CENTRAL OREGON AREA COMMISSION ON TRANSPORTATION (COACT)  

January 11, 2018 3:00 – 5:00 PM  
Redmond Public Works Training Room  
243 E. Antler Ave. Redmond OR

AGENDA

3:00  1. Call to Order and Introductions  
Wayne Fording, Chair

3:05  2. Public Comments  
A) General Comments  
Wayne Fording, Chair

3:10  3. COACT Business  
A) COACT Chair and Vice-Chair Election (Action)  
B) November 9, 2017 Meeting Minutes (Action)  
Attachment A

3:15  4. 2021-2024 STIP Update  
A) December OTC meeting debrief and report  
B) Fix-It/Safety and Enhance Leverage Programs  
Gary Farnsworth, ODOT  
Attachments B-F

3:45  5. Federal Lands Access Program (FLAP) Project Updates  
A) Updates on project progress  
Gary Farnsworth, ODOT and COACT Members  
Attachment G

4:05  6. Special Transportation Improvement Fund (STIF) Update  
A) Overall Update  
B) Local Area Plan process and governance considerations  
Theresa Conley, ODOT and Karen Friend, COIC

4:20  8. Regional Roundtable  
A) Open Discussion  
COACT Members

5:00  ADJOURN
DRAFT Meeting Minutes

Central Oregon Area Commission on Transportation
COACT
November 9, 2017
Redmond Public Works Training Room
243 E. Antler Ave., Redmond, OR

Members:
Wayne Fording (Jefferson County), Jerry Brummer (Crook County), Chris Funk (City of Culver), Bill Moseley (City of Bend), Karen Friend (Transit Rep), Jeff Hurd (City of Madras), Lonny Macy (Confederated Tribes of Warm Springs), Tony DeBone (Deschutes County), Dennis Scott (City of La Pine), Andrea Blum (City of Sisters), Melvin Ewing (Prineville District BLM), Gary Judd (Aviation), George Endicott (City of Redmond), Jeff Monson (Commute Options), Marcos Romero (USFS), Bob Bryant (ODOT), Mark Smith (BPAC), Ron Cholin (Crook County), Charlie Every (Trucking Rep).

Guests:
Della Mosier (ODOT), Gene Whisnant (State Rep. HD 53), Chris Doty (Deschutes County), David Amiton (ODOT), Scott Smith (City of Prineville), Phil Stenbeck (City of Prineville), Sally Russell (City of Bend), Joshua Smith (City of Prineville), Nohemi Ramos (OR Dept. of Aviation), Cathy Clark (OR Dept. of Aviation)

Staff:
Scott Aycock and Hailey Barth (COIC)

1. Call to Order and Introductions

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

2. Public Comments

There were no public comments.

3. COACT Business
   A. September 14, 2017 Meeting Minutes (ACTION)

Wayne Fording motioned to approve the September 14, 2017 meeting minutes. Andrea Blum seconded. Minutes were approved by consensus.

Wayne informed the group that we would be moving Agenda item 5 in front of item 4 for the meeting discussion.

5. HB 2017: Statewide Transportation Improvement Fund (STIF)
   A) Transit: Statewide Transportation Improvement Fund (STIF) Process
Karyn Criswell, ODOT (presentation)

Wayne introduced the group to Karyn Criswell, the STIF project manager, from the Oregon Department of Transportation (ODOT). Wayne thanked Karen Friend for attending the Oregon Public Transportation
Conference in Pendleton, and congratulated her on her award of 2017 Outstanding Public Transportation Manager of the Year.

Karyn briefed the group on the STIF:

- The passage of House Bill 2017 led to the STIF and established a new dedicated source of funding for extending public transportation service in Oregon.
- Revenue will be generated from a payroll tax of one-tenth of one percent of wages paid to employees in Oregon.
- The proceeds from the payroll tax will be deposited into the STIF.
- The expected revenue is 115 million per year.
- Under the current schedule, the Department of Revenue (DOR) will begin assessing the tax on or after July 1, 2018.
- ODOT is waiting for the DOR implementation plan to come out to determine if they are on track with their predicted timeline.
- ODOT’s plan is to get first grant agreements out to door and to get formula funds flowing out to the communities by January 1, 2019.

Karyn discussed the following regarding how STIF funding will be distributed:

- Ninety percent by formula to qualified entities.
- Five percent to public transportation service providers through a competitive discretionary process that the OTC will develop the rules for.
  - Current law does not state the purpose of the discretionary pot of funding, but the hope is to replace Connect Oregon as the source of funding.
- Four percent will go to a competitive grant program based on OTC rule that will improve public transportation between two or more communities (intercity).
- One percent will go to ODOT to establish a statewide public transportation technical resource center.
  - This will help rural providers with planning, training, and information technology.

Karyn moved on to talk about eligibility for the STIF:

- The STIF and the Special Transportation Fund (STF) are similar in process.
- The list of qualified entities is the same for the STIF and STF
- Qualified entities include mass transit districts, transportation districts, counties in areas without a mass transit/transportation district, and federally-recognized Indian tribes.
- Qualified entities will get an allocation of formula funds based on the employee payroll that is generated within their geographic territory, except for entities that have a minimum base of 100k per year.
  - This ensures that communities that have a small payroll tax base still have a meaningful level of funding.
- Qualified entities will be responsible for working with public transportation service providers in their area.
  - Examples: cities, counties, special districts, intergovernmental entities, municipal corporations, transit districts, etc.
  - Qualified entities will work with the public transportation service providers to develop sub allocation methodology, develop the advisory committee process, and solicitation of projects.

George Endicott asked Karen Friend if CET meets the definition of a qualified entity under the new law that COIC got through the last session. Karen answered that that was the original intention, but COIC does not
technically meet the criteria. Karyn responded that some of the thinking on that was trying to figure out a method to meet the expectation of accountability and transparency while keeping a certain level of authority. There is a strong interest in legislation that providers and partner agencies will work together to reduce gaps in service across the state.

Karyn stated that under the current law, qualified entities are required to develop a STIF plan to improve service in order to receive 90 percent formula funds. She noted that:

- They are working on rules to identify what is required for those plans.
- There are things that the legislature has specified that they want to know:
  - What percentage of your allocation are you spending to improve public transportation to low income communities?
  - To what extent are you using the money to reduce fragmentation of service?
  - To what extent are you using the funds towards low income fare programs?

