

W. 16-B.

AGENDA COVER MEMO

DATE: July 27, 2005

TO: Lane County Board of Commissioners

DEPARTMENT: Public Works Department

PRESENTED BY: Tom Stinchfield, Transportation Planning Engineer

TITLE: PUBLIC HEARING AND ORDER/In the Matter of Commenting to the Oregon Department of Transportation (ODOT) on criteria for the 2008-2011 State Transportation Improvement Program (STIP)

I. MOTION

Move approval of the Order.

II. ISSUE

The Oregon Transportation Commission is scheduled to adopt the 2006-2009 Statewide Transportation Improvement Program (STIP) on August 17, 2005. The Oregon Department of Transportation (ODOT) has distributed materials and preliminary schedules for the next iteration of the STIP, the 2008-2011 STIP. The first step in this process is to comment on the draft criteria for the various funding categories in the 2008-2011 STIP.

III. DISCUSSION

A. Background

Schedule

Attachment 1 is a preliminary schedule for the 08-11 STIP cycle just beginning. It lays out an iterative process that calls for 3 All-Area meetings and consideration by local groups (MPC, BCC, CAC) several times in the next year and a half prior to publishing the draft 08-11 STIP for formal public review. County staff will continue to work with ODOT staff, MPO staff, and staff from the cities in Lane County to develop a STIP process that meets the timelines and provides productive opportunities for agency and public comment on STIP priorities.

Proposed Revisions to Criteria

As a first step, ODOT has requested comments on a slightly modified set of criteria for projects in different categories. These criteria were released in May by the statewide STIP Stakeholders Group that includes representation from various groups around the state. They are scheduled to meet again in early August to make their final recommendations to the OTC on the criteria.

The Metropolitan Policy Committee (MPC) is scheduled to discuss these criteria at a joint meeting with the new Citizen Advisory Committee (CAC) for the metropolitan area on July 14, 2005. These criteria have also been reviewed by the Transportation

Planning Committee (TPC), the metro area transportation technical committee. The TPC did not recommend any specific comments on the criteria.

Public Involvement

MPC and the new CAC will be discussing the role of the new committee on STIP issues on July 14, 2005 at their joint meeting. MPC members can report on that discussion at the Board meeting on July 27th. It has been suggested in the past that we bring the county Roads Advisory Committee (RAC) into the STIP process. Perhaps this is the STIP cycle to work out a process that includes the RAC for outreach to cities and interested citizens outside the metropolitan area. Rex Redmon, RAC member, has recently been elected co-chair of the CAC, so there is an opportunity for improved public involvement and coordination. If the Board agrees with the general idea of bringing the RAC into the STIP process, we will work with ODOT and local agency staff to develop some specific schedules and recommendations.

B. Analysis

Schedule Highlights

The following tentative dates for MPC, BCC, or All-Area meetings are highlighted below.

July 14, 2005 Joint MPC/CAC meeting. Comment on criteria

July 27, 2005 BCC public hearing on criteria. Comment as needed to ODOT.

September, 2005: All-Area Meeting Develop/modify Region 2 Large Project List. Region 2 request ACTs/Lane County to begin Modernization project prioritization.

October/November, 2005 MPC comments on Program Goals.

November 20, 2005 BCC public hearing and comment on Program Goals.

December 8, 2005 MPC comments on preliminary Modernization project priorities

December 21, 2005 BCC public hearing and setting preliminary modernization project priorities.

February, 2006 Region 2 draft Region 2 Modernization project proposal released by Region staff.

April 13, 2005 MPC comments on Region 2 Modernization project priority list released in February

April 26, 2005 BCC public hearing and comment on Region 2 Modernization project priority list.

June, 2006: All-Area Meeting Finalize Region 2 Modernization Project priorities.

September, 2006: All-Area Meeting Modify Region 2 Large Project List as needed after release of draft STIP.

Proposed Changes to Criteria

The following is a list of proposed changes to the criteria. Attachment 2 contains the revised criteria in legislative format (additions underlined, deletions lined out).

- "Projects that support freight mobility" was added to the Prioritization Factors (on page 2) for C-STIP MOD with footnote #9 (on page 12). The footnote language draws on the Freight Advisory Committee's criteria for OTIA III projects.
- "Projects that best support the policies of the Oregon Highway Plan" was added to the Prioritization Factors for Bridge (on page 2), with footnote #18 (on page 16). This clarifies that Bridge projects should also support the OHP policies.
- On page 5, the MPO TMA paragraph (beginning on line 7) will be updated to reflect current federal and MPO terminology.
- A sentence on page 8, line 50 was dropped for clarity.
- "Would facilitate public and private investment that creates or sustains jobs" has been added as an example of possible leverage and public benefit to the footnotes for D-STIP and C-STIP MOD projects (page 10 & page 13).
- Since the OHP has been amended, the reference to the 1999 OHP on page 11 has been updated to reference only the OHP, without a year specified.
- The Bridge section of the footnotes (pages 15 and 16) has been updated to more accurately reflect current practice.
- Table 1 on page 18 has a column added to show OHP policies that may apply to Bridge projects.

The letter (Exhibit A to the Order) is a general letter of support for the changes and a promise to work together on the Region 2 process. The addition of an emphasis on Freight Mobility as a prioritizing factor is the most substantive change. This appears to be consistent with the policy direction of the Legislature with the Oregon Transportation Investment Act program. There have been concerns raised by some about an over-emphasis on freight issues. Since the freight mobility factor will be one of five for Modernization projects, there is some balance in the list. The other change of some substance is to evaluate bridge projects against the full set of Oregon Highway Plan (OHP) policies. This seems to be a reasonable addition.

C. Alternatives / Options

1. Adopt the Order with Exhibit A as presented.
2. Modify Exhibit A as desired by the Board.
3. Decline to adopt the Order.

D. Recommendation

Option 1 or 2

E. Timing

Action is required at this meeting to forward comment to the STIP Stakeholder Group for their August meeting.

IV. IMPLEMENTATION/FOLLOW-UP

Staff will continue work on the 2008-2011 STIP as described in the timelines.

