

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 19-4963, FOR THE PURPOSE OF
ADOPTING THE 2021-2024 METROPOLITAN TRANSPORTATION IMPROVEMENT
PROGRAM (MTIP) POLICY STATEMENT FOR THE PORTLAND METROPOLITAN
AREA

Date: March 21, 2019
Department: Planning and Development
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Length: 10 minutes

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ISSUE STATEMENT

Update and adopt the 2021-2024 MTIP policy in time to provide direction to the 2021-2024 MTIP development process.

ACTION REQUESTED

Metro staff requests adoption of Resolution No. 19-4963.

IDENTIFIED POLICY OUTCOMES

1. Update the existing 2018-2021 MTIP policy direction to affirm and incorporate the policy direction from 2018 Regional Transportation Plan (RTP). This includes emphasis on the RTP near-term policy priorities: safety, equity, addressing climate change, and managing congestion.
2. Update the existing 2018-2021 MTIP policy to reflect new and applicable federal regulations to maintain the region's eligibility to expend federal surface transportation funding. This includes performance-based programming requirements which set forth a new MPO activities to assess and monitor performance of the MTIP.
3. Update the existing 2018-2021 MTIP policy to reflect other adopted regional policies and policy direction to funding programs.
4. Apply these updates to the development of the 2021-2024 MTIP currently in progress.

POLICY QUESTION(S)

Update the 2021-2024 MTIP policy direction in a manner that allows the region to progress on the following four activities:

- Implement the 2018 RTP and the near-term priorities (safety, equity, climate change, congestion) identified in the 2018 RTP
- Ensure federal requirements are met to remain eligible to expend federal funds
- Pursue the regional finance approach

- Leverage funding opportunities

The policy outcome sought in adopting the 2021-2024 MTIP policy direction is to provide regional partners, namely ODOT, TriMet, and SMART, further direction and expectations as to what investments in the next four fiscal years – 2021 through 2024 – are expected to achieve.

POLICY OPTIONS FOR COUNCIL TO CONSIDER

Are the four proposed policies and their outcomes acceptable for the 2021-2024 MTIP policy direction?

If so, the anticipated results of an adopted 2021-2024 MTIP policy direction are:

- the MPO affirms the 2018 RTP and provides clear direction as to what near-term investments (i.e. fiscal years 2021-2024) should be aiming to achieve and informs partners as investments deliberations are occurring;
- the MPO and the Metro Council have additional policy backing for the proposed 2022-2024 Regional Flexible Fund allocation policy direction; and
- the MPO has clear direction in how to move forward with developing a performance assessment methodology and monitoring measures.

If not, the anticipated risks of forgoing the 2021-2024 MTIP policy direction:

- the MPO is unable to provide clear direction to partners as to what near-term investments (i.e. fiscal years 2021-2024) should be aiming to achieve;
 - As a result, any investment generally consistent with the 2018 RTP would be acceptable and leave room for advancing investment in projects which do not make progress on the region's near-term priorities;
- there is an opportunity for the policy direction for the 2022-2024 Regional Flexible Fund to directed towards other priorities not identified for the near-term; and
- the MPO staff will have challenges in measuring performance and monitoring progress on investment implementation because clear goals and priorities have not been established.

STAFF RECOMMENDATIONS

Metro staff recommends adoption of Resolution No. 19-4963.

BACKGROUND

The Metropolitan Transportation Improvement Program (MTIP) is a federally-required document which identifies a prioritized list of transportation program and projects covering a four year period. The MTIP is developed in a cooperative and coordinated manner among the region's stakeholders, with further coordination among Metro, ODOT, TriMet, and SMART as the four agencies which administer federal funds. The MPO formally adopts the MTIP to make it the effective four-year investment strategy for the region. The three main components of the MTIP are:

- A list of regionally significant projects within the metropolitan region for the upcoming four fiscal years with numerous project details related to the schedule of project delivery and spending.¹
- A discussion of the transportation funding allocations processes administered by the state department of transportation (ODOT), transit agencies (SMART and TriMet), and the metropolitan planning organization (Metro). The discussion entails how the investment decisions made through these allocation processes advance regional goals and comply with federal regulations.
- A description of administrative procedures, protocols, policies and other related expectations for implementing, administering, and managing the MTIP.

In practice, the MTIP describes how the four agencies in the region prioritize transportation funding through projects and programs in a manner consistent with the regional transportation plan and federal requirements. Additionally, the MTIP demonstrates how the four agencies work together to ensure a coordinated approach to achieve the region's vision and goals for the transportation system for the upcoming federal fiscal years. The MTIP in development addresses fiscal years 2021 through 2024.

The 2021-2024 MTIP policy report communicates the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council's policy direction for developing of the 2021-2024 MTIP. In adopting the 2021-2024 MTIP policy, the overarching direction commits the region towards aligning investments to advance regional priorities and allows Metro, as the steward of the MTIP, to continually monitor and measure progress.