Karyn also gave the group an update on ODOT’s current timeline:

- Fall 2017: Advisory committee was formed to help ODOT determine the formula rules for the planning requirements
- Winter 2018: Recommend rules to OTC
- Mid 2018: Grant solicitations begin
- 2019: Grants effective Jan and July

Karyn stated that the proposed timeline is all conditioned on the flow of revenue. The assessment will start mid-2018, then the first collection would not happen until October, then DOR will take their administration, then it will go to ODOT. This fund has to be within ODOT’s legislative budget, and the financial office and the CFO has to agree the funds are sufficient. ODOT is still working with DOR on their process and schedule, and the goal is to get service improvements happening as quickly as possible tied to the assessments. The first report back to the legislature is due on or before Feb 1, 2020.

Gary Judd asked if much funding distribution will be going out in January 2019 with such little time to collect. Karyn answered that, yes, that was one of ODOT’s big questions as they started conversations with the DOR. The law calls for the program to be operative by January 1, 2019. Our interpretation of “operative” means grant agreements and money going out the door. There may be unanticipated obstacles regarding how the DOR tags these funds, but January 2019 is still our current goal.

Bill Moseley asked hypothetically if Karyn were a county if she might be shooting for a process to distribute formula funds ahead of January 2019. Karyn responded that yes, if she were a county or a transit provider, what she would be doing right now is talking with partner agencies about the sub – allocation element, looking at the draft rules, figuring out areas of concern, and determining out how to accomplish this.

Tony DeBone asked if these formula funds could go through the county as operational or capital funds. He asked for a clear definition of the formula funds. Karyn answered no, the way the legislature wrote the law, the language states there are 6 different categories to spend this money, and they want to know in the STIF how you plan on spending the funds. They legislature wants to know how you are going to spend your money on those 6 different things, but it does not explicitly state that you can only spend it on those 6. The rules are very open
Karen Friend stated that the Bend and Regional Transit Master Plan was last revised in 2013, and she is excited to share that updates are being made to better suit Central Oregon’s changing needs. Karen highlighted the following regarding the updates to this plan:

- Each community section will be updated as well as the regional priorities
- The original values and objectives will be revisited and updated if they no longer fit the community’s needs
- It will be a comprehensive plan that will drive short term, interim, and long term planning for the transit system
- Starting with a community value and vision piece so people understand the trade offs
- Technology will be provided so everyone can provide input

Wayne Fording asked Karen if she wanted to discuss what COIC needs to do to accomplish this. He noted that in Jefferson County special transportation funds are passed to COIC. He envisions these formula funds being handled the same way, and sees a possible MOU with COIC to do the plan for this. Wayne asked Karen how she sees this all coming together.

Karen replied that in all areas where there is a transportation or transit district, those districts conduct the processes that our counties currently have to do. Because we just went through this legislative process where we thought we had defined COIC as the transit district, we are moving forward off of that. Everyone thinks COIC is the transit district, so now the question is, how do we work with the counties to determine what level of process they would like to conduct through COIC, and which to maintain at the county? We are going to determine how to be in agreement of how to work on these projects.

4. **Aviation System Action Program – COAR Grant Cycle**
   A) ASAP/COAR Program Overview and Upcoming Grant Cycle
   Matt Lawyer and Nohemi Ramos, ODA

Gary Judd introduced Nohemi Ramos who provided the group with an overview of the Critical Oregon Airport Relief (COAR) program overview and upcoming grant cycle, as well as COACT’s role in this. Nohemi highlighted the following:

- COAR Grant Program is for public use airports across Oregon
- COAR receives funding from aviation fuel taxes and jet fuel taxes (2 cents per gallon)

COAR Project Categories:

- 1\textsuperscript{st} priority – Assist with match requirements for FAA AIP grants
- 2\textsuperscript{nd} priority – Safety and infrastructure development
- 3\textsuperscript{rd} priority – Aviation-related economic benefits related to airports
Marketing, business development, critical and essential services to the airport

COAR Minimum Match Requirements:

- In order to received COAR funding, projects must put in a match
- The match is determined by the category of airport listed in the Oregon Aviation Plan (both FAA and non-FAA eligible projects)

COAR Cycle 2017 – 2018 Timeline:

- September 1 – October 2: Grant application available
- October 3 – October 13: ODA’s completeness review
- October 16 – December 22: ACT review and grading (Current Phase)
  - The ACT looks at the 6 application questions and answers that are statutorily in COAR’s program to determine if the applicant fulfilled what was being asked of them
- Late January/Early February: Aviation Review Committee compiles a project list to recommend to Aviation Board
- March: Aviation Board reviews, reprioritizes, and approved recommended apps
- March/April: Staff notifies awarded projects and begins the agreement process

Nohemi stated that over half of the applications received were from Federal Airports; COAR’s grant cycle was created to align with the Federal Aviation Administration (FAA)’s grant cycle. The main difference between the two grant cycles is COAR does not reimburse for invoices incurred prior to the execution of the grant, while the FAA will reimburse prior project costs.

Nohemi discussed the applications that Central Oregon ACT received this year and highlighted the following:

- 12 applications total
  - 5 FAA AIP Applications: Redmond x2, Bend, Madras, and Prineville
  - 7 Economic Development applications: Madras, Sisters x5, and Prineville
- COAR grant dollars requested: $1.67 million
- Grant match from airports: $21.7 million
- $23.3 million total project dollars represented via applications

Nohemi also informed the group that, statewide, ODA received 59 applications with a total ask of $5.9 million. She continued on and discussed the 6 questions that the ACT will be reviewing that are directly from the Connect Oregon Program. Nohemi presented a visual of the ODA e-Grant and the online application process to familiarize the group with the system.

Nohemi discussed the frequently asked question, “Does the ACT rank projects?”

- The ACT’s role in the COAR grant process is to review applications for airports within their ACT
- Only one review sheet is needed per project application based upon the applicant’s responses
- The application scoring is formulated based upon the selections made on the review forms
- It will be at the discretion of each ACT to review the collective list of statewide projects and provide their preferences to their member serving on the ARC
- Ultimately it will be the ARC that will rank and recommend projects to the State Aviation Board
Scott asked if Sunriver is eligible to apply for this grant. Nohemi responded yes, and last year they were anticipating about the same amount of money available, and as grants were executed, some projects dropped out and money was freed up for Sunriver’s projects in the last cycle that had been just below the cut line.

