

## Chapter II: Background – The STIP Development Process

### Preface

This section provides general information about the STIP and how it is developed. It is intended to provide an overview of the process. While there are public involvement opportunities throughout the project selection process that culminate in the STIP, the most effective opportunities for participation occur earlier in the process with planning and policy making. Section E of this chapter (“How are the projects in the STIP developed?”) addresses public and stakeholder involvement.

There is a new six-year federal transportation funding and authorization bill that is called SAFETEA-LU. It supercedes the previous TEA-21 law, but not all aspects of TEA-21 are changed by the new law. In the coming months, the STIP development processes may change as the new federal law is implemented. For example, states now have the option of changing STIP development timelines. There will be new federal rules to implement the new law that will change some STIP procedures. For now, the TEA-21 rules regarding how the STIP is developed and how money from federal sources may be used apply until new rules are written.

### A. What is the Statewide Transportation Improvement Program (STIP)?

The STIP is Oregon’s adopted four-year investment program for major state and regional transportation systems, including interstate, state, and local highways and bridges, public transportation systems, and federal and tribal roads. It covers all major transportation projects for which funding is approved and that are expected to be built or carried out during a certain time frame.

Federal law requires that the Oregon Transportation Commission (OTC) adopt a new STIP every two years. The STIP covers a four-year period and the cycle begins in even numbered years (e.g. the 2006-2009 STIP). Many groups participate in developing the STIP, including local and regional governments, tribal governments, federal agencies, special advisory committees, interest groups, and citizens.

The STIP is a project scheduling and funding document. It is not a plan but may include planning and environmental studies that relate to potential construction projects. It lists transportation projects that are approved for construction as well as transit programs and other projects that are funded during the next three years. The fourth year that is programmed in the STIP is advisory only and funding is not obligated to those projects. Because the STIP is updated every two years, much of the focus is on the third and fourth years of the cycle because they are the years in which projects usually appear in the STIP for the first time. Most of the projects that are programmed in the first two

years of a STIP cycle have simply moved up from years three and four of the previous STIP cycle.

The STIP includes all major transportation projects and programs in Oregon that are funded with federal dollars. It also includes state-funded projects that relate to the state highway system, and “regionally significant” locally funded projects in metropolitan areas that affect the state’s transportation system. The STIP does not identify routine maintenance projects, but does identify major pavement repairs and overlays, especially those on interstate and regional highways.

Most projects in the STIP involve improvements to existing facilities, such as repaving a highway, replacing a traffic signal, or protecting a road from a rock slide. The Modernization program is the program that funds projects that add capacity to the state’s highway system. The STIP also includes project development work, such as engineering and environmental studies for future projects, and “earmarked” projects that are specifically designated in federal legislation.

To orient the user, the STIP document includes a summary of the process followed to prepare it, including public involvement steps, comments received on the proposed program, and the decision framework for how projects are selected. It also summarizes statewide policies and threshold criteria that are used to select projects funded through certain programs. The majority of the document is a series of project lists that identify, among other things, where the project is located, how it is being funded, and when it is scheduled.

## B. Who Participates in Developing the STIP?

The STIP is developed using a collaborative process that involves many participants. The document is a compilation of several programming processes that occur simultaneously across the state and must be carefully coordinated. Table II-1 lists boards, agencies, and staff that play an important role in developing the STIP. More information about different commissions and advisory committees that assist ODOT can be found on their Public Involvement page at <http://www.oregon.gov/ODOT/involvement.shtml>.

**Table II-1: Key STIP Participants**

Title	Role/responsibility
<b>State of Oregon</b>	
<a href="#">Oregon Transportation Commission</a> (OTC)	Governor-appointed board that oversees ODOT and approves the STIP.
<a href="#">Oregon Department of Transportation</a> (ODOT)	Administers the Oregon State Highway System and other state transportation functions; manages the STIP process.

Title	Role/responsibility
ODOT Divisions	Organizational divisions within ODOT; the Highway Division, Transportation Development Division, Public Transit Division, and others with projects in the STIP.
<a href="#">ODOT Regions</a>	The five ODOT regions. Staff within each region, includes: Region Manager, Planning Manager, Traffic Manager, Technical Services Manager, STIP Coordinator, Area Managers, and District Managers that direct various aspects of the STIP process.
<a href="#">Area Commissions on Transportation</a> (ACTs)	Advisory bodies that represent interest groups and stakeholders in specific areas of the state. Representation typically includes local governments, tribes, transit providers, regional agencies, and the private sector. Representatives are chosen based on charter rules approved by the OTC.
<a href="#">Oregon Freight Advisory Committee</a> (OFAC)	Advises the OTC and the ODOT Director on issues, policies, and programs that impact multi-modal freight mobility in Oregon.
<b>Federal Government</b>	
Federal Highway Administration (FHWA)	Primary federal agency responsible for federal investment in state highway systems and STIP process oversight.
Federal Transit Administration (FTA)	Primary federal agency responsible for federal investment in local and regional transit systems, oversees this part of the STIP process.
Tribal governments	Federally recognized tribes develop their own transportation plans that are funded through a TIP. Listed with federal entities in this Guide, but actually autonomous governing bodies.
U.S. Forest Service (USFS)	USFS administers the Forest Highway Program that finances road and highway improvements in the national forests and some roads leading to them.
Western Federal Lands Highway Division (WFLHD)	Federal Highway Administration division that assists federal agencies and tribal governments with the preparation of transportation improvement programs.
<b>Local and Regional Entities</b>	
<a href="#">Metropolitan Planning Organization</a> (MPO)	A federally recognized local government or agency responsible for coordinating transportation planning and improvement plans in areas with urban populations greater than 50,000.
Transportation Management Area (TMA)	A large metropolitan area with a population greater than 200,000 that receives an allocation of federal transportation funds for projects that are included in an MTIP and the STIP.

Title	Role/responsibility
<a href="#">Cities and counties</a>	Local governments participate in the STIP process through the ACT, MPO, or local advisory body that represents their area. Regionally significant projects, even those that are locally funded, are included in the STIP.

## 1. AREA COMMISSIONS ON TRANSPORTATION

Area Commissions on Transportation (ACTs) are advisory bodies to the OTC that focus on transportation issues in an area of the state. An OTC member is assigned to each ACT. The OTC's policy and rules on the purpose and formation of ACTs are online at: <http://www.oregon.gov/ODOT/COMM/docs/acts/ACTPolicy0603.pdf>.