V. ATTACHMENTS

ORDER with Letter of Comment, Exhibit A

Attachment 1 2008-2011 STIP Development Timeline

Attachment 2 Proposed Eligibility Criteria and Prioritizing Factors for the 2008-2011 DSTIP and CSTIP

IN THE BOARD OF COUNTY COMMISSIONERS OF LANE COUNTY
STATE OF OREGON

ORDER NO.

) IN THE MATTER OF COMMENTING TO THE
) TO THE OREGON DEPARTMENT OF
) TRANSPORTATION (ODOT) ON CRITERIA
) FOR THE 2008-2011 STATE
) TRANSPORTATION IMPROVEMENT
) PROGRAM (STIP)

WHEREAS, the Oregon Department of Transportation has requested input from the Lane County Board of Commissioners on criteria for the 2008-2011 Statewide Transportation Improvement Program (STIP); and

WHEREAS, the Metropolitan Policy Committee (MPC) discussed this matter on July 14, 2005 at their July 14, 2005 meeting; and

WHEREAS, the Lane County Board of Commissioners held a public hearing on July 27, 2005 to accept public comment on the proposed criteria; and

WHEREAS, the Board wishes to express general support for the proposed criteria and wishes to comment by letter to the STIP Stakeholder Group and ODOT staff; now, therefore, it is hereby

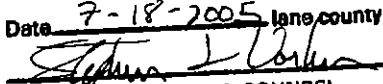
ORDERED that a letter in substantial conformance with the letter attached herein as Exhibit A be sent to the ODOT Region 2 Manager for consideration.

Dated this _____ day of July, 2005.

Anna Morrison, Chair

Lane County Board of Commissioners

APPROVED AS TO FORM

Date 7-18-2005 lane county

OFFICE OF LEGAL COUNSEL

July 27, 2005

Mr. Jeff Scheick, Region 2 Manager
Oregon Department of Transportation
Region 2 Headquarters
455 Airport Road SE, Building B
Salem, OR 97301

Salem, OR 97301-3871

RE: Comments on 2008-2011 STIP Eligibility Criteria and Prioritizing Factors

Dear Mr. Scheick,

The Lane County Board of Commissioners held a public hearing on the proposed 2008-2011 STIP Criteria and Prioritizing Factors today. We also discussed the projected schedules for MPO and County review and All-Area meetings that will be necessary to coordinate Region 2 STIP activities.

We think the proposed criteria are a logical extension of the current program and look forward to continuity in the priority-setting process. We are prepared to cooperate with our regional partners in continuing the successful funding of projects in Lane County and the rest of Region 2.

Please pass along our support for the criteria to the STIP Stakeholder Group at their meeting in August. Thank you again for the opportunity to comment.

Sincerely,

LANE COUNTY BOARD OF COMMISSIONERS

Anna Morrison
Chair

Attachment 1

STIP = Statewide Transportation Improvement Program
Transportation DOT = Department of Transportation

ACT = Area Commission on Transportation

MPO = Metropolitan Planning Organization OTC = Oregon Transportation Commission

ODOT = Oregon Department of

Attachment 2 Project Eligibility Criteria and Prioritization Factors For the 2008-2011 Development STIP and Construction STIP Process Overview Eligibility Criteria

Development STIP		Construction STIP*		
Major projects		Modernization projects	Preservation projects	Bridge replacement/rehabilitation projects
Development work on major projects may be eligible for funding if it:		Modernization projects may be eligible for funding if they:	Preservation projects may be eligible for funding if they:	Bridge replacement and rehabilitation projects may be eligible for funding if they:
<ul style="list-style-type: none"> Supports the definition of "Development STIP" approved by the Oregon Transportation Commission Addresses an unmet transportation need in the applicable acknowledged transportation system plan(s) (TSP) or, in the absence of an applicable acknowledged TSP(s), the applicable comprehensive plan and any applicable adopted TSP(s). Addresses project need, mode, function and general location for a transportation need identified in an acknowledged TSP. Is identified as a project of statewide significance or as a federal discretionary project. Has funding adequate to complete the identified milestone.¹ 		<ul style="list-style-type: none"> Are consistent with the applicable acknowledged transportation system plan (TSP) or, in the absence of an applicable acknowledged TSP, the applicable comprehensive plan and any applicable adopted TSP.⁵ Are consistent with the Oregon Highway Plan policy on Major Improvements (Policy 1G, Action 1.G.1), where applicable.⁶ 	<ul style="list-style-type: none"> Are identified through the Pavement Management System process.¹² 	<ul style="list-style-type: none"> Are identified through the Bridge Management System process.¹⁶ Are improvements or work needed to rebuild or extend the service life of existing bridges and structures (includes replacement of an existing bridge).

* To the extent that legislative action (e.g., HB 2041) applies, the criteria in the legislation will control in the event of a conflict.

Prioritization Factors Used to Select Projects for Funding from the Pool of Eligible Projects

Development STIP Major projects	Modernization projects	Construction STIP Preservation projects	Bridge replacement/rehabilitation projects
<p>Priority shall be given to:</p> <ul style="list-style-type: none"> ♦ D-STIP project suitability (an assessment of the level of work completed to achieve the planned D-STIP milestone). ♦ Projects that best support the policies of the Oregon Highway Plan.² ♦ Projects that have already completed one or more D-STIP milestones. ♦ Projects that have funding identified for development or construction³ ♦ Major Modernization Projects that leverage other funds and public benefits.⁴ 	<p>Priority shall be given to:</p> <ul style="list-style-type: none"> ♦ Project readiness (an assessment of the likelihood of a project getting to construction in the timeframe contemplated).⁷ ♦ Projects that best support the policies of the Oregon Highway Plan.⁸ ♦ <u>Projects that support freight mobility</u>⁹ ♦ Projects that leverage other funds and public benefits.¹⁰ ♦ Class 1 and 3 projects that have completed an environmental milestone of a Record of Decision (ROD) or Finding of No Significant Impact (FONSI) (see footnote for Class 2 projects)¹¹ 	<p>Priority shall be given to:</p> <ul style="list-style-type: none"> ♦ Project readiness (an assessment of the likelihood of a project getting to construction in the timeframe contemplated).¹³ ♦ Projects that best support the policies of the Oregon Highway Plan.¹⁴ ♦ Projects that leverage other funds and public benefits.¹⁵ 	<p>Priority shall be given to:</p> <ul style="list-style-type: none"> ♦ Projects that support the approved Bridge Options Report. (This prioritization factor is not intended to limit bridge projects to those identified in the Bridge Options Report, but to give priority to those identified in the report.)¹⁷ ♦ <u>Projects that best support the policies of the Oregon Highway Plan.</u>¹⁸ ♦ Projects that leverage other funds and public benefits.¹⁹