B) Delegate to COACT Executive Committee (Action)

Della asked for confirmation that the submitted application from COACT is due December 22. Nohemi answered yes. Della stated that because COACT will not be meeting again before that deadline, she suggested the duty be delegated to the executive board in December.

*Wayne Fording motioned to approve the duty of reviewing and providing commentary on the Central Oregon COAR Grant applications to the COACT Executive Board. Bill Moseley motioned to approve, Sally Russell seconded. Motion Carries.*

   
   A) Discussion of OTC Workshop
   
   Wayne Fording, COACT Chair

   Wayne Fording discussed the previous OTC meeting, and noted that the takeaway from that meeting was its still uncertain how the new money would be able to be spent. The unified ask to the Commission is that we have more flexibility on this.

   Della briefed the group on the outcome of the last OTC meeting:

   - 3 funding scenarios were discussed, with scenario 3 eliminating the discretionary “Enhance” funds
   - Through the conversation with the ACTs, it was made clear that they needed to have input on project discretion

   B) 2021-2024 STIP Update Next Steps & Public Involvement
   
   Wayne Fording, COACT Chair; Della Mosier, ODOT

   Della continued the discussion and presented a PowerPoint on the 2021 – 2024 STIP Funding Allocation and highlighted the following:

   - Funding Categories in the 2021-2024 STIP
     
     o Fix-It
     o Enhance Highway
     o Safety
     o Non-Highway
     o Local Programs
     o Other Functions

   - We are looking to talk about the Fix-It and Enhance funding with the Oregon Transportation Commission; and the potential to move some of the money around.

   Fix –It and Enhance Funding Scenarios:

   - Scenario 1
Holds constant the amount of Federal Highway funding for Enhance Highway funding included in the 2018-2021 STIP - $124 million
- Based on the 2018-2021 STIP allocations, Region 4 would be allocated around $6 million in state highway enhance leverage over the course of 3 years
- This leads to more money being put into Enhance Highway than Fix-It when the HB 2017 projects are factored in.

Scenario 2
- Holds constant the amount of Federal highway funding for Fix-It programs included in the 2018-2021 STIP
- This leaves $24 million for an Enhance Highway program over 3 years in the 2021-2024 STIP
- Based on the % allocated in the 2018-21 STIP, Region 4 would be allocated about $1 million in state highway enhance leverage over the course of 3 years

State Highway Leverage Program:
- Distributed by formula to regions
- Add Enhance features to Fix – It projects
- ACTs recommend projects

During the presentation of Scenario 1 and Scenario 2 for the 2021-2024 STIP process, Bill Moseley asked if the question to the COACT is whether we prefer one of the two scenarios, or if Della is just explaining them to the group. Della answered that during the presentation that she is just explaining the two scenarios and that the group will be providing feedback on the scenarios and other items once all the information has been presented. The group then discussed Scenario 1/Scenario 2, and Enhance leverage using Fix-it projects.

Wayne commented that many of the ACTs want to know if they could add Enhance dollars to these projects. The contractors are there and it makes sense to do it while everything is on site. The Commission appeared to be open to this feedback, and seeing the notes coming out of their decision making process, he thinks they are listening well.

Gene Whisnant stated that he talked to Mr. Bryant about a month ago, and expressed concern regarding Vandervert Road and Highway 97. Gene said that there is still an issue about 500 homes being added, and there is a dangerous intersection in the area. Gene asked if COACT will keep this intersection as a priority, and questioned how this will be addressed as a safety issue. Wayne agreed with Gene, and stated that this is what they asked of the ACTs regarding using the money concurrently when doing a preservation project.

Bill asked if ITS projects are Fix-It or Enhance. Della responded that those are operations.

Safety Leverage Program:
- Federal safety funding goes to the All Roads Transportation Safety(ARTS) program
- House Bill 2017 adds $30 Million (statewide over 3 years) in safety elements to Fix-It projects
  - Right now Federal safety funding is restricted and goes through the ARTS program, usually resulting in projects like rumble strips and signs
  - The extra $30 million (about $10 million a year), allows the opportunity to add more safety-oriented Enhance projects
- ACTs recommend projects based on safety criteria
David Amiton provided a rundown of the categories of non-highway funding and required minimum funding in the 2021-2024 STIP. He highlighted the following regarding this funding and additional transportation options:

- **Public Transportation** = $43.5 million
- **State Highway Fund Bicycle/Pedestrian** = $60 million
  - Funds are a combination from the 2021-2024 STIP and the 1% set aside from the Highway Fund
  - Increasing 6 to 8 million dollars annually as the Highway Fund Grows
  - Safe Routes to School fund = 1%
- **Non-Highway Discretionary** = $51 million
  - Active Transportation Leverage, $21 million
  - Off-System Bike-Ped., $6 million
  - SRTS Education, $3 million
  - Transportation Options, $3 million
  - ADA Curb Ramps, $18 million

Sally Russell asked what the 3 million dollars recommended for SRTS Education is for specifically. David answered that the money is for programs, not infrastructure, and they have hired a SRTS Program Manager and are in the process of hiring a SRTS Infrastructure Manager.

Sally questioned if the Off-System Bike-Ped. is considered infrastructure. David answered it could be as they provide access to schools.

Della stated that on the 2018–2021 STIP the COACT approved $5.1 million for Enhance projects, and $3.5 million in active transportation leverage was added for those projects.

Jeff Monson stated that he was at the OTC meeting representing Commute Options. He noted that he was thinking back to Sally’s question about infrastructure and non-infrastructure and SRTS. Jeff stated that the education piece ties in closely to building things - sidewalks, crosswalks, and other amenities - and the two elements tie together. Jeff noted that an important discussion point in the OTC meeting is how to tie in transit with SRTS as most people are walking and biking to the bus stops.