Geographically, ACTs represent an area that is part of a larger ODOT region. ACT boundaries generally follow county lines, although some counties are split between two ACTs. Most regions have two or more ACTs but not every part of the state is covered by an ACT. In Lane County and Hood River County, for example, the Board of County Commissioners serves as the transportation advisory body to the OTC. Most of ODOT Region 1, which includes the Portland Metro area, is not covered by an ACT. The Metro area has its own advisory process through the metropolitan planning organization (MPO) and other parts of Region 1 use County Transportation Coordinating Committees to advise region staff on the STIP program. A map showing ACT boundaries is available at: [http://www.oregon.gov/ODOT/COMM/act\\_main.shtml#Oregon\\_ACTs](http://www.oregon.gov/ODOT/COMM/act_main.shtml#Oregon_ACTs).

ACTs focus primarily on the Modernization projects for their area. They evaluate the merits of potential projects using statewide criteria adopted by the OTC and additional criteria they may develop. They consider available funding along with regional and local community needs and recommend Modernization projects for the upcoming STIP cycle. They also review and comment on other transportation needs and investments that are programmed in the C-STIP as well as the planning and development projects listed in the D-STIP. Citizens are encouraged to bring project ideas or general concerns about the state transportation system to the ACT in their area.

When the ACTs in a region disagree about which projects should be the top priorities during the upcoming STIP cycle, the ODOT regions reconcile these differences using a region-wide process that is coordinated through the ODOT Region Manager's office. Each ACT is represented in this process by one or more members, and ODOT staff provides technical support. This process varies in each region. Chapter V contains more information about the STIP processes in each region and the role the ACTs play in the process.

## 2. OREGON FREIGHT ADVISORY COMMITTEE

The role of [Oregon Freight Advisory Committee](#) (OFAC) is to advise the Director and Oregon Transportation Commission on issues, policies, and programs that impact multimodal freight mobility in Oregon. OFAC members include shippers, carriers, association and agency representatives, and others that are appointed by ODOT's Director. The OFAC was established in 1998 with the goal of increasing the awareness of freight mobility issues within ODOT. In 2001, the Oregon Legislature, through HB 3364, formalized the committee's role. In 2003, the Oregon Legislature expanded the committee's activities through passage of House Bill 2041 by requesting the committee advise the OTC about freight projects and requiring ODOT to give priority to freight projects in the STIP.

### **C. Where do the projects in the STIP come from and how are they listed?**

Almost all of the projects listed in the STIP come from long-range transportation plans, or from state management systems and asset data bases, or from program applications. Modernization projects listed in the STIP, which include all projects that add capacity to the state highway system, began as ideas or concepts in plans that were approved *before* the STIP process started. Plans from which STIP projects are selected may include an ODOT facility plan, a transit district long-range plan, a Regional Transportation Plan (RTP) or a local Transportation System Plan (TSP).

Most of the other projects listed in the STIP emerge from management systems and data bases that monitor specific system needs, such as pavement conditions or rock slide hazard areas or bridge conditions. These projects are frequently chosen on the basis of a cost to benefit analysis. Finally, some projects in the STIP are selected through a competitive process that uses an application and project scoring system that is administered by ODOT or a federal agency. Examples include the ODOT Transportation Enhancement program or the federal Scenic Byways program.

There are two lists of projects in the STIP: the Construction STIP (C-STIP) and the Development STIP (D-STIP). C-STIP projects are the primary focus of the STIP and include projects that have secured, or are expected to secure, all the necessary permits and approvals during the STIP cycle and are therefore expected to be completed during that STIP cycle. D-STIP projects include projects that are approved and funded to reach identified milestones. For example, a D-STIP project might involve an environmental review to comply with the National Environmental Policy Act (NEPA), or development of design-level construction documents, right-of-way acquisition, and land use approval. Large projects, like highway expansion or major bridge replacement projects, take many years to develop. They therefore are listed in the D-STIP to complete this preliminary work before they move into the C-STIP. Inclusion of a project in the D-STIP, however, does not guarantee that it will move into the C-STIP.

### D. Where does funding come from for different STIP projects?

The STIP identifies the program that provides funding for each project. Some programs are state funded, some are federally funded and occasionally a locally funded project is listed in the STIP. The programs have limitations on how that money can be spent. This is important because money from most programs, like a bridge program, cannot be spent for another purpose. However, there are many projects that have different components, like a sidewalk and safety improvement combined with a preservation project. In this case, the parts of a project may be eligible for different kinds of funding. ODOT staff refers to different kinds of funds as “colors of money”. The following table provides a summary of the funding programs in the STIP. There is a more detailed description for each program in [Chapter VI: Program Descriptions](#).

**Table II-3: STIP Program Summary**

Name	Purpose	Administered By
<b>Major Programs:</b>		
Highway Bridge (Bridge or HBP)	Repair or replace bridges on state highways. Also set-aside for local bridges for bridge safety.	ODOT Highway Division, State Bridge Program
Modernization (MOD)	Build or expand capacity of state roads, highways, and bridges (some local roads)	ODOT Regions
Operations (OPS)	Slides and rockfalls; signs, signals, and illumination; intelligent transportation systems; and transportation demand management	ODOT Regions
Pavement Preservation (PRES)	Resurface state and federal roads and highways	ODOT Regions, except State program for Interstate Maintenance
Safety	Reduce driving hazards or correct road design problems that lead to crashes	ODOT Regions, except State program for Highway Safety Improvement Program which is administered by the Transportation Safety Division

<b>Other Programs:</b>		
Bicycle and Pedestrian (Bike/Ped)	Build or improve sidewalks, bike lanes, and trails	State program, except ODOT Regions for Sidewalks with Preservation (SWIP)
Congestion Mitigation and Air Quality (CMAQ)	Transportation projects to help remedy air quality issues	ODOT Highway Division
Immediate Opportunity Fund (IOF)	Projects to support economic development	ODOT and Oregon Economic and Community Development (OECDD)
Fish Passage and Large Culverts	Restore or enhance water and fish passage beneath state highways and fish habitat	ODOT Highway Division
Forest Highways	New and modernized road projects that provide access to and through federal forest lands	ODOT Highway Division
Public Transportation (Transit)	Transit planning, transit operations, and transit capital such as buses	ODOT Transit Division, FTA
Rail Crossing Safety	Correct hazardous rail crossings	ODOT Highway Division
Scenic Byways	Projects along highways designated as National Scenic Byways, All-American Roads, or State Scenic Byways	ODOT Highway Division and FHWA
State Planning and Research (SPR)	Funding for ODOT, cities, and counties to develop and support transportation planning and research	ODOT Highway Division and Transportation Development Division
Transportation Enhancement (TE)	Roadway appearance, public amenities, safety concerns, and other enhancement issues	ODOT Highway Division
Transportation Demand Management (TDM)	Grants to local governments to develop long-range transportation and land use plans	ODOT and Department of Land Conservation and Development (DLCD)
Transportation and Growth Management (TGM)	Grants to local governments to develop long-range transportation and land use plans	ODOT and Department of Land Conservation and Development (DLCD)
Transportation Safety	Seed money for demonstration projects that promote highway safety	ODOT Safety Division

Note: This table includes most state-administered transportation funding programs but there could be other smaller programs that are not listed.