Project Eligibility Criteria and Prioritization Factors
Process Description and Guidance
For the 2008-2011 Development STIP and Construction STIP

I. Introduction

The Oregon Transportation Commission (OTC) approved the Project Eligibility Criteria and Prioritization Factors to assist Area Commissions on Transportation (ACTs), Metropolitan Planning Organizations (MPOs), or regional or statewide advisory groups advising the OTC on the selection of Statewide Transportation Improvement Program (STIP) projects. The document gives basic definitions and funding information and provides guidance pertaining to roles and responsibilities, project selection and documentation. More information about the ACT process, advisory committees, Oregon transportation management systems, other STIP programs and funding is available on the Internet (see Appendix A).

The OTC establishes program goals, funding levels and regional funding distribution at the start of each two-year STIP update. These policy decisions are made separate from these eligibility criteria and prioritization factors and are not part of this document. (See Appendix B for the decision-making process.)

A. Roles and Responsibilities

The OTC will make the final selections for all projects included in the STIP. The Commission will consider the advice and recommendations that it receives from ACTs, MPOs and regional or statewide advisory groups. ODOT will provide tools necessary to enable an ACT to carry out its responsibilities under these criteria. Geographic areas that do not have an ACT must adhere to the same standards of accountability as ACTs (*Policy on Formation and Operation of the Area Commissions on Transportation*, Section VI, Basis for Decision Making) and demonstrate to the OTC that recommendations were developed in accordance with these criteria and factors. In making final project selections, the OTC will ensure that ACTs, MPOs and regional or statewide advisory groups have based their considerations on the criteria and will ensure projects are distributed according to the funding allocations approved by the OTC for the 2008–2011 STIP.

In making decisions, the OTC applies both regional and statewide perspective, optimizes system effectiveness in decisions for the state system and strives to develop and operate an integrated intermodal transportation system that facilitates the safe, efficient and economic movement of people and goods. (*Policy on Formation and Operation of the Area Commissions on Transportation*, Section III. Authority)

B. Definitions

STIP includes both the Development and Construction sections of the Statewide Transportation Improvement Program. The D-STIP houses projects that require more than 4 years to develop or for which construction funding needs to be obtained. Projects that can complete the development process and be ready for bid within 4 years or less may be placed directly into the C-STIP.

Development STIP (D-STIP)

The Oregon Transportation Commission approved the following definition for the D-STIP:

Projects approved and funded for development through specific milestones and within specific timeframes, which include the following characteristics:

- A. Projects approved for funding through specific milestones such as National Environmental Policy Act (NEPA) design-level environmental documents, right of way acquisition, and final plans; or*
- B. Projects for which needed improvements have been identified but a final solution either has not been determined or needs further design and analysis.*

The types of projects that tend to have one or more of the above characteristics include large statewide significant projects, federally earmarked or demonstration projects, modernization or major bridge replacement projects, and discretionary projects (projects eligible to receive federal discretionary funds).

Construction STIP (C-STIP)

The C-STIP identifies project scheduling and funding for the state's transportation preservation and capital improvement program for a four-year construction period. This program meets the requirements of the Transportation Equity Act for the 21st Century (TEA-21), the federal act that provides funds to states for transportation projects. For application of these criteria and prioritization factors, C-STIP means Modernization, Preservation and Bridge projects.

Other STIP Programs

Other STIP programs (examples include Safety, Bicycle/Pedestrian, Transit, Congestion Mitigation/Air Quality Improvement, Transportation Enhancement, and Scenic Byways) are not addressed in this document. More information about programs funded in the STIP is available in the *Draft 2006-2009 STIP*.

C. Project Selection

Eligibility Criteria and Prioritization Factors have been developed for both the Development STIP (D-STIP) and the Construction STIP (C-STIP). ACTs, MPOs and others, including those where an ACT does not exist, shall apply both regional and statewide perspectives in making their recommendations. The Commission anticipates that most projects considered by ACTs, MPOs and regional or statewide advisory groups would be the outcomes of planning and the transportation management systems maintained by ODOT. ODOT Region staff shall assist the ACT in developing recommendations as described in the *Policy on Formation and Operation of the ACTS*, Section II. D, Role of ODOT Staff.

ACTs, MPOs and regional or statewide advisory groups should use this document as a guide when they evaluate projects for the STIP on the state highway system and for off-system projects that support implementation of the Oregon Highway Plan (OHP). Projects recommended for funding in the STIP should have consistent application of the project eligibility criteria and prioritizing factors. ACTs, MPOs and regional or statewide advisory groups may use additional criteria to select and rank projects provided the criteria are consistent with the

1 project eligibility criteria and prioritization factors adopted by the OTC. If requested, ODOT staff
2 will provide a model to assist with project ranking. This process recognizes regional differences
3 and is consistent with the *Oregon Transportation Plan* (Policy 2G) and the *Policy on Formation*
4 *and Operation of the Area Commissions on Transportation*, Section VI, Basis for
5 Decisionmaking.

6
7 **In MPO areas designated as Transportation Management Areas (TMA)**, all projects using
8 federal title 23 or Federal Transit Act funds, except projects on the NHS and projects funded
9 under the Bridge, Interstate Maintenance and Federal Lands Highways programs, shall be
10 selected by the MPO in consultation with the State and transit operator from the approved
11 metropolitan Transportation Improvement Program (TIP). Projects on the NHS and projects
12 funded under the Bridge and Interstate Maintenance programs shall be selected by the State, in
13 cooperation with the MPO, from the approved metropolitan TIP. Note: This paragraph will be
14 rewritten to make its language consistent with that used in federal regulations. The intent of the
15 paragraph will not change.

