

Council work session agenda

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 <u>21-5582</u>

Overview

Presenter(s): Margi Bradway (she/her), Metro

Ted Leybold (he/him), Metro

Attachments: <u>Staff Report</u>

Attachment 1

10:50 Council Community Fund 21-5581

Presenter(s): Ina Zucker (she/her), Metro

Victor Sin (he/him), Metro

Attachments: <u>Staff Report</u>

11:20 Chief Operating Officer Communication

11:25 Councilor Communication

11:30 Adjourn

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 $\begin{tabular}{ll} \textbf{Metropolitan Transportation Improvement}\\ \textit{Work Session Topic} \end{tabular}$

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

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

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?
 - o Does Metro Council want staff to use the outcomes as screening criteria?
 - o If screening criteria are developed, should a threshold be applied, either numerically or otherwise?
 - o 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?
 - o 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 a 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 X 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

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Excellence

We aspire to achieve exceptional results

Teamwork

We engage others in ways that foster respect and trust.

Respect

We encourage and appreciate diversity in people and ideas.

Innovation

We take pride in coming up with innovative solutions.

Sustainability

We are leaders in demonstrating resource use and protection.

Metro's values and purpose

We inspire, engage, teach and invite people to preserve and enhance the quality of life and the 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."1

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.

¹ 23 CFR 450.104 - Definitions

What is part of the Metropolitan Transportation Improvement Program?

The MTIP is comprised of several components, but can 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;
- 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.² Additionally, Figure 1 illustrates the components which go into the project list and the components which go into the MTIP.

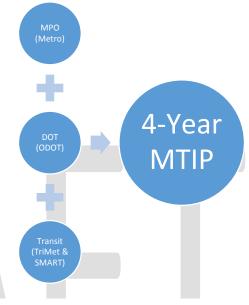


Figure 1. Projects which comprise the four year MTIP

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).

² 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.

s 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.

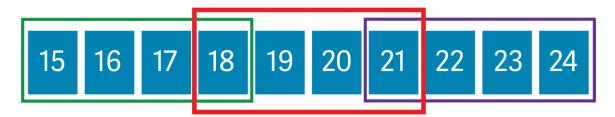


Figure 2. The overlap of fiscal years between an effective MTIP and a MTIP under development. The red box represents the fiscal years encompassing the effective MTIP and the purple box represents the fiscal years for the MTIP in development

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.

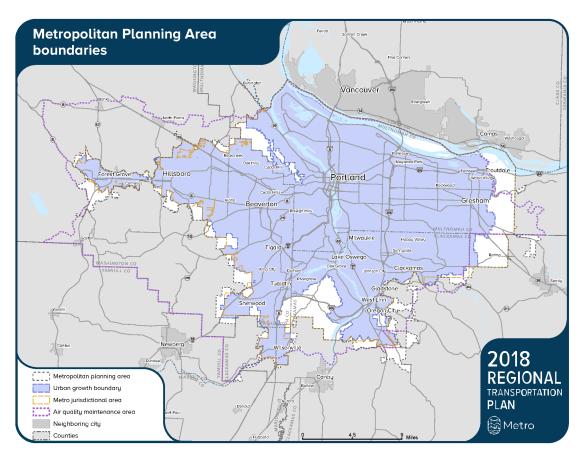


Figure 3. Federal metropolitan planning area for the Portland (OR) metropolitan region

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?

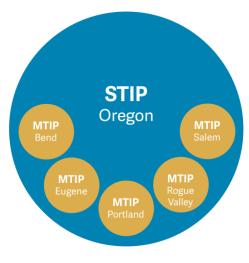


Figure 4. MTIP and STIP relationship – MTIPs are not to scale

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.

TRIGOMET 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:

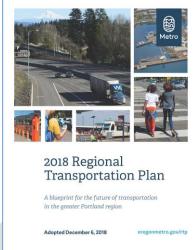
- Implementing the policy priorities: safety, equity, addressing climate change, and managing congestion through the investments identified in the adopted 2018 Regional Transportation Plan; and
- Complying with federal regulations pertaining to the development of the transportation improvement program (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.

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.

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.

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.³

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

³ 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:

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.

- 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

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);⁴
- 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.