Programs may be funded with federal or state funds, or a combination. Some programs are administered on a statewide basis; program managers rank projects according to predefined criteria to determine which ones will be funded. Other programs are regionally administered; each ODOT region works with local constituents to determine which projects will be funded. For example, there are special statewide criteria and prioritization factors used to select projects for the Modernization program, but each region uses those criteria to select their own projects.

Some programs have subcategories that have different rules. For example, the Safety program receives two types of federal funding that have different criteria and spending requirements. Sub-categories are identified in the specific program descriptions in Chapter VI.

Availability of local matching funds can be a factor in project selection in the STIP. Federally funded projects often require non-federal matching funds. Local governments may elect to integrate planned state highway system improvements into their local system development charge program to provide a source of matching funds for highway improvement projects. Local governments also may provide matching dollars using bonded debt, private contributions, and qualifying state grants. The project selection process for the Modernization program in most regions recognizes that small communities often are not able to provide matching funds and allow non-cash contributions to be used as match.

Match is particularly important for federal earmark projects. Earmarks occur when Congress sets aside funds for specific projects in legislation. These are often major projects that the state cannot fund with its resources or from its regular allocation of federal funds due to their size or complexity. Consequently, when a certain percentage of state or local match is required, it can be a significant cost. ODOT therefore requires local governments to work with ODOT staff and the OTC to develop a statewide list of earmark requests for transportation. ODOT will not guarantee that its funds will be available for the match requirement if a local government receives an earmark outside this process.

### **E. How are the projects in the STIP developed?**

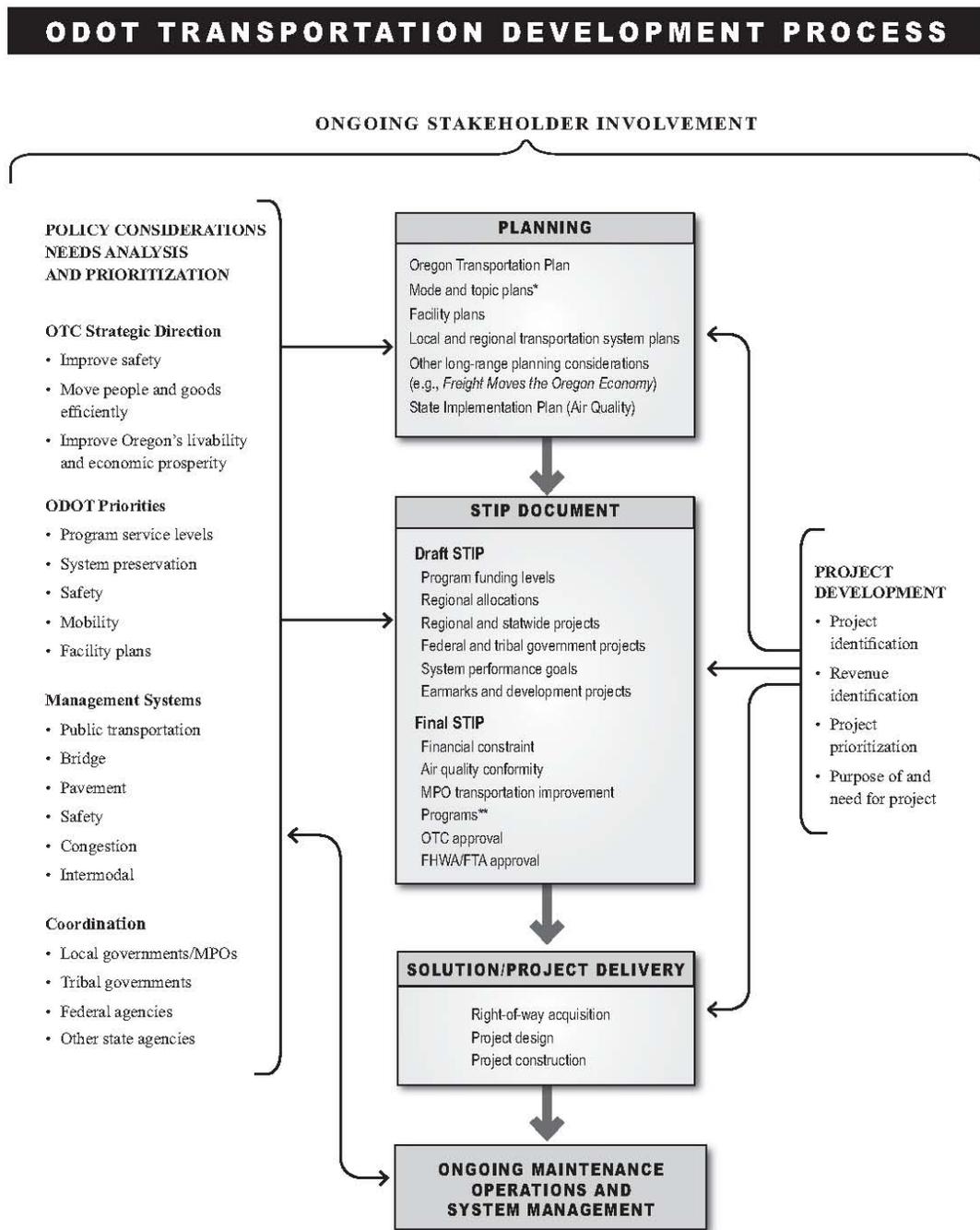
This section reviews the state and local planning and information gathering steps that must be completed before a project can be included in the STIP. Local, regional and statewide planning activities are used to engage constituents and the general public in discussions about transportation needs and solutions, and to establish project priorities. These preliminary steps are arguably more important than the STIP process for influencing how state and local agencies prioritize and address transportation needs.

Figure II-1 shows how the STIP fits into the overall planning and project development process that results in project delivery. There are four key steps in the process and there is considerable overlap between all of them. The steps include:

- Policy Development and Goals – sets direction for transportation investment; documents include the Oregon Transportation Plan, Oregon Highway Plan and other modal plans, and special reports (e.g. Bridge Options Report).
- Transportation Planning – identifies transportation needs for a specific geographic area and lists proposed solutions; documents include transportation system plans, regional transportation plans, ODOT facility plans.
- Implementation – Involves preparing documents that commit funding to specific projects. The STIP is the most significant of these but local MTIPs, Capital Improvement Plans, and budget documents are other examples.
- Project Development and Delivery – This process is ongoing and is involved in the preceding steps but at each step along the way, the level of detail about a proposed project or program solution is refined. For example, at the planning stage, the development process for a road improvement may only say widen to four lanes while at the delivery step, the exact location, width, amenities, and property impacts are detailed in construction plans and mitigation for impacts to private property is specified.