16
17 **In MPO areas not designated as TMAs**, projects using federal title 23 or Federal Transit Act
18 funds, other than Federal Lands Highways program funds, shall be selected by the State and/or
19 the transit operator, in cooperation with the MPO, from the approved metropolitan TIP.

20
21 **Outside MPO areas**, transportation projects undertaken on the NHS and projects funded under
22 the Bridge and Interstate Maintenance programs will be selected by the State in consultation
23 with the affected local officials. Other transportation projects undertaken with funds
24 administered by FHWA, other than federal lands highway projects, shall be selected by the
25 State in cooperation with the affected local officials and projects undertaken with Federal Transit
26 Act funds shall be selected by the State in cooperation with the appropriate affected local
27 officials and transit operators (23 Code of Federal Regulations part 450).

28
29 ACTs and MPOs should coordinate their efforts to assure a better decision making process
30 which results in better coordination of projects. When ACT and MPO boundaries overlap, a
31 higher level of clearly defined coordination is needed. Where this occurs, the MPO and ACT
32 should jointly agree on a process for maintaining consistency between ACT recommendations
33 and the MPO Plan and TIP (*Policy on Formation and Operation of the Area Commissions on*
34 *Transportation*, Section VII. G, Coordination).

35 36 Project Eligibility Criteria

37
38 ACTs, MPOs, or regional or statewide advisory groups advising the OTC on the selection of
39 STIP projects for funding on the state highway system or for off-system projects that support
40 implementation of the OHP shall apply the project eligibility criteria. The project eligibility criteria
41 are a first screen so that additional efforts can be focused to determine which projects they will
42 evaluate further for funding. The eligibility criteria are not listed in any particular order. Projects
43 must satisfy these criteria, at a minimum, before they are given further consideration.

44 45 Prioritization Factors

46
47 The prioritization factors are to be used to ensure consistent consideration of the relative merits
48 of projects by ACTs, MPOs and regional or statewide advisory groups. With the exception of
49 project readiness which shall have greater weight, the prioritization factors are not listed in any
50 particular order and do not have any implied weight. To provide for regional differences, ACTs,
51 MPOs and regional or statewide advisory groups may use additional factors to rank projects

provided the factors are consistent with the factors adopted by the OTC. If an ACT, MPO or regional or statewide advisory group chooses to use additional prioritization factors, they must inform those developing project proposals about the factors prior to the beginning of the project submittal period. When developing a tool to evaluate OHP policies, OHP Appendix A2 provides definitional information to facilitate shared understanding of the goals, policies and actions of the OHP policy element.

D. Project Documentation

ACTs, MPOs and regional or statewide advisory groups making recommendations to the OTC shall document the analysis used to develop recommendations. The supporting information should include the following:

1. Project description
2. Project justification
 - ◆ Identify the planning history
 - ◆ As applicable, describe information provided from the pavements or bridge management system. If the recommendation varies from the prioritization identified by the management system, describe the process used to reach that recommendation.
 - ◆ Describe how this project supports OHP policies (Table 1).
 - ◆ Provide an assessment of the likelihood of the project getting to construction in the timeframe contemplated
 - ◆ Provide supplementary project information if the project leverages additional funding or community benefit
3. Applicable additional information

E. Funding

As required by federal regulations (23 CFR Part 450) the C-STIP is financially constrained by year. The Eligibility Criteria and Prioritization Factors defined in this document apply to projects that implement current revenue sources. If more funding becomes available, it will be allocated in adherence to any additional funding or selection criteria attached to those new funds.

The STIP represents multiple funding categories and each category has limits as to how the funding can be obligated. STIP projects must meet the funding source limitations established by state or federal regulations and cannot be selected without looking at those limitations. The D-STIP will be funded with the same funding sources as the C-STIP and the total funds committed to the D-STIP may vary. Funding of the D-STIP can be impacted by several factors, including the following: OTC selection of projects of statewide importance, federally funded earmarks and discretionary projects, federal and state restrictions on the use of available funds, and the Regional equity distribution of Modernization funds (ORS 366.507).

II. Development STIP (D-STIP)

A. Introduction to the D-STIP

The Oregon Transportation Commission will make the final selections for all D-STIP projects and will apply a statewide perspective to the proposed list of projects, giving highest priority to OTC approved federal discretionary projects that have funding secured through federal legislation.

It will be important to clearly articulate the rationale and need of a D-STIP project in order to help manage expectations and potential next steps. D-STIP projects will be consistent with statewide policies and may be identified in one or more planning documents, such as transportation system plans, regional transportation plans, corridor plans, comprehensive plans, refinement plans or state management systems. Additionally, the OTC may select large projects of statewide significance for inclusion in the D-STIP. The D-STIP includes projects approved and funded for development through specific milestones for planning, environmental or project development activities and within specific timeframes.

The following should be considered when applying the Eligibility Criteria and Prioritization Factors:

- ♦ A new alignment will be selected for one or several features in the refinement plan. Project specific refinement plans may be funded in the D-STIP as needed to resolve need, function, mode and general location decisions that could not be made during system plan or corridor plan development. In circumstances where these decisions have already been made, the goal of refinement planning will be to develop a specific solution or a range of solutions to the problems(s) that support the next appropriate project development step.
- ♦ Rapid development is occurring in the area, making corridor preservation critical.
- ♦ Issues needing resolution have a high priority and solutions are likely to be funded in the near future.
- ♦ The highway segment is very sensitive environmentally, and a strategy for the whole segment needs to be approved before work on individual elements can commence. For example, addressing land use to help resolve inconsistencies with planned transportation facilities; planning for compatible land uses along state highways.
- ♦ Public pressure for a sustainable decision is high.