Della discussed the leverage opportunities for ACTs, and staff recommendations for programs to add features to state highway Fix – it projects including:

- **Active Transportation**
  - Sidewalks, SRTS
- **Safety**
  - Roadway widening, channelization
- **Enhance**

Della briefed the group on ODOT’s next step, and discussed that in November ODOT will present additional details on Scenarios 1 & 2. The Commission will give direction on the final scenario, and the public will also provide input. In December the final scenario will be approved.
After discussion of Scenario 1/Scenario 2, and the proposal to use Fix-it to leverage enhance investments, Della noted that there is a question about the ability to do Enhance-type investments outside of a Fix-It project. An example is ODOT’s preservation project from Tumalo to Sisters, which was recently completed. Deschutes County had improvements in Tumalo at Highway 20 and Cook Avenue listed as high priority, and they now will have some of the funding to address this issue. Right now based on the scenario that ODOT comes to the ACTs with straw proposals leveraging Fix-it projects, we would not be coming to the ACT for 20 more years because ODOT completed a Fix-it project in Summer 2017. Della questioned how ODOT should engage with Deschutes County on this sort of opportunity. Della asked how can ODOT partner with rural communities and address safety, opportunities, and economic growth when ODOT may not be coming in with a Fix-it project for a long time.

Chris Doty stated that the downside of House Bill 2017 is that it does not bolster ODOT’s Enhance program. Chris noted that although there is money to be spent, we are unable to leverage Fix-it as certain areas are already considered fixed.

Wayne stated that one thing he took away from the Commission meeting was ACTs across the state agreed that Fix-it was the number one priority. The ACTs wanted to fix and maintain what they have, but also wanted flexibility from other funds.

Della brought up Representative Whisnant’s comment regarding improvements at Vandevert and Highway 97 as another example and discussed ODOT having around 3 million in Federal Lands Access money address intersection improvements at Vandevert Rd. She said that because ODOT is not doing a preservation project there for another 20 years, the question remains how we can leverage 3 million dollars in Federal money. Della suggested that one way would be for ODOT to do a straw proposal of safety rankings using crash data to evaluate local leverage. The ACTs would ensure equity in the distribution of this money.

Della invited COACT to compose a letter with opinions regarding Fix–It and Enhance, and perhaps suggest another funding scenario such as a safety leverage to address safety enhancements and economic growth. The timing for the programming decision will wrap up in March 2018, and Della invited the group to present their letter to the OTC at the upcoming December meeting.

Wayne also noted that COACT needs to touch base on ODOT’s proposed transparency in decision making communications plan. Wayne asked for the ACT to weigh in on strategies in the plan and specific communication tactics and provide feedback. Della stated that there are three different ways to engage on the STIP including the STIP Online Open House, opportunities to provide feedback on ODOT’s communication plan and transparency, and COACT submitting a letter on programming decisions.

Wayne told the group that COACT has great communication, but somewhere in Oregon things fell through the cracks. That is why the OTC is looking for feedback on communication and transparency. Bob Bryant added he agreed with Wayne regarding the level of cooperation, communication, and transparency between ODOT and COACT.

Bob recapped Della’s presentation and stated that he feels the OTC did hear us well around the state and our continued focus will be preserving existing assets. The question will be how can we leverage Fix–it funds with additional Enhance dollars, as well as other ways to leverage enhance with safety/operation priorities outside of Fix-it projects, and Bob stated this is what COACT should provide feedback on.
ATTACHMENT A

Andrea Blum motioned for the COACT Executive Committee to submit a letter in support of greater flexibility, and to add any new comments that may come in before the next meeting in December. George Endicott seconded. Motion carried unanimously.

Wayne reminded the group that the meeting schedule for 2018 will remain the same for COACT Board meetings: the second Thursday of odd numbered months. COIC will distribute the meeting calendar.

7. Federal Lands Access Program (FLAP)
   A) Project updates and coordination
   Della Mosier and David Amiton, ODOT

   Della invited David Amiton to provide the group with an update regarding the expected call for FLAP projects, as well as ODOT’s applications. David highlighted the following:

   - Timeline:
     - Call for projects the second week of December 2017
     - Applications due mid-March 2018
     - Project decisions made in August – September 2018

   David also discussed the proposed FLAP projects in the COACT Area that ODOT will apply for with their Federal and local partners during the 2017 – 2018 cycle:

   - US26: Shared-Use Path & Safety Improvements
   - OR242: Roadway Widening & Pavement Preservation
   - US20: Sisters to Bend Shared – Use Path
   - US97: Baker/Knott Rd to Lava Butte Shared – Use Path
   - US97: Sunriver to La Pine Shared – Use Path
   - OR27: Pavement Preservation, Scenic Bikeway, & BLM Access Improvements
   - OR380: Roadway Widening & Pavement Preservation

   Sally Russell asked if these applications are already on the table looking to get queued up, or if ODOT is looking for new projects and additional input. Sally mentioned there are projects in Bend she is thinking of. David responded that typically there is a call for Federal funded projects every 2 years, and historically projects in the COACT region have fared pretty well. David answered that the projects listed are simply those that ODOT is preparing in the COACT region, and he assumes that other groups also have projects they are thinking of.

   Bill Moseley asked David when the opportunity would be to provide input on these projects. Bob Bryant responded that he had asked David to talk with the ACTs for the past several months about this upcoming call for projects with the idea that it would get people thinking about prospective work. The proposed project areas David listed are not set in stone, and they are just a list of projects that have the potential to become applications.

   Sally asked if we are ready to add to that list. Bob answered yes, and ODOT would like to be able to use the ACTs to help determine the highest priorities for these Federal investments. Bob stated that it is not required to come through the ACT, and anyone with individual jurisdictions could submit an application.
He noted that this ties into the transparency discussion, particularly everyone being aware of what the jurisdictions are thinking about.

Bill stated that he remembers Region 4 being successful and receiving a substantial amount of funding. Wayne answered that yes, we have done well on the FLAP grants in Region 4.

Bill asked if David remembered the total amount of funding received last year in the region. David answered that 12-14 projects were funded, but he was unsure of the total amount.

Sally mentioned projects that have come up in discussions in Bend:

- Century Drive/Cascade Lakes Highway
  - Underpass across from the Athletic Club of Bend to move people safely across the state highway
- Underpass around the Swampy Lakes Area
  - Beneficial for winter recreation

Scott questioned if anyone has been talking with the Forest Service regarding Sally’s proposed projects. Sally answered no, but they have been talking with Gary. Scott informed Sally that they will definitely want to coordinate with the Forest Service since the federal agency is a co-applicant.