Figure II-2 outlines the process of integrated transportation planning that occurs between the state and local level. Figure II-3 shows opportunities for the public to become involved in the process. There are opportunities for public involvement at every step, but it is in the planning steps that the initial direction for proposed solutions is determined. So while getting a project listed in the STIP is important because it signifies a financial commitment to a project, being included in the STIP is one of the last steps in a project's life. The work begins in the policy and planning steps and, consequently, these are some of the most effective times to influence or get involved in project selection.

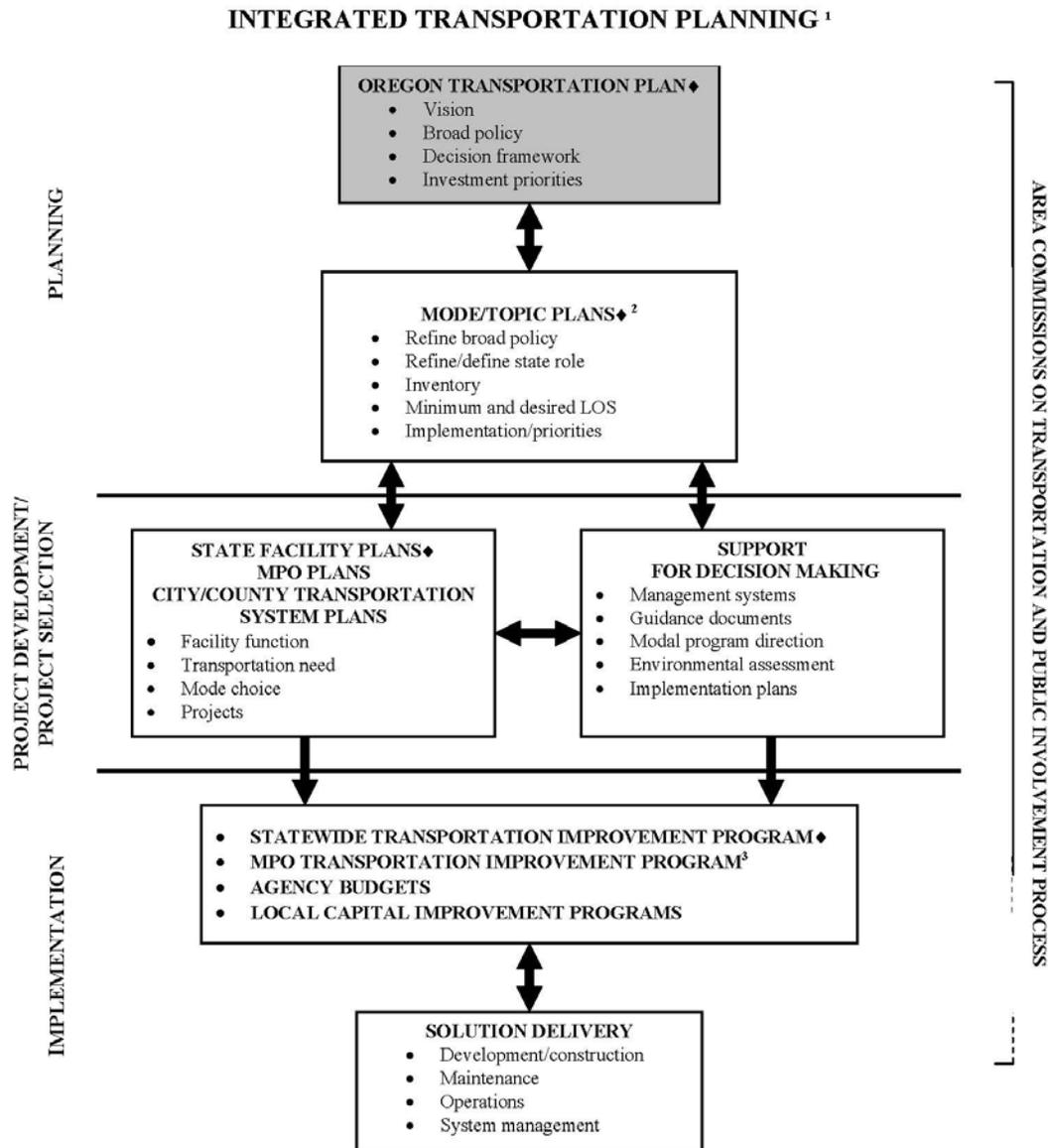
FIGURE II-1



\* Bicycle/Pedestrian, Highway, Public Transportation, Rail Freight, Rail Passenger, Transportation Safety Action, Aviation

\*\* MPO TIPS must be included in ODOT's STIP without modification. To ensure state priorities are considered, ODOT must be involved in the local planning project selection process.