Selection of D-STIP projects requires application of the D-STIP definition approved by the OTC. D-STIP projects generally fall into the following three categories: federal discretionary projects (earmarks), large statewide significant projects, and modernization or major bridge replacement projects.

Federal discretionary projects

Federal discretionary projects are a part of federal appropriations or transportation funding legislation. The Oregon Department of Transportation, with direction from the Oregon Transportation Commission, developed guidelines to use in deciding which projects should be submitted as earmark proposals in federal legislation for the reauthorization of transportation funding. The projects are categorized as low or medium risk and can be completed over the life of the federal transportation funding bill. Local jurisdictions that pursue earmark funding for

1 projects not submitted by ODOT are solely responsible for the required matching funds or any
2 shortfalls.

3 4 Large statewide significant projects

5
6 Large statewide significant projects are projects that require funding that cannot be achieved
7 within standard STIP allocations but are viewed by the OTC as projects of statewide
8 significance and can be selected by the OTC independent of the ACT process. Identified funds
9 would be used to either keep existing work on very large projects current, or to support
10 development of very large projects (for example, funding a new Environmental Impact
11 Statement or updating an existing EIS).

12 13 Modernization or major bridge replacement projects

14
15 Modernization or major bridge replacement projects are projects that have been approved and
16 funded for development through specific milestones but that cannot be constructed within the
17 four-year timeframe of the STIP and/or within the normal Region STIP allocations. These may
18 include shelf projects, which are high priority projects developed in anticipation of funding but
19 that have no funding identified for construction in the current STIP. Milestones include planning,
20 environmental and project development.

21 22 D-STIP Project Completion

23
24 Projects remain in the D-STIP until work required to meet the National Environmental Policy Act
25 (NEPA) is completed. NEPA classifications:

- 26 ♦ Class 1: Requires draft and final environmental impact statement (EIS). An EIS is
27 required for actions that significantly affect the environment.
- 28 ♦ Class 2: Categorical exclusion (neither an environmental assessment nor an
29 environmental impact statement is required). These actions do not individually or
30 cumulative have a significant environmental effect and are excluded from the
31 requirement to prepare an environmental assessment or environmental impact
32 statement.
- 33 ♦ Class 3: Requires environmental assessment (EA) or revised environmental
34 assessment. The environmental impact is not clearly established. All actions that
35 are not Class 1 or 2 fall into this classification. These actions require preparation of
36 an EA to determine the appropriate environmental document. If it is determined that
37 the action is likely to have a significant impact on the environment, the preparation of
38 an EIS will be required.

39
40 All Class 1 and 3 projects should be in the D-STIP until a final Record of Decision (ROD) or
41 Finding of No Significant Impact (FONSI) has been completed. By programming completion of
42 D-STIP milestones that follow a ROD or FONSI, the project delivery activity can continue
43 through right of way acquisition, advance plans, and/or plans specifications and estimates
44 (PS&E). The project could then be ready for inclusion in the C-STIP at the regular 2-year
45 update. Work on right of way, advance plans or PS&E may be conducted in either the D-STIP
46 or the C-STIP.

47
48 ODOT and the Department of Land Conservation and Development (DLCD) shall work with
49 affected cities and counties to obtain land use approvals needed to select a specific alignment.
50 After completion of the Draft EIS or EA they will resolve any other project specific land use

1 issues. The level of land use consistency required will depend on the environmental milestone
2 being completed.

3
4 Although the primary purpose of the D-STIP is to develop projects for the C-STIP, inclusion in
5 the D-STIP does not guarantee funding for future D-STIP milestones or that a project will
6 automatically move into the C-STIP. Funding may not be available to construct the final solution
7 or the environmental document may identify the solution as a "No Build".

8 9 **B. Development STIP**

10 11 **B. 1. Development STIP Eligibility Criteria Footnotes**

12 13 **¹D-STIP milestones**

14 D-STIP projects must have funding to complete the identified milestone; partial milestones or
15 those with no funding will not be programmed. D-STIP milestones, while not necessarily
16 sequential, include those listed below. Not all projects are required to complete all the
17 milestones.

- 18 ♦ Project specific refinement plan completion
- 19 ♦ Project specific refinement plan adoption
- 20 ♦ Land use consistency/Statewide Goal Compliance. (Project is included in the
21 acknowledged comprehensive plan or transportation system plan as a planned
22 facility, which is a facility allowed by the plan and that is expected to be
23 constructed within the next 20 years with available financial resources. This may
24 include land use decisions that establish need, mode, function and general
25 location.)
- 26 ♦ Location Environmental Impact Statement (EIS) Record of Decision (ROD)
- 27 ♦ Design EIS ROD
- 28 ♦ Environmental Assessment (EA) and Finding of No Significant Impact (FONSI)
- 29 ♦ Right of way acquisition
- 30 ♦ Advance plans (or any other applicable project development design milestone)
- 31 ♦ Plans, specifications and estimates (PS&E)

32 33 **B.2. Development STIP Prioritization Factors Footnotes**

34 35 **²D-STIP Projects that Best Support the Oregon Highway Plan Policies**

36 Oregon Highway Plan policies that are applicable to D-STIP projects may include but are not
37 necessarily limited to the following (Table 1):

- 38
39 ♦ 1A, 1B, 1C, 1D, 1F, 1G, 1H, 2A, 2B, 2C, 2E, 2F, 2G, 3A, 3B, 3C, 4A, 4B, 4C, 4D, 4E,
40 and 5A

41 42 **³Funding for D-STIP Projects**

43 A funding scenario should be identified through construction, though not necessarily
44 guaranteed. Congressional high priority projects would fall into this category.