Sally added that the major cause for concern on the intersection by Mt. Washington Drive is there are a lot of kids crossing the highway because of the schools in the area. Bill noted that it is perfect for providing access for Federal lands and recreation opportunities.

Karen Friend stated that the COIC has hired a consultant to perform a feasibility study on Cascade Lakes Highway. Karen mentioned other corridors of interest include Tumalo Falls to Bend via Skyliners Road, Sisters to Hoodoo Ski area, Sisters to Three Creeks Snow Park via Three Creeks Lake Rd., and Warm Springs to Government Camp. Karen noted that there should be coordination if others have interest in projects in the same area.

Jerry Brummer asked what the eligibility requirements are for the types of projects. David responded that FLAP projects can be research oriented, planning, enhancement projects, preservation, and transit. Bob added that the primary criteria are access to public lands. Routes like Century Dr. are ideal because it nearly solely serves recreation uses.

Jerry asked if the secondary access project out of Crooked River Ranch will be completed through this process. Chris Doty answered that this has been discussed, but is unsure of the timeframe. Wayne pointed out that there are some Federal lands that could be accessed by this road, but the Feds may say that this road is mainly used by residents and not for recreational purposes.

Della stated that the other caveat is whenever the project is completed the local agency will be in charge of maintenance. The idea is we would not build improvements on Federal land then stick the Federal agency with the maintenance bill.

Chris stated that Deschutes County typically uses the FLAP program to supplement highway maintenance – i.e. road resurfacing.
Wayne Fording adjourned the meeting at 4:58.
December 8, 2017

Tammy Baney, Chair
Oregon Transportation Commission
Oregon Department of Transportation
Communications Division
355 Capitol Street NE, MS 11
Salem, OR 97301-3871

Dear Chair Baney and Commissioners:

On behalf of the Central Oregon Area Commission on Transportation (COACT), I am writing to express our perspective on the potential direction the OTC is heading with funding allocation and decision-making processes regarding the 2021-2024 Statewide Transportation Improvement Program (STIP) Update.

HB 2017 will result in an unprecedented investment in the various elements of Oregon’s transportation system. Unfortunately, it did not provide ODOT and their partners with a significant pool of non-earmarked Enhance type resources. As a result, we recognize there are scenarios you are considering which rely on matching very limited funding for Enhance only with Fix It projects, as a way to leverage resources and achieve efficiency.

While understandable, this approach places restrictions on project selection that may not result in the best prioritization of projects based on system need. Safety projects, economic development opportunity related projects, and other partnership projects could get passed over, for example, if the Fix-It program does not have a pavement preservation project scheduled in the near future.

An example in Region 4 is the US 20/OB Riley-Cook Avenue Project in Tumalo. Significant safety and operational problems exist at this intersection, and Deschutes County has the potential to be a significant financial partner in the funding of the project. However, given the pavement was just “fixed” in 2017, ODOT participation would be off the table with the Fix-it/Enhance Leverage-only option.

Therefore, we have two closely related recommendations:

1. We encourage you to focus on funding similar to your Scenario 1, which as we understand it, holds constant the amount of funding for Enhance Highway included in the 2018-2021 STIP - ~$124 million.

2. Along with adequate funding for Enhance, we encourage you to provide a selection process which maximizes the flexibility of available resources to take advantage of ALL opportunities (not just internal ODOT programs), and to consider other leverage scenarios, such as Safety priorities, that may or may not require use of Fix-it funds. This includes flexibility for ODOT to collaborate with cities, counties, and other government for projects on the state highway system.
Beyond the value and priority of preserving the system and keeping it safe for travelers, these recommendations will allow us to continue coordinating multiple benefits of projects with opportunities to efficiently address important areas, such as:

Freight Mobility – Enough Enhance to support partnerships, and for example maximize leveraging ConnectOregon, for continued development of diverse freight network of trucking (including truck parking), rail, and air.

Economic Partnerships – Enough Enhance to support partnerships and Leveraging of Safety, Local, Immediate Opportunity Funds (IOF), and private funding to support key Economic needs and opportunities.

Technologies – A good combination of Operations (Fix It) and Enhance to ensure adequate support of Innovation, such as Intelligent Transportation Systems (ITS), which can apply to all project types and benefits mentioned in this letter, and just as importantly for Rural as for Urban.

Thank you for the consideration, and for the opportunity to provide input to the STIP Update and other transportation investment decisions affecting Central Oregon.

Sincerely,

Wayne Fording, COACT Chair
Jefferson County Commissioner

Cc: Commissioner Tony DeBone, Deschutes County
Commissioner Jerry Brummer, Crook County
Lonny Macy, Confederated Tribes of Warm Springs
Bob Bryant, ODOT Region 4 Manager
Gary Farnsworth, ODOT Region 4, Area Manager
Travis Brouwer, ODOT Assistant Director
At the end of a process that stretched across six meetings, the Oregon Transportation Commission has approved the allocation of $2.4 billion in funding in the 2021-2024 Statewide Transportation Improvement Program (STIP).

Based on public input and other factors, the Commission's approved allocation directs most discretionary funding to Fix-It programs that preserve roads, bridges, and other assets.

However, the Commission also put a significant amount of funding into Enhance Highway projects that improve roads to address growing congestion and freight mobility concerns. In addition to over $600 million in funding directed by the Legislature in House Bill 2017 for Enhance projects, $24 million will go to a State Highway Leverage program that will allow Area Commissions on Transportation (ACTs) to add Enhance features to Fix-It projects.

If federal funding comes in above the anticipated level, the first $40 million of additional funding would go to a Strategic Investments program that would allow the Commission to target funding to high priority needs on the state highway system. The Commission also provided funding to...
safety, non-highway and local government programs based on direction in state and federal law and our agreements with local governments.

A full list of all programs and the funding allocated to them is available online, as is a document describing all programs and funding categories.

The Commission chose this allocation for a number of reasons.