Figure II-2



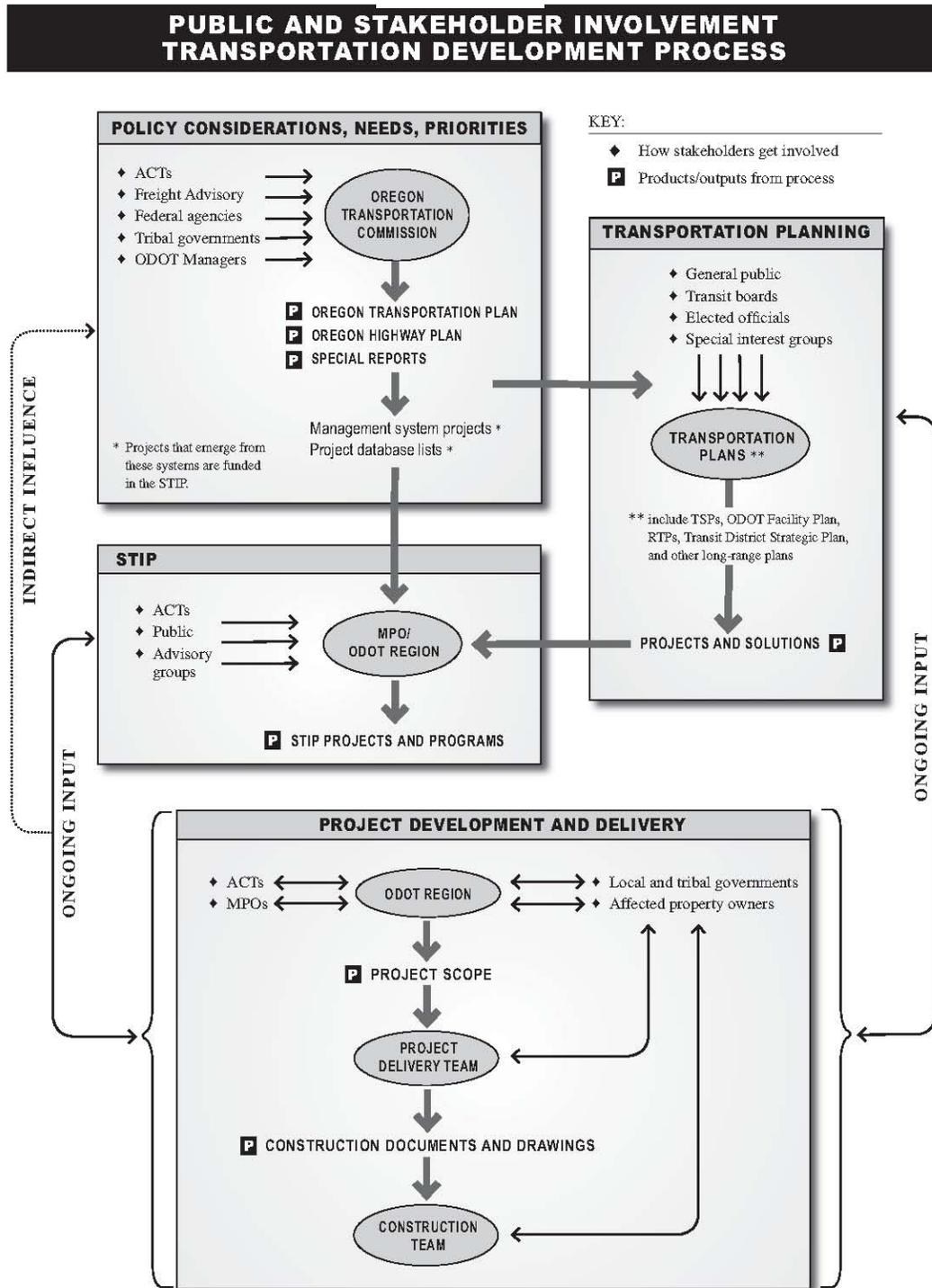
♦ Oregon Transportation Commission action.  
 1. Influenced by the Transportation Planning Rule.  
 2. Aviation, Bicycle/Pedestrian, Highway, Public Transportation, Rail, Transportation Safety Action.  
 3. MPO TIPs must be included in ODOT's STIP without modification. To ensure state priorities are considered, ODOT must be involved in the local planning project selection process.

For example, before a Modernization project on a state highway can be included in the STIP, it must go through a formal planning process. This process includes getting the project listed in a city or county TSP, and/or in a RTP, and in an ODOT highway facility plan, as applicable.

The other source for projects that appear in the STIP is a management system data base. The Oregon Transportation Management System (OTMS), which includes computerized databases and formulas for reviewing the data, is used to monitor the condition of transportation assets like pavement or bridges. Most projects in the C-STIP are developed from the OTMS. For example, all pavement preservation, bridge and safety projects are developed using information in a management system. Other ODOT programs, including Operations and Culverts/Fish Passage, use data base and cost-benefit formulas to help identify and prioritize projects.

The following summary outlines the planning processes that impact the STIP, from state-level plans to local plans. It includes most of the transportation plans that are used to fund through the STIP. The discussion is divided into five sections: state-level plans, OTMS, metropolitan area plans, non-metropolitan area plans, and federal land management and tribal area plans. The preparation of these plans is coordinated through the policy framework established in the Oregon Transportation Plan (OTP) and the Oregon Highway Plan (OHP), other modal plans that are part of the OTP, and the Transportation Safety Action Plan.

Figure II-3



## 1. State-level Transportation Plans

State-level transportation plans include both policies and specific system improvement needs. The policies determine how system needs are prioritized. These statewide plans generally take a program-level approach to addressing transportation needs. They often are refined through more detailed plans. For example, the policy framework of the Oregon Highway Plan may inform a corridor plan concerning a series of needed improvements, which in turn leads to preparation of refinement plans that provide preliminary design and engineering analysis for a preferred solution. Table II-4 lists state-level plans and where to locate them.

**Table II-4: State-level Transportation Plans**

<b>Document</b>	<b>Content</b>	<b>Location</b>
<i>Oregon Transportation Plan</i>	Policy and system investment analysis for the state's transportation infrastructure	<a href="http://www.oregon.gov/ODOT/TD/TP/ortransplanupdate.shtml">http://www.oregon.gov/ODOT/TD/TP/ortransplanupdate.shtml</a>
<i>OTP Update – Freight Issues</i>	Summary of freight conditions and needs related to the state's transportation systems; other publications on freight are listed at the link to the right	<a href="http://www.oregon.gov/ODOT/TD/FREIGHT/Publications.shtml">http://www.oregon.gov/ODOT/TD/FREIGHT/Publications.shtml</a>
OTP Modal Plan: <i>Oregon Highway Plan</i>	Policies and performance standards for the state highway system	<a href="http://www.oregon.gov/ODOT/TD/TP/orhwyplan.shtml#1999_Oregon_Highway_Plan">http://www.oregon.gov/ODOT/TD/TP/orhwyplan.shtml#1999_Oregon_Highway_Plan</a>
OTP Modal Plan: <i>Oregon Bicycle and Pedestrian Plan</i>	Analysis of statewide conditions, system and facility standards, and strategies	<a href="http://www.oregon.gov/ODOT/HWY/BIKEPED/plannproc.shtml">http://www.oregon.gov/ODOT/HWY/BIKEPED/plannproc.shtml</a>
OTP Modal Plan: <i>Oregon Public Transportation Plan</i>	Goals, policies, and strategies for the state's public transportation system	<a href="http://www.oregon.gov/ODOT/TD/TP/OTTP.shtml">http://www.oregon.gov/ODOT/TD/TP/OTTP.shtml</a>
OTP Modal Plan: <i>Oregon Transportation Safety Action Plan</i>	Strategies for improving the safety of Oregon's transportation system	<a href="http://www.oregon.gov/ODOT/TS/tsap.shtml">http://www.oregon.gov/ODOT/TS/tsap.shtml</a>
OTP Modal Plan: <i>Oregon Rail Plan</i>	Goals, objectives, and system needs for freight and passenger rail in Oregon	<a href="http://www.oregon.gov/ODOT/RAIL/docs/railplan01.pdf">http://www.oregon.gov/ODOT/RAIL/docs/railplan01.pdf</a>
OTP Modal Plan: <i>Oregon Aviation Plan</i>	Policies and investment strategies for Oregon's public-use aviation system for the next 20 years	<a href="http://egov.oregon.gov/Aviation/docs/resources/OregonAviationPlan.pdf">http://egov.oregon.gov/Aviation/docs/resources/OregonAviationPlan.pdf</a>
<i>Intelligent Transportation Systems Strategic Plan</i>	Strategies to increase the efficiency of existing transportation infrastructure	<a href="http://www.oregon.gov/ODOT/HWY/ITS/its_documents.shtml">http://www.oregon.gov/ODOT/HWY/ITS/its_documents.shtml</a>

Document	Content	Location
<i>Statewide Congestion Overview</i>	Analysis of congestion problems and recommended solutions	<a href="http://www.oregon.gov/ODOT/TD/TP/docs/tpauCM/overview0204.pdf">http://www.oregon.gov/ODOT/TD/TP/docs/tpauCM/overview0204.pdf</a>

## 2. OREGON TRANSPORTATION MANAGEMENT SYSTEM

The Oregon Transportation Management System (OTMS) is designed to help the state manage highway pavement, bridges, highway safety, traffic congestion, public transportation facilities and equipment, intermodal transportation facilities and systems, and traffic monitoring for highways. It includes seven separate systems that provide information to state and local decision-makers to help them select cost-effective programs and projects that preserve and/or improve the transportation infrastructure. The seven management systems are as follows.