Policy Direction for the 2021-24 MTIP | February 2019

⁴ 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/	Existing Funding Sources	Strategy for Sources of
Activity Type		Additional Funding
Local/Arterial street reconstruction/maintenance	State pass throughStreet utility fees	Increases in state gas tax or VRF New street utility fees or
Active Transportation (includes bicycle, pedestrian, and small on- street transit capital improvements like bus shelters) Highway preservation	Regional Flexible Funds Connect Oregon ODOT Region 1 competitive allocation – dedicated Local contributions Development (Frontage, Impact Fees, SDC's) Interstate Maintenance State gas & weight/mile tax ODOT Region 1 preservation, maintenance,	 New federal program State Urban Trail fund New local funds Increases in state gas tax or VRF New street utility fees or equivalent
Transit Operations	and operations allocationprogramNHPPEmployer tax	Employer tax rate
	Passenger faresSection 5307Section 5310	New funding mechanismPassenger fare increases
Arterial Expansion	 Development (Frontage, Impact Fees, SDC's) Urban Renewal ODOT Region 1 competitive allocation program Regional Flexible Funds⁵ TIGER Local contributions 	 SDC rate increases Regionally raised revenue Increase in state gas tax or VRF

⁵ 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	 ODOT Region 1 competitive allocation program NHPP National Freight Program Modernization Program Fed/state earmarks 	 More from existing sources Pricing/tolling Increase in state gas tax or equivalent Regionally raised revenue
HCT expansion	 Federal New Starts Federal Small Starts State lottery Regional Flexible Funds TriMet General Fund Local contributions 	More from existing sources
TSMO/Travel Options	 State operations Regional Flexible Funds TIGER 	Regional VRF or equivalent
Land Use – TOD	Regional Flexible Funds	Strategy under development

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	State pass through funds	Increases in state gas tax (e.g.
Street Reconstruction and Maintenance	Street utility fees	House Bill 2017)
	• Local gas tax	• Increases in vehicle registration fees
		New street utility fees or equivalent
		Additional or new local gas tax
Active Transportation	Regional Flexible Funds	New federal program
(includes bicycle, pedestrian, and small	STBG - Transportation Alternatives Set Aside	State Urban Trail fund
on-street transit	Alternatives Set Aside	• Increases in state gas tax (e.g.
capital improvements	Connect Oregon	House Bill 2017)
like bus shelters)	ODOT Region 1 Fix-It	New local or regional funds
	Leverage – Active	
	Transportation & Safety	
	ODOT Safe Routes to Schools	
	Infrastructure	
	ODOT 1% gas tax dedication	
	Privilege tax on bicycle sales	

Transportation Project/ Activity Type	Existing Funding Sources	Strategy for Sources of Additional Funding
	Local gas or property tax, vehicle registration, or street utility	
Highway Preservation	Interstate Maintenance	Increases in state gas tax
	National Highway Preservation Program	• Increases in vehicle registration fees
	• State gas tax & weight/mile fees	New street utility fees or equivalent
	 ODOT Region 1 preservation, maintenance, and operations allocation program (Fix-it) Other state (e.g. House Bill 2017) earmarks 	
Transit Operations	Employer tax	Increases in employer and amployer tay rate
	 Employee tax Passenger fares	• New funding mechanism
	• Section 5307 urbanized area formula	Passenger fare increases
	• Section 5310 special transportation	
	ODOT special transportation fund	
	Advertising revenue	
Arterial Expansion,	Development Fees (e.g.	Development fees rate increases
Improvements, and Reconstruction	Frontage, Impact Fees, System Development Charges	New local or regional funds
RECUISTIUCTION	Development Charges) Urban Renewal	Increase in state gas tax

Transportation		Strategy for Sources of Additional
Project/ Activity Type	Existing Funding Sources	Funding
	ODOT Region 1 allocation	Increase in vehicle registration
	program – Fix It Leverage –	fee
	Enhance or Safety	
	ODOT Region 1 operations	
	allocation program (Fix-it)	
	and date of program (i iii ii)	
	• Other federal or state (e.g.	
	House Bill 2017) earmarks	
	Regional Flexible Funds ⁶	
	• BUILD	
	National Freight Program	
Highway Expansion	ODOT Region 1 competitive	More from existing sources
	allocation – Fix It Leverage –	5 /
	Enhance	Pricing/tolling
	• ODOT 2021-2024 STIP	Increase in state gas tax or
	Strategic Investment Fund	equivalent (e.g. HB 2017)
		New local or regional funds
	 Regional Flexible Funds⁷ 	- New local of regional funds
	National Highway	
	Preservation Program	
	National Freight Program	
	Other federal or state (e.g.	
	House Bill 2017) earmarks	
	·	
	• BUILD	
	Privilege tax on vehicles	
High Capacity Transit	Federal Capital Investment	More from existing sources
Expansion	Grants (e.g. New Starts/Small	a New Josef or regional formula
	Starts)	New local or regional funds

⁻

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

 $^{^{\}rm 7}$ Limited to project development with large discretionary funding leverage opportunities.