- Even with the infusion of money under HB 2017, state highway bridge, pavement, and other asset conditions will decline as the system ages. The Commission prioritized Fix-It to ensure we keep our highways in good shape.
- Public opinion and comments provided from advisory committees strongly favor investing in safety and preservation.
- Focusing investments on Fix-It is consistent with the policies of the Commission, including the Oregon Transportation Plan and Oregon Highway Plan.
- HB 2017 includes more than $600 million in funding for specific Enhance Highway projects in the 2021-2024 STIP, providing a strong base of investment for improving highways.
- This level of investment in Fix-It is consistent with legislative direction in HB 2017, which provided additional funding on the assumption the STIP would continue to fund Fix-It programs.

The Commission directed ODOT to ensure that the ACTs have a role in selecting projects to benefit from their knowledge of local priorities. The allocation the Commission approved includes a number of programs that will allow ODOT to meet community needs, in many cases while undertaking Fix-It projects. For example, three programs—State Highway Leverage, Active Transportation Leverage, and Safety Leverage — will allow the ACTs to recommend adding safety, enhance, and non-highway elements to Fix-It projects.

Throughout the funding allocation process ODOT undertook significant public outreach to ensure the process was open, transparent, and accessible. ODOT provided information to stakeholders and the public by making the Commission's work accessible, regularly engaging stakeholder groups at meetings, and garnering nearly 2000 responses to an online survey and online open house. Public opinion strongly prioritized investments in preservation and safety.

Completing the funding allocation is just the beginning of the STIP process and the beginning of the public's opportunity to weigh in on what projects ODOT builds and what they look like. Project selection processes will begin in 2018, with Commission direction, and continue into 2019. At this point the ACTs and other stakeholders will have the ability to impact project selection decisions. In 2020, the Commission will release the draft STIP for formal public review, and the public will have the opportunity to comment on projects.

For more information, visit ODOT's STIP website.
## 2021 – 2024 STIP Funding Allocation Definitions

<table>
<thead>
<tr>
<th>Categories</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Enhance Highway Category</strong></td>
<td>Funds projects that expand or enhance the state highway system.</td>
</tr>
<tr>
<td><strong>Fix-It Category</strong></td>
<td>Includes all the capital funding programs that maintain or fix the state highway system. Examples of programs within the Fix-It category include, but are not limited to state bridge, pavement preservation, culverts, and operations.</td>
</tr>
<tr>
<td><strong>Local Programs Category</strong></td>
<td>Directs funding to local governments through several different programs.</td>
</tr>
<tr>
<td><strong>Non-Highway Category</strong></td>
<td>Funds projects that improve bicycle, pedestrian, public transportation, and transportation option programs. Two subcategories are identified:</td>
</tr>
<tr>
<td></td>
<td>- <em>Discretionary Non-Highway</em> - OTC has discretion over the allocation of funds, and</td>
</tr>
<tr>
<td></td>
<td>- <em>Required Non-Highway</em> – allocation required by state or federal legislative mandate.</td>
</tr>
<tr>
<td><strong>Other Functions Category</strong></td>
<td>Includes workforce development, planning, data collection and indirect cost recovery using federal resources.</td>
</tr>
<tr>
<td><strong>Safety Category</strong></td>
<td>Funds projects that are focused on reducing serious injury and fatal crashes on Oregon’s roads.</td>
</tr>
<tr>
<td><strong>Active Transportation Leverage</strong></td>
<td>Funds the enhancement and addition of active transportation features to other identified projects on the state transportation system. Active transportation includes bicycle, pedestrian, public transportation projects and connections to and between them.</td>
</tr>
<tr>
<td><strong>ADA Curb Ramps</strong></td>
<td>For building, repairing or replacing ADA-compliant curb ramps apart from projects that trigger them.</td>
</tr>
<tr>
<td><strong>All Roads Transportation Safety (ARTS)</strong></td>
<td>A data-driven, jurisdictionally blind safety program to address safety on all public roads.</td>
</tr>
<tr>
<td><strong>Bicycle/Pedestrian 1%</strong></td>
<td>Funds bicycle and pedestrian facilities within the right-of-way of public roads, streets or highways open to motor vehicle traffic to meet the requirement for ODOT to spend 1% of State Highway Fund dollars on biking and walking enhancements.</td>
</tr>
<tr>
<td><strong>Congestion Mitigation and Air Quality Improvement (CMAQ)</strong></td>
<td>Provides federal funding to states to meet the transportation requirements of the Clean Air Act. In Oregon, the funds are allocated to CMAQ-eligible areas which are responsible for project selection.</td>
</tr>
<tr>
<td><strong>Enhance HB 2017</strong></td>
<td>Projects required in HB 2017 that enhance, improve the safety, or improve the operations of local roads and the State Highway System.</td>
</tr>
<tr>
<td><strong>Fix-It HB 2017</strong></td>
<td>Funds from HB 2017 directed to Fix-It projects on the State Highway System.</td>
</tr>
<tr>
<td><strong>Immediate Opportunity Fund (IOF)</strong></td>
<td>Helps to construct and improve streets and roads to serve site-specific economic development projects. It is managed in cooperation with the Oregon Business Development Department.</td>
</tr>
<tr>
<td>Local Bridge</td>
<td>Federal funds used to replace or rehabilitate structurally deficient and functionally obsolete local agency bridges as per the Working Agreement between ODOT, the Association of Oregon Counties (AOC), and the League of Oregon Cities (LOC).</td>
</tr>
<tr>
<td>Local Tech Assistance Program (LTAP)</td>
<td>The ODOT Technology Transfer Center (T2 Center) provides transportation-related information to local agencies throughout Oregon. The Center is jointly funded by FHWA, local agencies, and ODOT.</td>
</tr>
<tr>
<td>Mass Transit</td>
<td>Funds that go to transit providers in urbanized areas with populations greater than 50,000 for the purchase of replacement mass transit vehicles.</td>
</tr>
<tr>
<td>MPO Planning (PL Funds)</td>
<td>These federal funds are distributed to each of the MPOs in the state of Oregon (including those operating in both Oregon and Washington) to fulfill federal planning requirements. The funds go to MPOs based on a formula developed by ODOT in coordination with the MPOs and approved by the Commission.</td>
</tr>
<tr>
<td>Off-System Bicycle/Pedestrian</td>
<td>Funds bicycle and pedestrian paths or trails outside of the highway right of way.</td>
</tr>
<tr>
<td>Rail Crossing Safety</td>
<td>Funds highway grade crossing safety improvement projects to reduce the number of fatalities, injuries, and crashes at public railway-highway grade crossings.</td>
</tr>
<tr>
<td>Safe Routes to School (SRTS) Education</td>
<td>Funds education and outreach efforts that improve, educate, or encourage children safely walking (by foot or mobility device) or biking to school.</td>
</tr>
<tr>
<td>Safe Routes to School (SRTS) HB 2017</td>
<td>Funds from HB 2017 directed to SRTS Infrastructure projects through investments such as safe crossings, sidewalks and bike lanes.</td>
</tr>
<tr>
<td>Safety Leverage HB 2017</td>
<td>Funds from HB 2017 directed to safety projects or to add safety features to Fix-It projects on the State Highway System.</td>
</tr>
<tr>
<td>State Highway Leverage</td>
<td>Funds the enhancement of features and elements to Fix-It projects on the State Highway System. Non-highway enhancement projects are not eligible for these funds.</td>
</tr>
<tr>
<td>Strategic Investments</td>
<td>Funds will be used for targeted investments to enhance the state highway system as determined by the OTC. The availability of Strategic Investment funds is contingent on federal highway funding to Oregon exceeding the amount assumed in ODOT’s financial projection for the 2021-2024 STIP.</td>
</tr>
<tr>
<td>Surface Transportation Block Grant Program to small MPOs, non-MPO Cities, and Counties</td>
<td>Provides funding to all counties, small MPOs, and non-MPO cities with populations over 5,000 for eligible transportation projects. These funds are provided to the local agencies through the Working Agreement between ODOT, the Association of Oregon Counties (AOC), and the League of Oregon Cities (LOC).</td>
</tr>
<tr>
<td>Surface Transportation Block Grant Program to Transportation Management Areas (TMAs)</td>
<td>Provides funding to Transportation Management Areas (TMA) defined as MPOs with populations greater than 200,000. These funds can be used for highway, transit, bicycle, pedestrian and other transportation options projects. TMAs are responsible for project selection.</td>
</tr>
<tr>
<td>Transit Elderly &amp; Disabled (E&amp;D)</td>
<td>Legislatively directed capital and operations support for public transit benefiting elderly and people with disabilities.</td>
</tr>
<tr>
<td><strong>Transportation Alternatives Program (TAP) to Recreational Trails</strong></td>
<td>Federal funds managed by the Oregon Parks and Recreation Department to develop and maintain recreational trails and trail-related facilities for both non-motorized and motorized recreational trail uses.</td>
</tr>
<tr>
<td><strong>Transportation Alternatives Program (TAP) to TMAs</strong></td>
<td>Provides federal funds to Transportation Management Areas (TMA) defined as urbanized areas with populations greater than 200,000. These funds can be used for transit, bicycle, pedestrian and other transportation options projects. TMAs are responsible for project selection.</td>
</tr>
<tr>
<td><strong>Transportation and Growth Management Program (TGM)</strong></td>
<td>These federal funds provide grants and community assistance to communities for Transportation System Planning (TSP) and to assist with integrating local transportation system and land use planning needs. The program is administered in partnership with the Department of Land Conservation and Development (DLCD).</td>
</tr>
<tr>
<td><strong>Transportation Options</strong></td>
<td>Funds ODOT’s Transportation Options program which supports efforts to improve travel choice for Oregonians and improve the efficiency with which people and goods move through the transportation system.</td>
</tr>
</tbody>
</table>