### *Bridge Management System (BMS)*

The Bridge Management System for bridges on and off Federal-aid highways tracks inspection data and uses mathematical models to forecast future bridge conditions. It helps decision-makers identify cost effective solutions and prioritize investments.

### *Congestion Management System (CMS)*

The [Congestion Management System](#) uses information about the state highway system, such as traffic volume and operation performance data, to monitor congestion trends on the state highway system. This information is used to identify and compare the severity of congestion on parts of the highway system, to develop policies for managing congestion, and to plan projects for alleviating congestion.

### *Intermodal Management System (IMS)*

The Intermodal Management System provides information about intermodal freight and passenger facilities and connections. The focus is intermodal exchanges, such as rail to truck, marine to rail freight movements, or passenger rail to highway exchanges. The system monitors information about general freight traffic on highways, main rail lines and marine waterways.

### *Pavement Management System (PMS)*

The Pavement Management System helps decision-makers find cost-effective ways to maintain pavements in a serviceable condition. The PMS includes a pavement database, which contains current and historical information on pavement condition, pavement structure, and traffic. It is a forecast tool that estimates future pavement conditions, and helps identify and prioritize pavement preservation projects.

### *Public Transportation Management System (PTMS)*

The Public Transportation Management System collects and analyzes information about public transportation operations, facilities, equipment, and rolling stock. The system monitors the condition and cost of transit assets and the cost of transit operations. PTMS identifies needs and helps decision-makers select cost-effective strategies for providing operating funds and maintaining transit assets in serviceable condition.

### *Safety Management System (SMS)*

The Safety Management System consists of the Information Safety Management System (ISMS) and the Project Safety Management System (PSMS). The ISMS includes sources of data used by the PSMS and the overall monitoring and administration of ODOT's Roadway Safety Program. The PSMS includes processes, procedures, and tools to address critical safety issues for project scoping, design, and construction.

### *Traffic Monitoring System for Highways (TMS-H)*

The Traffic Monitoring System for Highways monitors person and vehicular traffic data. It involves a systematic process for the collection, analysis, summary, and retention of highway and transit related data over time and is used to forecast future conditions on the highway system.

## 3. METROPOLITAN AREA TRANSPORTATION PLANS

Many projects in the STIP are chosen by MPOs. MPOs are responsible for transportation planning and coordinating transportation investment decisions in metropolitan areas. There are six MPOs in Oregon: they are: Bend, Central Lane (Eugene-Springfield area), Corvallis, Metro (Portland area), Medford/Rogue Valley, and Salem-Keizer.<sup>1</sup>

MPOs adopt a local version of the STIP, called a Metropolitan Transportation Improvement Program (MTIP). ODOT works with the MPOs to make sure that all projects on the state highway system are included in the MTIP. After each MTIP is adopted by the local jurisdiction and approved by the Governor in an acknowledging letter, these projects are added to the STIP exactly as they appear in the MTIP.

Many projects in an MTIP are selected from a Regional Transportation Plan (RTP), which is the MPOs long range transportation plan. The RTP lists projects on state highways and city and county arterial streets. It also lists transit needs and improvements related to other modes, like bike lanes and sidewalk projects. By law, the MTIP must be consistent with the RTP. Because the RTP is one of the first planning activities to identify transportation issues and projects, participation in the RTP planning

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<sup>1</sup> The City of Rainier technically is in the Longview-Kelso MPO but no projects from that MPO are programmed through the Oregon STIP.

process is an effective way to influence transportation investment in an MPO and in the STIP.

In MPO areas, there are two types of state highway plans prepared in consultation with the MPO that affect the RTP. These are the state highway corridor plan, and the state highway refinement plan. A corridor plan focuses on system improvement needs for a relatively long stretch of highway (e.g. OR 26 - Mt. Hood Highway Corridor Plan), while a refinement plan considers system improvement needs in a smaller area, such as a freeway interchange (e.g. Jackson School Road Interchange Refinement Plan). When refinement plans are completed, they are adopted as part of the RTP and the OHP.

MPOs with between 50,000 and 200,000 population receive a portion of the state's allocation of federal Surface Transportation Program (STP) funds. MPOs in areas with a population greater than 200,000 are called Transportation Management Areas (TMAs) and they receive federal STP funds directly through a national formula. ODOT works with the MPOs to prioritize transportation investment needs in each MPO area. These needs are balanced with other needs in the region and the state to decide how to apportion the available STP funding.

Transportation plans must conform to federal air quality rules. Areas that are classified as non-attainment or maintenance for the national ambient air quality standards are subject to transportation conformity. Plans, programs and projects from those areas must demonstrate that the conformity regulations are met. Extensive modeling is required for adopted plans to show that the planned transportation system improvement program is in conformity with federal air quality requirements. See the discussion about the Congestion Management and Air Quality program in [Chapter VI](#) for more information.

Table II-5 lists information for the MPOs in Oregon. Each MPO has adopted its own planning and MTIP programming procedures, which include public involvement opportunities and coordination. Citizens living in MPO areas are encouraged to become familiar with the local MTIP process because that process largely determines what projects go into the STIP for their area.

**Table II-5: Oregon MPOs**

<b>MPO</b>	<b>Jurisdictions/Agencies</b>	<b>TMA</b>	<b>Air Quality Conformity Area</b>
Bend MPO	City of Bend	No	No
Central Lane MPO	Lane Council of Governments, Lane County, Lane Transit, cities of Coburg, Eugene, and Springfield	Yes	Yes
Corvallis MPO	Benton County, City of Corvallis, Corvallis Transit District, Cascades West Council of	No	No

<b>MPO</b>	<b>Jurisdictions/Agencies</b>	<b>TMA</b>	<b>Air Quality Conformity Area</b>
	Governments (CWCOG)		
Portland Metro MPO	Metro, Clackamas, Multnomah and Washington counties, all incorporated cities in Metro area, Tri-Met, SMART	Yes	Yes
Medford/Rogue Valley MPO	Rogue Valley Council of Governments, Jackson County, cities of Ashland, Central Point, Eagle Point, Medford, Phoenix, and Talent, Medford Transit District,	No	Yes
Salem-Keizer MPO	Mid-Willamette Valley Council of Governments, Marion and Polk counties, cities of Salem and Keizer, Turner, Salem Transit District,	Yes	Yes

#### 4. NON-METROPOLITAN AREA TRANSPORTATION PLANS

Outside of metropolitan areas, three planning processes are used to develop the source documents for projects listed in the STIP. These include ODOT facility plans, local TSPs, and local public transportation plans.