45 46 **⁴Leverage and Public Benefit for D-STIP Projects**

47 ACTs, MPOs and regional or statewide advisory groups should evaluate how proposed projects
48 leverage additional funding or collateral community benefits and make wise and efficient use of
49 infrastructure and natural resources. Those making project recommendations should pursue an
50 agenda to accomplish leverage or community benefits although specific benefits might not

1 always be known at the D-STIP stage. Examples of leverage and public benefits for D-STIP
2 modernization projects could include where applicable, but are not limited to the following:

- 3
- 4 ♦ Other funding contributions, such as additional federal funds, local matching funds or
- 5 provision of project right of way, private funding.
- 6 ♦ Bundling with other infrastructure projects (provided there is no adverse affect on
- 7 project readiness).
- 8 ♦ Fish enhancement, such as culvert replacement and improved drainage.
- 9 ♦ Transfer of jurisdiction from state to local control.
- 10 ♦ Leveraging additional funds that contribute to transportation system effectiveness,
- 11 revitalization of the downtown or mainstreet, etc.
- 12 ♦ Direct benefits to multiple modes of travel. This would include local efforts to
- 13 accommodate non-auto modal opportunities.
- 14 ♦ Local circulation improvements that support and complement the state highway
- 15 project.
- 16 ♦ Improvements in Oregon's economy by addressing transportation challenges.
- 17 ♦ Potential for collecting toll revenues.
- 18 ♦ Projects that implement other innovative finance techniques.
- 19 ♦ Would facilitate public and private investment that creates or sustains jobs |
- 20

21 This determination must be considered within the capacity of the community on a case by case
22 basis.
23

III. Construction STIP (C-STIP)

A. Introduction to the C-STIP

The C-STIP contains projects scheduled for construction and is financially constrained by year. Application of the C-STIP Eligibility Criteria and Prioritization Factors includes Modernization, Preservation and Bridge projects. Information about other programs in the STIP may be found in the *Draft 2006-2009 STIP*.

B. Modernization

As stated in the *Oregon Highway Plan*, "The primary goal of modernization projects is to add capacity to the highway system in order to facilitate existing traffic and/or accommodate projected traffic growth. Modernization means capacity-adding projects including HOV lanes and off-system improvements. Projects in this category include major widening of lanes or bridges, and the addition of lanes, rest areas or entire facilities." Where a culvert is replaced with a bridge due to environmental analysis concluding that this is necessary, the project is not considered modernization.

B.1. Construction STIP Eligibility Criteria for Modernization Footnotes

⁵Consistency with Comprehensive Plans and Transportation System Plans (TSP)

The proposal must show that the project is consistent with the applicable adopted comprehensive plan or transportation system plan as a planned facility, including land use decisions that establish need, mode, function and general location, including goal exceptions, where required. If consistency cannot be demonstrated the project submission will describe how the inconsistency will be addressed, including changes to the project, TSP and/or comprehensive plan and when they need to be completed. In such cases, the ACT or regional or statewide advisory group may recommend that the project be included in the D-STIP, and request that Transportation Planning Rule issues be addressed.

Proposed projects from within MPOs shall be identified in fiscally constrained Regional Transportation Plans and shall meet air quality conformity requirements.

⁶Consistency with Oregon Highway Plan (OHP) Policy 1G, Action 1G.1, on Major Improvements

In order to demonstrate that a project is consistent with OHP Policy 1G, Action 1G.1, the proposal must show that the project and/or the TSP clearly addressed the prioritization criteria found in Action 1G.1 of the OHP.

Where needed to achieve consistency with the above-noted Oregon Highway Plan policy, the ACTs, MPOs, or regional or statewide advisory groups, with ODOT assistance, shall negotiate conditions for project approval with an applicant. These conditions, if not addressed as the project proceeded through the D-STIP if applicable, shall be attached to the application approved by the ACT, MPO or regional or statewide advisory group, shall be as specific as possible given the stage of development of the project, and may include the following:

- ♦ Access management and interchange area management plans,
- ♦ Highway segment designations,
- ♦ Needed local street improvements,
- ♦ Traffic management plans,

- ♦ Land use plan designations,
- ♦ Other similar conditions.

B.2. Construction STIP Prioritization Factors for Modernization Footnotes

⁷Project Readiness for C-STIP Modernization Projects

Projects that can begin construction within the timeframe of the STIP and within the timeframe expected are considered to be more ready than those that have many or complicated remaining steps. The overall judgement of a project's readiness is dependent on timeliness of construction expectations not on the number of steps to be completed.

Where applicable, the hurdles to accomplish each of the following steps must be assessed for major modernization projects that have come through the D-STIP and for which a final Record of Decision (ROD) for a design level environmental impact statement or a Finding of No Significant Impact (FONSI) has been made:

- ♦ Public involvement
- ♦ Right of way purchased
- ♦ Final construction and traffic flow management plans developed
- ♦ Additional land use requirements such as completing plans for access management, supporting local transportation system improvements and land use measures to protect the function and operation of the project.

Projects that have not gone through the D-STIP or have not completed a FONSI or ROD must also assess the following:

- ♦ Environmental requirements
- ♦ Land use requirements
- ♦ Applicability of minor improvements and alternative mode solutions

For all projects, if those aspects are not completed at the time of the assessment of project readiness, a plan to complete them must be described to assist in judging the likelihood that all of those aspects can be addressed, and construction begun within the timeframe projected. The project budget and time line must include execution of the plan.

⁸Modernization Projects that Best Support the Oregon Highway Plan Policies

OHP policies that are applicable to modernization projects may include but are not necessarily limited to the following (Table 1):

- ♦ 1A, 1B, 1C, 1D, 1F, 1G, 1H, 2A, 2B, 2C, 2E, 2F, 2G, 3A, 3B, 3C, 4A, 4B, 4C, 4D, 4E, and 5A

⁹ Projects that support freight mobility

Are modernization projects on freight routes of statewide or regional significance, including: highways on the State Highway Freight System as designated in the *Oregon Highway Plan*; or highways or local roads designated as National Highway System intermodal connectors; or other highways with a high volume or percentage of trucks or which are important for regional or interstate freight movements, or local freight routes designated in a regional or local transportation plan. These projects would remove identified barriers to the safe, reliable, and efficient movement of goods and/or would support multimodal freight transportation movements.