The adoption of the MTIP policy is a practice completed with each MTIP cycle. In previous cycles of the MTIP (2018-2021 and 2015-2018), the MTIP policy statement was combined with the policy statement for the allocation of the Regional Flexible Funds. In efforts to provide further clarity and transparency as to the role of the MTIP, the policy statement for the development, coordination, and implementation of the 2021-2024 MTIP is being brought forward separately from the policy statement for the upcoming cycle of the Regional Flexible Fund.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

As part of federal requirements, Metro and ODOT update the MTIP every three years to schedule funding for the following four-year period. The process of updating the 2021-2024 MTIP policies was initiated by the adoption of the 2018 Regional Transportation Plan (RTP) in December 2018. The 2018 RTP updated a number of the region's policies related to transit, freight, and performance management as well as new regional policies related to transportation safety, equity, and emerging technologies. In addition, the ordinance to adopt the 2018 RTP directed the region to make more near-term progress on four policy priorities to emerge from the plan: transportation safety, equity, addressing climate change, and managing congestion. As part of the adoption of the 2018 RTP, a long-range

¹ Additionally, the MTIP also includes state and local transportation programming which affects the regional transportation system.

investment strategy was also adopted. The RTP plays a significant role in the defining the outcomes transportation investments in the regional system aim to achieve.

In updating the 2021-2024 MTIP policy after the adoption of the 2018 RTP, the 2021-2024 MTIP policy statement adjusts and updates, as necessary, the policy and coordination direction for developing and implementing the 2021-2024 MTIP to support the implementation of the plan. Since the 2018 RTP emphasized equity and implementation of the region's Climate Smart Strategy, the policy statements provides clarity on the outcomes the four year investment program are to advance and make progress towards achieving in light of a newly adopted RTP. In addition to making more explicit the RTP as policy foundation for the MTIP, the updated policies for the 2021-2024 MTIP development continues existing policies and practices adopted as part of previous MTIPs with minor administrative updates, such as complying with all necessary a federal requirements (including new federal requirements) and pursuing the regional finance approach.

The 2021-2024 MTIP will include funds already allocated to projects in fiscal years 2021 (currently in the approved 2018-2021 MTIP). The policy direction is intended to guide the allocation of funds to new projects for fiscal years 2022 through 2024 through the funding allocation processes being administered by Metro, ODOT, TriMet, and SMART. In particular, these policies will greatly shape the policy direction for the regional flexible funds available for the 2022-2024 allocation.

Known Opposition/Support/Community Feedback & Explicit list of stakeholder groups and individuals who have been involved in policy development

Recognizing the significant public engagement undertaken as part of the recent 2018 RTP and 2021-2024 MTIP policy continued a number of existing MTIP policies, with minor updates or adjustments, the process for developing the 2021-2024 MTIP policy statement primarily relied on the Transportation Policy Alternatives Committee (TPAC) as the forum to gather feedback. TPAC was provided opportunities in January and February 2019 to comment and help refine the policy document. TPAC deliberated the proposed 2021-2024 MTIP policies thoroughly at the February meeting. The refined 2021-2024 MTIP policy statement taken forward to JPACT was reviewed at its February meeting with minimal discussion. JPACT took action at its March 2019 meeting to approve the 2021-2024 MTIP policy direction and submit to Metro Council for adoption.

Legal Antecedents

Updates the 2018-2021 Metropolitan Transportation Improvement Program Policy Statement for the Portland Metropolitan Region, adopted by Metro Council Resolution 16-4702 on June 16, 2016 (for the purpose Adopting the 2018-2021 Metropolitan Transportation Improvement Program and 2019-2021 Regional Flexible Funds Allocation Policy Statement for the Portland Metropolitan Area). As well as the 2018 Regional Transportation Plan, adopted by Metro Council Ordinance 18-1412 on December 6, 2018. (Ordinance No. 18-1421, For the Purpose of Amending the 2014 Regional Transportation Plan to Comply With Federal and State Law and Amending the Regional Framework Plan.)

Anticipated Effects

Adoption of this resolution will provide the policy direction, program objectives and procedures that will be used for developing and administering the 2021-2024 MTIP and the 2022-2024 Regional Flexible Fund Allocation.

Financial Implications (current year and ongoing)

There are no impacts for Metro's current budget. This resolution proposes policy for coordination and direction for funding allocation processes and implementation of the 2021-2024 MTIP. This policy direction does set up the framework for the 2022-2024 Regional Flexible Fund allocation policy, which funds a mix of Metro Planning and Development department activities. These activities include the Regional Travel Options Program, the Safe Routes to Schools Program, and supplements MPO-related activities such as travel demand model development.

ATTACHMENTS

The full Resolution 19-4963 is attached.

The full 2021-2024 MTIP policy document is attached as Exhibit A.