##### *ODOT Facility Plans*

Facility plans are prepared by ODOT and include corridor plans and a variety of refinement plans, including:

- Specific Area Refinement Plan
- Access Management Plans
- Access Management Plans for Interchange
- Interchange Area Management Plans
- Expressway Management Plans

Facility plans are prepared by ODOT and are adopted as part of the related city or county TSP and also as an amendment to the OHP. Facility plans help implement the OHP. Most Modernization projects that are constructed outside of metropolitan areas are developed through ODOT Facility Plan procedures. See the Facility Plan Adoption Process in Appendix B for more details about the steps for developing and adopting ODOT facility plans.

For large Modernization projects, steps related to preparing the facility plan may be listed as a project in the D-STIP. These development projects are funded from the ODOT region's highway Modernization program allocation. Facility plans also can be funded by planning monies allocated to each ODOT region, which are not programmed in the STIP. Problems related to capacity on the state highway system must be

identified and addressed through an ODOT approved corridor or facility refinement plan that is also adopted as part of a local TSP before construction projects can be approved in the STIP.

### *Transportation System Plans*

Local TSPs are very important to the state's transportation planning process. TSPs are elements of local comprehensive land use plans and are developed to identify multi-modal transportation solutions to serve current and future population and employment. In most communities, listing an identified need in the TSP is the first step toward identifying and advancing a specific solution or project. The process for developing, adopting, amending, and implementing a TSP is detailed in *Transportation System Planning Guidelines, 2001*.

TSPs include lists of capital improvement projects and system investments that may include transit system development, bike and pedestrian system improvements, and street and highway improvements. State highway projects should be included in the local TSP before they are funded in the STIP. Before these projects can be constructed, they require more engineering work to establish a specific design and to refine the cost estimate. For state highway projects that are listed in the local TSP, this analysis is usually done through a highway refinement plan, but the same kind of analysis is needed for any major street improvement project. On large highway projects, the refinement plan and development work is sometimes funded through the D-STIP.

Most local TSPs are implemented through a local capital improvement programming process, which determines the sequence, funding, and timing of transportation improvements. TSPs may also be implemented through the local government's annual budget process.

## 5. FEDERAL LAND MANAGEMENT AND TRIBAL AREA PLANS

Federal law requires that all significant federal and state-funded transportation programs be included in the STIP. Federal land management agencies, such as the U.S. Forest Service (USFS), and tribal governments that manage reservation lands develop long range transportation plans. These plans are implemented through a two-year or four-year transportation improvement program that works in much the same way as a MTIP prepared by an MPO. These TIPs are compiled and integrated into the STIP through the Western Federal Lands Highway Division office in Vancouver, Washington. National Forest TIPs are reviewed and approved by the USFS Region Office in Portland before they are forwarded to the federal agency. The Federal Bureau of Land Management programs transportation improvements for each of its Oregon Districts. Tribal government programs are approved by their respective tribal councils and forwarded on to Western Federal Lands Highway Division.

The following table identifies federal land management agencies and tribal entities that prepare TIPs that are funded through the STIP.

**Table II-6: Federal and Tribal Land Management Agencies**

Mt Hood National Forest	Ochoco National Forest
Siuslaw National Forest	Umatilla National Forest
Willamette National Forest	Wallowa/Whitman National Forest
Umpqua National Forest	Malheur National Forest
Rogue River National Forest	Burns Paiute
Siskiyou National Forest	Confederated Tribes of Warm Springs
Winema/Freemont National Forest	Confederated Tribes of Umatilla Reservation
Deschutes National Forest	Klamath Tribes
Bureau of Land Management Districts	

## F. How Does the STIP Process Work?

This section explains generally how a project moves from a planning concept to a defined project in the STIP. There is a figure at the end of this section that shows how the process works. A more detailed review of the regulations, policies, and procedures used to prepare the STIP are covered in Chapters III through VIII.

### 1. SUMMARY OF THE STIP DEVELOPMENT PROCESS

It takes about 30 months to complete the STIP process. The STIP document is a compilation of multiple project development and programming efforts that are carried out by different organizations. Each has its own procedures. ODOT is responsible for coordinating these separate processes and for integrating the programs that emerge from them into a single document – the STIP. Coordinating these processes and making sure the resulting approved projects are included in the STIP is complex and challenging. Table II-7 outlines the programming work that is compiled in the STIP.

The person responsible for managing the STIP development process is the Statewide STIP Coordinator. Each state highway region also has a Region STIP Coordinator. This team is responsible for ensuring that all the projects approved through these separate processes are “rolled-up” into the STIP document.