Transportation Project/ Activity Type	Existing Funding Sources	Strategy for Sources of Additional Funding
	State lottery	
	Regional Flexible Funds	
	TriMet General Fund	
	Local contributions	
TSMO/Travel Options	ODOT Region 1 operations	Regional vehicle registration fee
	allocation program (Fix-it)	or equivalent
	ODOT transportation demand	Cap and Invest Program
	management program allocation to regions	New local or regional funds
	Regional Flexible Funds	
	Regional Safe Routes to	
	School	
Land Use – TOD	Regional Flexible Funds	New local or regional funds

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

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

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
- o 8 Food and Housing Support
- o 24 Food Stability for the most vulnerable
- o 13 Homeless Services
- 4 Housing Stability and Support

• Service Area Breakdown

- o 4 Clackamas County
- o 9 Multnomah County Specific
- o 9 Washington County
- o 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

Materials following this page were distributed at the meeting.

Overview of the MTIP

Today's presentation:

- Metropolitan Transportation Improvement Program (MTIP)
- Discussion of project outcomes

Role of the MPO

Federal and state law require Metro Council and JPACT to jointly manage:

- Regional Planning development of the Regional Transportation Plan and implementing plans, policies and projects
- Congestion Management Process development of a CMP and coordinating implementation; demonstrate compliance with Clean Air Act, federal laws
- Climate Smart Strategy planning and coordination of implementation of Climate Smart to reduce greenhouse gases, required by state law
- Funding allocation of federal funds and coordination of all urban area transportation funding allocations

Regional Transportation Plan informs outcomes

RTP

Current work

Emerging trends in transportation

Population and demographic changes

Regional Mobility Policy update

Corridor Planning

Topic specific plans (Climate Smart, Transit, Freight, TSMO, Safety, Active Transportation, Regional Travel Options, Emerging Technology) Future funding decisions

MTIP projects and program

Federal and state transportation legislative priorities

Regional Flexible Funds Allocations (RFFA)

2040 planning grants and other PD&R grants

Regional Investment Strategies

3

Purpose and Scope of the MTIP

- Purpose of the MTIP
 - Encourages a cooperative process
 - Supports implementation of the RTP
 - Ensures fiscal accountability
- Includes all projects that are:
 - Allocated federal funding
 - Regionally significant

Current MTIP program direction

- Implement 2018 RTP Investment Priorities
 - Safety
 - Equity
 - Climate
 - Congestion Relief
- Pursue regional finance approach
- Coordinate to leverage funding and desired outcomes

Transportation Project Funding Process: Agency Coordination

- Federal funding allocation requires ongoing coordination
- Revenues are directed to Agencies who create Funding Allocation Programs
 - State Departments of Transportation
 - Transit agencies
 - Metropolitan Planning Organizations (MPOs)
- Wide range of funding programs based on type of funds that feed into the MTIP

Funding Program Allocation

- Allocating Agencies (Metro, DOT and Transit Agencies) must balance many directives
 - Project must be on the RTP list for federal funding
 - Financial constrained
 - Balance a set of outcomes based on multiple agency policies and funding program direction

Relationship of MTIP and STIP

- The STIP is the statewide process administered by ODOT
- MPO leads development of MTIPs
 - MPO Board and Governor must approve MTIPs
- State leads development of rural areas STIP
- MTIPs are incorporated without change into final STIP
- FHWA and FTA approve final STIP

Metro MTIP implementation steps

- Forecast available revenues
- Participate in funding allocation actions
- Program, analyze and provide findings on funding allocation award decisions
- Present draft MTIP for public comment, response, and adoption
- Administer change management with MTIP amendments and adjustments

MTIP Change Management Process

- Formal amendments vs. Administrative adjustments
- Metro staff review of change requests
- Public comment period
- Approval process:
 - TPAC review and recommendation
 - JPACT action
 - Metro Council approval