### Systems

| **Metropolitan Planning Organization (MPO)** | Federal entities defined as urbanized areas with populations over 50,000. |
| **State Highway System** | The state highway system owned and/or managed by ODOT. |
| **State Transportation System** | The state transportation system owned and/or managed by ODOT including but also in addition to the state highway system. Examples include bicycle, pedestrian, and POINT bus service. This is synonymous with the term ‘State System’, but broader than the term ‘State Highway System’. |
| **Transportation Management Area (TMA)** | Federal entities defined as urbanized areas with populations greater than 200,000. TMAs are sometimes referred to as ‘large MPOs’. Oregon currently has three TMAs – Portland Metro, Salem-Keizer, and Eugene-Springfield. |
Fix-It Program Overview
Oregon 2021-24 STIP Update

Background:
Stakeholders want to know how ODOT picks projects for the Fix-It Program. For this request, ODOT will engage stakeholders on our multi-layered process with transparency on the process.

Goal:
We want to clarify how we use physical asset and operational data, technical analyses, strategies, and thoughtful professional judgment in the Fix-It process. We are also open and interested in any perspective on making the Fix-It decision-making process better.

Key Messages:
1. ODOT’s Fix-It Program is responsible for coordinating the process of maintaining our infrastructure assets by using a combination of data collection and analysis, engineering expertise, community needs and available funding.

2. There are specific management systems in place to monitor conditions of major assets, such as bridges and pavements. Each system is designed support proactive maintenance of asset conditions.

3. Beginning with the OTIA III Bridge Program in 2003, ODOT identified priority corridors along key freight routes and lifeline routes connecting the coast to the valley. By focusing on priority routes, ODOT is able to maximize the condition of its backbone system throughout the state. This means ODOT accepts reduced conditions along other routes; however, strategic investments will continue on all routes to sustain the system overall.

4. Transportation asset data is collected at regular intervals and subjected to analyses to determine condition ratings. Assets with low condition ratings are further evaluated by engineers and other technical experts to identify work needed to address deficiencies and order-of-magnitude costs.

5. Asset needs are ranked in approximate order of severity and urgency by system managers, in preparation for further evaluations by multi-discipline teams.

6. Similar to other programs under the Fix-It umbrella, the All Roads Transportation Safety (ARTS) program uses a data-driven process for identifying where improvements are needed. ARTS is unique in that the improvements can be on any road – local or state. ARTS also uses a very specific benefit/cost ratio analysis to identify and prioritize needed investments.
7. The improvement needs for all programs are reviewed by multiple disciplines such as maintenance, environmental, right-of-way and the local knowledge of the regions. To increase efficiency and save money, the multidiscipline teams also look for leverage opportunities to combine projects and work in a coordinated approach.

In the 2021-24 STIP Update, ACTs will have the opportunity to recommend adding safety, non-highway, and highway capacity enhancements to Fix-It projects.