1
2
3 ¹⁰**Leverage and Public Benefit for C-STIP Modernization Projects**

4 ACTs, MPOs and regional or statewide advisory groups should evaluate how proposed projects
5 leverage additional funding or collateral community benefits and make wise and efficient use of
6 infrastructure and natural resources. Examples of leverage and public benefits for C-STIP
7 modernization projects include:
8

- 9
 - 10 • Other funding contributions, such as additional federal funds, local matching funds or
11 provision of project right-of-way, private funding.
 - 12 • Bundling with other infrastructure projects (provided there is no adverse affect on
13 project readiness).
 - 14 • Fish enhancement, such as culvert replacement and improved drainage.
 - 15 • Transfer of jurisdiction from state to local control.
 - 16 • Leveraging of additional funds that contribute to transportation system effectiveness,
17 revitalization of the downtown or mainstreet, etc.
 - 18 • Direct benefits to multiple modes of travel. This would include local efforts to
19 accommodate non-auto modal opportunities.
 - 20 • Local circulation improvements that support and complement the state highway
21 project.
 - 22 • Improvements in Oregon's economy by addressing transportation challenges.
 - 23 • Potential for collecting toll revenues.
 - 24 • Projects that implement other innovative finance techniques.
 - 25 • Would facilitate public and private investment that creates or sustains jobs

26 This determination must be considered within the capacity of the community on a case by case
27 basis.
28

29 ¹¹**Environmental Classification**

- 30
 - 31 • Class 1: Requires draft and final environmental impact statement (EIS)
 - 32 • Class 2: Categorical exclusion (neither an environmental assessment nor an
33 environmental impact statement is required)
 - 34 • Class 3: Requires environmental assessment (EA) or revised environmental
35 assessment

36 This prioritization factor is not intended to give Class 1 and 3 projects priority over or to exclude
37 Class 2 projects, but to give Class 1 and 3 projects with a completed ROD or FONSI priority
38 over Class 1 and 3 projects that require additional environmental documentation.
39

40 **C. Preservation**

41
42 The pavement preservation projects list is developed by ODOT's Pavement Management
43 System (PMS) and applied by the pavement management selection committees. The PMS is an
44 electronic data management tool used by the department to identify, prioritize and develop
45 needed pavement preservation projects. The role of ACTs, MPOs and regional or statewide
46 advisory groups is to review the timing of the pavement preservation projects as they relate to
47 other local projects or issues; their comments will be considered as part of the process. It is
48 anticipated that these groups will primarily enhance selected projects by leveraging additional
49 funding or collateral community benefit. The interstate preservation projects are selected based
50 on the PMS and a statewide strategy and are therefore not a part of these criteria.
51

C.1. Construction STIP Eligibility Criteria for Pavement Preservation Footnotes

¹²Pavement Strategy

The department has adopted a pavement preservation program designed to keep highways in the best condition at the lowest lifecycle cost, taking into account available funding. ODOT established a Pavement Strategy Committee in 1999 to address pavement preservation issues, including the development of a statewide pavement strategy for all state highways. The pavement strategy was developed using the department's Pavement Management System. The strategy assumes maintenance of existing traffic capacity; it does not provide for capacity improvements.

Using the list generated by the Pavement Management System (PMS), each Region is responsible for recommending preservation projects for inclusion in the STIP.

C.2. Construction STIP Prioritization Factors for Pavement Preservation Footnotes

¹³Project Readiness for C-STIP Preservation Projects

Projects that can begin construction within the timeframe of the STIP and within the timeframe expected are considered to be more ready than those that have many or complicated remaining steps. The overall judgement of a project's readiness is dependent on timeliness of construction expectations not on the number of steps to be completed.

¹⁴Preservation Projects that Best Support the Oregon Highway Plan Policies

Oregon Highway Plan policies that are applicable to preservation projects may include but are not necessarily limited to the following (Table 1):

- ♦ 1A, 1B, 1C, 1D, 1E, 2A, 2C, 2F, 3A, 4A, and 5A

¹⁵Leverage and Public Benefit for C-STIP Preservation Projects

ACTs, MPOs and regional or statewide advisory groups should evaluate how proposed projects leverage additional funding or collateral community benefits and make wise and efficient use of infrastructure and natural resources. Examples of leverage and public benefits for C-STIP pavement preservation projects include:

- ♦ Other funding contributions, such as additional federal funds, local matching funds or provision of project right-of-way, private funding.
- ♦ Bundling with other infrastructure projects (provided there is no adverse affect on project readiness).
- ♦ Fish enhancement, such as culvert replacement and improved drainage.
- ♦ Transfer of jurisdiction from state to local control.
- ♦ Leveraging of additional funds that contribute to transportation system effectiveness, revitalization of the downtown or mainstreet, etc.
- ♦ Direct benefits to multiple modes of travel. This would include local efforts to accommodate non-auto modal opportunities.
- ♦ Local circulation improvements that support and complement the state highway project.
- ♦ Improvements in Oregon's economy by addressing transportation challenges.

D. Bridge

The process of identifying bridge projects for the STIP is two-fold in nature: (1) bridges are inspected at least every two years in order that the most current inspection information is used to develop a list of bridges; and (2) the use of a Bridge Management System (BMS). The State has implemented the use of PONTIS (bridge management system software) condition evaluation criteria for bridge inspection. Upon full implementation of all the PONTIS modules, the BMS will evaluate the existing condition of bridges, predict the rate of deterioration and suggest repairs and rehabilitation option. For development of the 08-11 STIP, the Bridge Program will continue to use other ~~The BMS is an electronic data management tool used by the department to identify, prioritize and develop needed bridge improvements. BMS data are linked to other technical databases to identify bridges that meet twelve separate deficiency parameters. Applying this information, after technical review and coordination with the Regions and the State Bridge Leadership Team, the State Bridge Program Manager, the State Bridge Oversight Committee recommends~~ a prioritized list of projects for inclusion in the STIP. The role of ACTs, MPOs and regional or statewide advisory groups is to review the timing of the bridge replacement/rehabilitation projects as they relate to other local projects or issues; their comments will be considered as part of the process. It is anticipated that these groups will primarily enhance selected projects by leveraging additional funding or collateral community benefit.