Metro Council Discussion

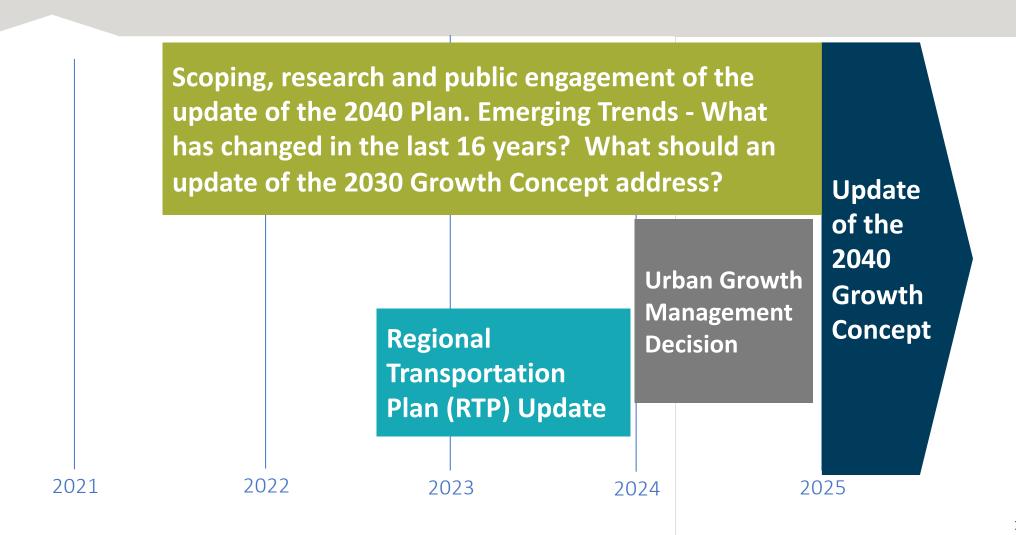
- Any questions about the process or Council role in the MTIP?
- How does Metro Council want to apply the 2018 RTP priority outcomes to a proposed MTIP amendment?
- What outcomes should staff consider as we develop the 2023 RTP and future MTIPs?
- Should there be a threshold for projects for level of analysis?
- How do we create clear communication between Metro Council and JPACT regarding the MTIP and upcoming MTIP amendments?

Questions?

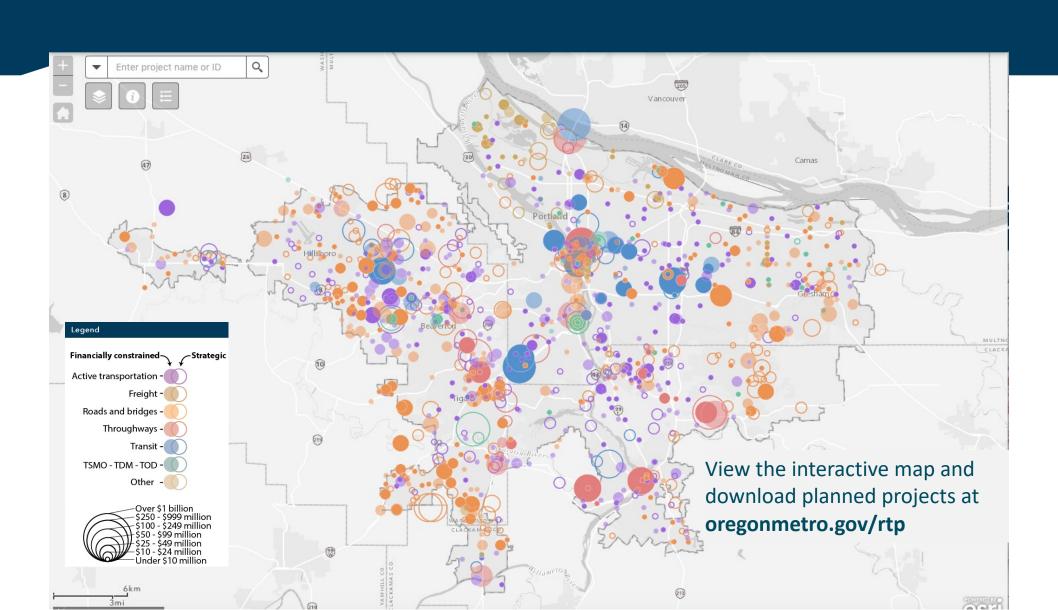
Required elements of the MTIP

- Project schedules with balanced budgets
- Demonstrate investments consistent with the RTP
- Inform on expected progress toward system performance targets
- Compliance with other MTIP-related regulations