8. The multi-discipline teams scope proposed projects in the field (and with stakeholders) to identify unique site conditions, confirm constructability, and finalize project scope. Cost estimates are refined based on this field data.

9. Fix-It Program managers and Regional representatives prioritize project lists based on severity of individual asset condition, cost and program funding limits, impact on system condition rating, leveraging opportunities, and other considerations (efficiencies, risks, opportunities).

Reference Contacts
1. ODOT Fix-It Manager, Dick Upton
2. ODOT Program Managers - Pavements/Structures/Operations
3. ODOT Region - Area, District, Traffic Managers
Within ODOT teams of engineers monitor highway conditions and plan the work that needs to be done to maintain our transportation system. Fix-It includes bridges and pavement and culverts.

Fix-It is ODOT’s portion of the STIP—Statewide Transportation Improvement Program—a data informed process that WE ALL have a stake in.

1. **INSPECT** ODOT inspects the major parts of our transportation system, some on a two-year cycle. The data collected provides information on the condition rankings like good, fair, poor, severe, or critical.

2. **EVALUATE NEEDS** Teams of engineers and technicians evaluate the condition data to determine what projects are needed to address program goals.

3. **PROJECT NEEDS LIST** The teams make lists of project needs and rough cost estimates for each of the Fix-It programs, which add up to more than the available funding.

4. **INITIAL PROJECT NEEDS PRIORITIZATION** ODOT then prioritizes the identified project needs and draws the line at 150% of available funding for consideration.

5. **REFINE PROJECT DETAILS & COSTS** ODOT teams evaluate every potential project on the 150% list and conduct site visits to refine project details and costs.

6. **FINAL PROJECT PRIORITIZATION** Based on estimated project costs, ODOT teams reprioritize the list and select projects that match available funding. This list becomes part of the STIP.

For more information on STIP, visit: OREGON.GOV/ODOT/STIP

GET INVOLVED EARLY. Talk to your local transportation agency, public works department or the Area Commission on Transportation about your transportation needs.
Federal Lands Access Program

A Funding Option for Communities Near Federal Lands

Program Overview

The Federal Lands Access Program (FLAP) funds transportation projects that are located on, adjacent to, or provides access to Federal lands, with an emphasis on federal high-use recreation sites and federal economic generators. FLAP project selection is coordinated by FHWA’s Office of Western Federal Lands Highway and the Programming Decisions Committee (PDC).

Eligible agencies are all Federal Land Management Agencies in Oregon, State of Oregon agencies, local governments, and tribes. Applications must be submitted jointly from a federal and local agency.

Eligible projects are those located on Federal Lands Access Transportation Facilities. Federal Lands Access Transportation Facilities means a public highway, road, bridge, trail, or transit system that is located on, is adjacent to, or provides access to Federal lands for which title or maintenance responsibility is vested in a state, county, town, township, tribal, municipal, or local government. Vested maintenance responsibility means that the majority of the cost for these activities is borne by the state, county, town, township, tribal, municipal, or local government. Projects include research, planning, engineering, construction, or maintenance activities. Operation and maintenance of transit facilities is also eligible.

Individual project funding is not limited, however the State of Oregon as a whole is limited to the total allocation set by FHWA.

FLAP project application and selection is administered jointly by Western Federal Lands, ODOT, and the Association of Oregon Counties. All proposals must be submitted jointly by the Federal Land Management Agency whose lands are accessed and the agency with title or maintenance responsibility (state, county, city, tribe, or other government).

Projects are delivered either directly by Western Federal Lands or the applying agency. Based on the type of project, capabilities, and past performance of the agency, WFL may allow the applicant agency to deliver.

Linn County Quartzville Corridor Improvement Project with FLAP Funds

Whatcomb Bridge Preservation

New Asphalt Pavement Overlay
Federal Lands Access Program
A Funding Option for Communities Near Federal Lands

<table>
<thead>
<tr>
<th>Typical FLAP Project Selection and Delivery Process</th>
</tr>
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<tbody>
<tr>
<td>1 Western Federal Lands send out Call for Projects (about every 2 years)</td>
</tr>
<tr>
<td>2 Federal Land Management Agency and local agency or tribe jointly submit proposals</td>
</tr>
<tr>
<td>3 Applicant identifies proposed delivery method (WFL, ODOT, local agency)</td>
</tr>
<tr>
<td>4 Applicant identifies 10.27% funding match (either local funds or in-kind services)</td>
</tr>
<tr>
<td>5 A Technical Advisory Group reviews and ranks proposal based on posted criteria</td>
</tr>
<tr>
<td>6 If necessary, the TAG will request additional information from applicants</td>
</tr>
<tr>
<td>7 TAG conducts field reviews of eligible projects</td>
</tr>
<tr>
<td>7 The Program Decision Committee (WFL, ODOT, AOC) selects final projects</td>
</tr>
<tr>
<td>8 Local agency provides 10.27% match for FLAP project (funds or in-kind services)</td>
</tr>
<tr>
<td>9 WFL (or state, local, or tribal agency, if applicable*) delivers FLAP project</td>
</tr>
<tr>
<td>10 FLAP project is closed out</td>
</tr>
</tbody>
</table>

*The PDC assumes WFL will deliver all projects during selection process. Applicants proposing to deliver the project will be evaluated using a Capability Assessment. Certified agencies and those with prior experience delivering federal-aid projects will be considered. Notes:

- ODOT typically does not have a role in FLAP projects delivered by WFL or a local agency.
- FLAP is authorized by 23 USC 204 and the Fixing America’s Surface Transportation (FAST) Act.
- Detailed program guidance is available through FLAP’s Implementation Guidance.

Federal Lands Access Program Contacts

For questions about the FLAP program, process, or application, staff should contact their respective agency representative.

**State of Oregon:** Cole Grisham | 503.986.3531 | mcgregor.lynde@odot.state.or.us

**County:** Brian Worley | 855.843.5176 | bworley@oregoncounties.org

**Federal applicants and all others:** Matt Fletcher | 360.619.7825 | matthew.fletcher@dot.gov

For questions or comments about the contents of this paper, contact:

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Investment Programs Manager
503.986.3531 | nicholas.grisham@odot.state.or.us

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