current fiscal year.

#### **ACTION REQUESTED**

Seeking Council direction on implementation of the Council Sponsorship Funding Program.

#### **IDENTIFIED POLICY OUTCOMES**

Metro Council has allocated \$34,000 in council sponsorship funding for fiscal year 21/22 and will provide direction on what type of funding program staff should implement.

#### **POLICY OPTIONS FOR COUNCIL TO CONSIDER**

Metro Council could direct staff to proceed with implementing the Council Sponsorship Funding Program with the following options:

- a) Continuing the Council COVID-19 Community Support Fund and maintaining the priority areas identified at the onset of the program.
- b) Continuing the Council COVID-19 Community Support Fund with alternative priority areas identified by council.
- c) Return to pre-pandemic activity by contributing Council sponsorship funds to Metro's general sponsorship fund program.

#### **STAFF RECOMMENDATIONS**

Staff recommends the Metro Council continue implementation of Council's COVID-19 Community Support Fund with revised funding priority areas.

#### **STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION**

##### **1. Known Opposition/support/community feedback**

No opposition known at this time.

##### **2. Legal Antecedents**

None.

##### **3. Anticipated effects**

None.

#### **4. Financial implications**

None.

#### **BACKGROUND**

At the onset of the pandemic in Spring of 2020, Metro Council decided to focus sponsorship funds to support community organizations responding to the pandemic crisis. Metro Council established the COVID-19 Community Support Fund aimed at supporting 501c3 non-profit community organizations providing immediate direct services that supported public health, economic, housing, food security and educational services. Metro Council identified the following areas to prioritize funding.

#### **Priority Areas:**

- Food Stability for the most vulnerable
- Housing Stability and Support (Rent Assistance, Utility Assistance)
- Homeless Services
- Employment Counseling and Aid
- Small Business Economic Recovery Support
- Educational Support for Young Students

Metro Council also prioritized funding to non-profits that serve high-risk/vulnerable populations, supporting non-profits that serve and/or are BIPOC led and ensuring parity in funding across the tri-counties within Metro's service district boundary. The Council Review Team which consists of Councilor Shirley Craddick, Councilor Craig Dirksen (followed by Councilor Gerritt Rosenthal) and Councilor Christine Lewis, reviewed and scored funding requests based on the following qualifiers:

- Explanation of how funds will be used to support COVID-19 relief and recovery efforts in the Metro Region.
- Meeting one or more priorities identified by Metro Council.
- Meeting one or more of the Metro Council's adopted desired outcomes for the region.
- Explanation of how the program supports Metro's value of cultivating diversity, equity and inclusion.

\$17,000 was distributed during each round of funding which included a Fall and Winter Round. Metro Council also authorized an additional \$17,000 out of unspent council funds to conduct a Spring round of funding. The program awarded 47 recipients out of more than 100 requests at a total of \$51,500 with six additional awards contributed from other Metro departments which totaled \$8,000. 19 of the award recipients were BIPOC led and/or serve the BIPOC community. The breakdown of the recipients by priority and service area categories include:

- **Breakdown of Awards:**
  - 4 Educational Support for Young Students
  - 8 Food and Housing Support
  - 24 Food Stability for the most vulnerable
  - 13 Homeless Services
  - 4 Housing Stability and Support



- **Service Area Breakdown**

- 4 Clackamas County
- 9 Multnomah County Specific
- 9 Washington County
- 31 Portland Metro Region

Award recipients were asked to provide status updates of their programs and include any feedback on future needs as a result of the ongoing pandemic. Recipients who responded had indicated the urgency of the funding support which helped sustain services that responded to community needs as a result of the pandemic. Many also indicated the ongoing need to continue these programs in particular those related to food and housing stability and support. This includes food box programs, pantry services, rent and utility assistance programs and direct services for individuals and families experiencing homelessness.

Many of the programs and services offered by award recipients were indicative of needs at the onset of the pandemic like distributing PPE, implementing social distancing protocols and supporting at-home virtual learning for young students. Although, the uncertainty of the Delta variant and rise in cases may re-prioritize these activities, award recipients have refocused their efforts to other needs.

Some award recipients had indicated shifting current and future programming to support activities like conducting community vaccine clinics and vaccine awareness programs, coordinating the logistics behind providing safe in-person services, offering community-based behavioral and mental health support, job resources and skills training and school supplies drives for young students.

## **ATTACHMENTS**

A. Recipients list of the FY20/21 Council COVID-19 Community Support Fund

B. Memos to Council from Fall, Winter and Spring rounds of the Council COVID-19 Community Support Fund.

### **For work session:**

- Is legislation required for Council action? **No**
- If yes, is draft legislation attached? **N/A**