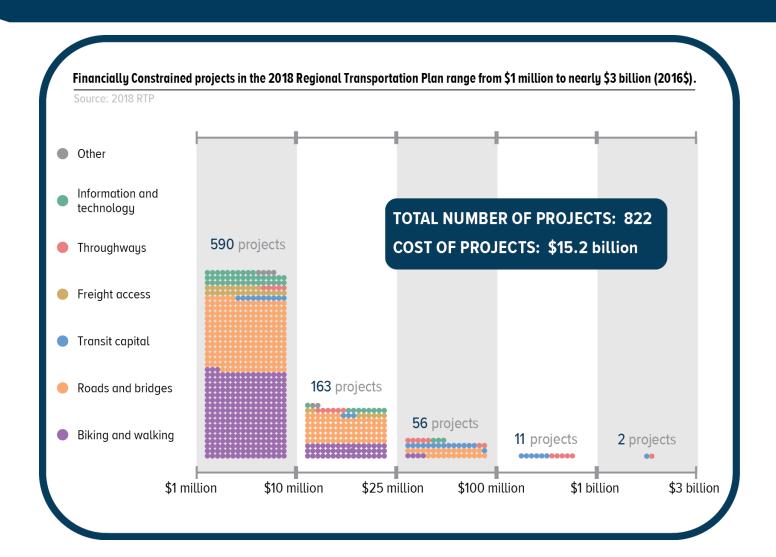
Metro: Planning for the Future



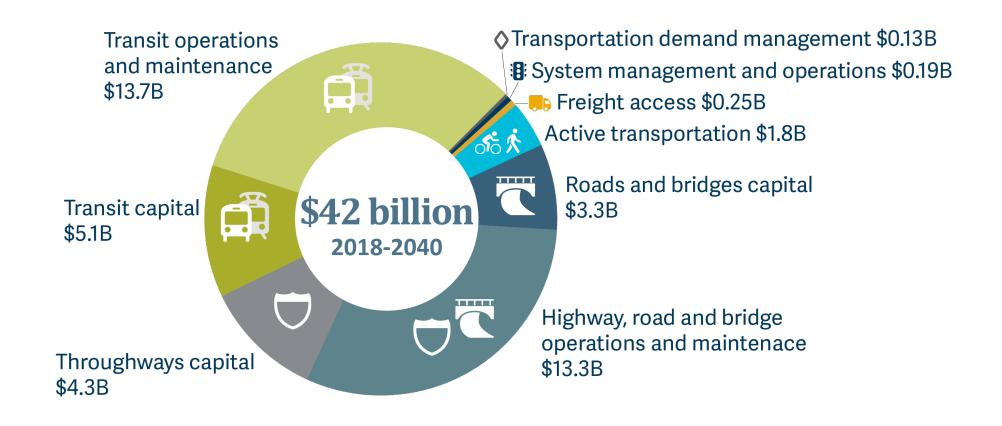
More than \$42 billion planned through 2040



A Plan To Invest in The Future



A Plan To Invest For The Future



Source: 2018 RTP Constrained Project List



Council Community Support Fund FY 21/22

September 7th, 2021

Introduction

The Metro sponsorship program supports community events and programs coordinated by non-profits that align with Metro's six desired outcomes for the region.

Metro Council Community Support Fund focuses on six priority areas:

- Food stability for the most vulnerable
- Housing stability and support (rent and utility assistance)
- Homeless services
- Employment Counseling and aid
- Small business and economic recovery
- Educational support for young students



^{*}Image of volunteers from African Refugee Immigrant Organization of PDX

Overview of Results

Total of \$51,500 across 47 award recipients.

- 19 directly serves the BIPOC community
- 24 Food Stability for the most vulnerable
- 13 Homeless services
- 8 Food stability and Housing support
- 4 Housing stability and support
- 4 Educational support for young students

Six additional requests were awarded thanks to contributions from Parks and Nature, WPES and DEI.

Geographic Breakdown



What we've heard

Most respondents have shared that they intend to continue service programs that have increased in need as a result of the pandemic.

- Food and housing stability continues to be a significant community need.
- Some community needs have shifted
 - Young students return to in-person learning
 - Service providers are offering more in-person support
 - Behavioral and mental health support is an on-going need exacerbated by the stress and anxiety of the pandemic
 - Supporting community vaccination awareness and localized vaccination clinics



^{*}Image of Good Neighbor Center

Program Consideration

Three options to consider:

- Continuing the Council Community Support Fund maintaining the current priority areas
- Continuing the Council Community Support Fund with alternative priority areas
- Return to supporting the general sponsorship program

Staff recommendation:

 Continue the Council Community Support Fund program with revisions to the priority areas that reflect current and future needs in the community.



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