D.1. Construction STIP Eligibility Criteria for Bridge Footnotes

¹⁶Bridge Management System

State Bridge Project Selection

This criterion applies to bridges on the State highway system only. Through an agreement between the State and the Association of Oregon Counties (AOC) and the League of Oregon Cities (LOC), a formula distribution, 27% (% periodically reassessed) of the federal Highway Bridge Replacement and Rehabilitation Project funds are divided between the State and local agencies based on the percentages of deficient bridges. ~~go to local bridges, which Local bridge projects~~ are covered through a separate selection process.

State bridge projects proposed for funding will be selected based on the desire to maintain and improve transportation's role in Oregon's economy. Traditionally, modernization funding will pay for major improvements to the transportation system including the bridge work. The State Bridge Program will support OTIA, freight mobility, life safety and protection of the transportation infrastructure investment.

Focusing on the Interstate Highway and Oregon Highway Plan Freight Routes, consider bridges as candidates based on the following:

- ♦ Bridges that are presently load restricted or could become restricted in the near future.
- ~~□ Bridges that have needed temporary repair but still have some load restrictions.~~
- ~~□ Bridges that have deterioration that will cause load restrictions in the near future.~~
- ♦ Bridges that preserve freight corridors, detour and other lifeline routes.
- ♦ Other structural, safety and functional considerations.

D.2. Construction STIP Prioritization Factors for Bridge Footnotes

¹⁷Bridge Options Report

Priority will be given to projects that support the Updated Bridge Options Report adopted by the Oregon Transportation Commission. ~~In implementing the Bridge Options Report, bridges being designed or constructed to take into account anticipated future growth are not considered modernization projects. Other bridges that increase lane capacity are included under modernization and must meet the modernization criteria and prioritization factors. (Add link to BOR)~~

¹⁸Bridge Projects that Best Support the Oregon Highway Plan Policies

Oregon Highway Plan policies that are applicable to bridge projects may include but are not necessarily limited to the following (Table 1):

- ♦ 1A, 1B, 1C, 1D, 1E, 1F, 1G, 1H, 2A, 2B, 2C, 2F, 2G, 3B, 3C, 4A, 4B, 4C, and 5A

¹⁹Leverage and Public Benefit for C-STIP Bridge Projects

ACTs, MPOs and regional or statewide advisory groups should evaluate how proposed projects leverage additional funding or collateral community benefits and make wise and efficient use of

1 infrastructure and natural resources. Examples of leverage and public benefits for C-STIP
2 bridge replacement/rehabilitation projects include:

- 3
- 4 ♦ Other funding contributions, such as additional federal funds, local matching funds or
- 5 provision of project right-of-way, private funding.
- 6 ♦ Bundling with other infrastructure projects (provided there is no adverse affect on
- 7 project readiness).
- 8 ♦ Fish enhancement, such as culvert replacement and improved drainage.
- 9 ♦ Direct benefits to multiple modes of travel. This would include local efforts to
- 10 accommodate non-auto modal opportunities.
- 11 ♦ Improvements in Oregon's economy by addressing transportation challenges.
- 12
- 13
- 14

Oregon Highway Plan Policies Applicable to Prioritizing Projects Statewide Transportation Improvement Program

Table 1

POLICY	D-STIP Mod.	C-STIP Mod.	C-STIP PRES.	C-STIP Bridge
GOAL 1: SYSTEM DEFINITION				
POLICY 1A: STATE HIGHWAY CLASSIFICATION SYSTEM	X	X	X	X
POLICY 1B: LAND USE AND TRANSPORTATION	X	X	X	X
POLICY 1C: STATE HIGHWAY FREIGHT SYSTEM	X	X	X	X
POLICY 1D: SCENIC BYWAYS	X	X	X	X
POLICY 1E: LIFELINE ROUTES			X	X
POLICY 1F: HIGHWAY MOBILITY STANDARDS	X	X		X
POLICY 1G: MAJOR IMPROVEMENTS	X	X		X
POLICY 1H: BYPASSES	X	X		X
GOAL 2: SYSTEM MANAGEMENT				
POLICY 2A: PARTNERSHIPS	X	X	X	X
POLICY 2B: OFF-SYSTEM IMPROVEMENTS	X	X		X
POLICY 2C: INTERJURISDICTIONAL TRANSFERS	X	X	X	X
POLICY 2E: INTELLIGENT TRANSPORTATION SYSTEMS	X	X		
POLICY 2F: TRAFFIC SAFETY	X	X	X	X
POLICY 2G: RAIL AND HIGHWAY COMPATIBILITY	X	X		X
GOAL 3: ACCESS MANAGEMENT				
POLICY 3A: CLASSIFICATION AND SPACING STANDARDS	X	X	X	
POLICY 3B: MEDIANS	X	X		X
POLICY 3C: INTERCHANGE ACCESS MANAGEMENT AREAS	X	X		X
GOAL 4: TRAVEL ALTERNATIVES				
POLICY 4A: EFFICIENCY OF FREIGHT MOVEMENT	X	X	X	X
POLICY 4B: ALTERNATIVE PASSENGER MODES	X	X		X
POLICY 4C: HIGH-OCCUPANCY VEHICLE (HOV) FACILITIES	X	X		X
POLICY 4D: TRANSPORTATION DEMAND MANAGEMENT	X	X		
POLICY 4E: PARK-AND-RIDE FACILITIES	X	X		
GOAL 5: ENVIRONMENTAL AND SCENIC RESOURCES				
POLICY 5A: ENVIRONMENTAL RESOURCES	X	X	X	X

Appendix A

Key Website Addresses

Draft 2006-2009 and Final STIP, Criteria Compliance Reports: <http://www.odot.state.or.us/stip/>

STIP Users' Guide discussing STIP development rules, programs, timelines, and more will be available on ODOT's website in late 2005.

Management Systems: <http://intranet.odot.state.or.us/otms/>

Policy on Formation and Operation of the ACTs:
http://www.oregon.gov/ODOT/COMM/act_main.shtml

Program Advisory Committees, Community Involvement: <http://www.oregon.gov/ODOT/>