**Table II-7: STIP Programming Processes and Participants**

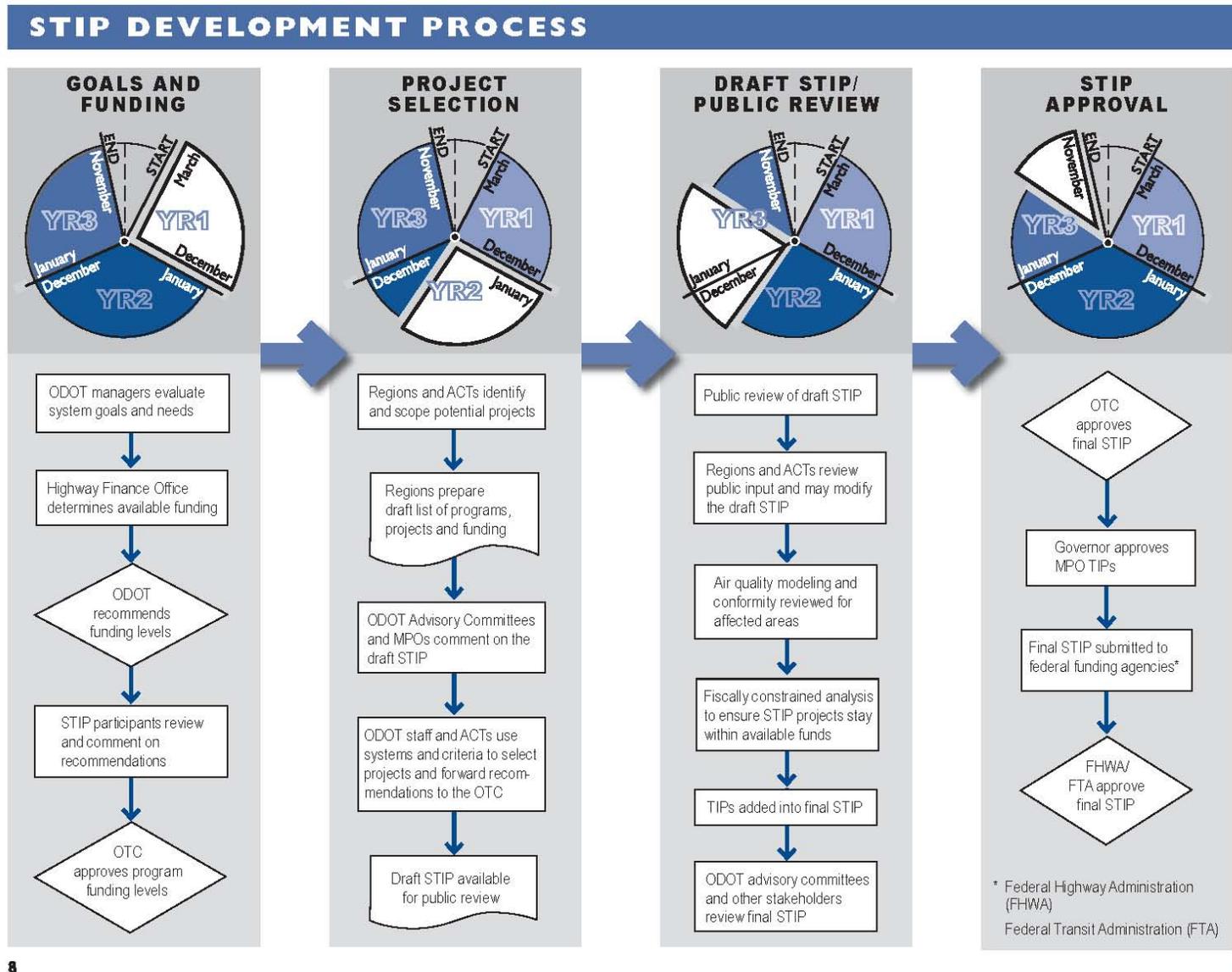
<b>Programming Process</b>	<b>Lead</b>	<b>Advisory Body</b>	<b>Comment</b>
1) Modernization in non-metropolitan areas	ODOT Highway Regions	ACTs	A statewide formula is used to allocate available funding to the state's highway regions. Each region then manages the Modernization program using its own process.
2) Oregon Transportation Management Systems (OTMS) Program	ODOT	Combination of state-level advisory committees, region staff, and ACTs	There are separate management systems for bridges, pavement, culverts, fish passage, safety, and slides and rockfalls; the systems are used to identify and prioritize projects. Some management systems fund projects using "buckets" from which later awards are made.
3) Statewide Competitive Programs (Grants)	ODOT	Combination of statewide advisory committees and ACTs	There are separate competitive grant processes for Bicycle/Pedestrian, Transportation Enhancement, and Forest Highways programs. A portion of funding for these programs may be reserved in a "bucket" from which later awards are made.
4) Public Transportation Program (Statewide)	ODOT/Federal Transit Administration (FTA)	Various local entities	There are many transit funding programs in the STIP; large transit projects may be listed individually, but most transit projects are funded out of "buckets" that include the budget for one or more transit programs. Applications for these funds are solicited from transit service providers after the STIP has been approved. A STIP amendment is then used to document individual awards that are funded out of that program's "bucket".

<b>Programming Process</b>	<b>Lead</b>	<b>Advisory Body</b>	<b>Comment</b>
5) Metropolitan Transportation Improvement Program (MTIP)	MPOs	MPO Policy Committees (ODOT participates)	In MPO areas with over 200,000 residents, the MPOs receive an allocation and develop their own MTIP. In metropolitan areas with less than 200,000 population, the MTIP is coordinated through the ODOT highway region and funding for modernization projects comes out of the region's Modernization program allocation.
6) Federal Earmarks	ODOT and Oregon's Congressional Delegation	OTC	Special set-asides approved by the U.S. Congress and the President; funds usually flow through a federal program but are targeted to a specific project. The earmark may supplement or be taken out of a regular program budget, depending on how the law is written.
8) Tribal Area Transportation Improvement Programs (TIPs)	U.S. Department of the Interior	Tribal Councils	There are several programs used to fund transportation improvements on reservation lands. Tribes also may compete for state grants, such as Bike/Ped.
7) Federal Scenic Byways Grants	FHWA	Statewide advisory body	Oregon competes with other states for grants to improve scenic highways.

## 2. STIP DEVELOPMENT PROCESS AND TIMEFRAME

Figure II-4 is a diagram that shows the STIP development process in four major steps: setting goals and funding levels, selecting projects, reviewing the draft program, and

Figure II-4



approving the final program. The diagram also shows the approximate time it takes to complete these steps.

Since the STIP is updated every two years, and the process to develop it takes almost three years, there is a six-month period of time when the state is working on three STIP cycles concurrently! The early part of the STIP development process, which focuses on setting funding targets and program goals, begins as the later part of the next STIP cycle is wrapping up. At the same time, ODOT may be processing amendments to the currently adopted STIP. However, there is only one STIP adopted and in use at any given time.

### 3. STIP DEVELOPMENT PROCESS STEPS

The STIP development process involves the following sequence.

#### Goal Setting and Funding Allocations:

- ODOT divisions assess overall transportation system needs for highway, public transportation, and multi-modal systems.
- The Highway Finance Section prepares a fiscal forecast for various funding sources and establishes preliminary program funding targets.
- Program advisory committees meet to review how well their programs are achieving adopted goals.
- Transit program managers, highway program managers, region managers, ACTs, MPOs, the OFAC, and other stakeholders provide comments to the OTC about issues and concerns with the state's transportation system.
- The OTC meets to review policy and fiscal issues, update program eligibility criteria, and set funding levels for the various programs that are funded through the STIP.

#### State-Funded Project Selection (for highway projects only; for transit programs see the Public Transit section of Chapter VI: Program Descriptions):

- ODOT managers for competitive programs update rules and application procedures for their grant programs.
- Program managers review management systems and identify likely projects.
- ACTs and MPOs consider capacity improvement needs and identify potential projects using state or locally approved eligibility criteria.
- ACTs and MPOs consider development projects, such as refinement plans, highway corridor plans, multi-year environmental review studies, and other planning projects that require federal funds or have regional significance and need to be approved in the STIP.
- Highway region staff develops project scoping and cost estimates.

- ODOT program managers make preliminary project recommendations for management system programs based on system ratings and field inspections.
- When applicable, ODOT staff evaluates whether or not projects meet program eligibility criteria and use prioritization factors to select projects.
- The OFAC evaluates potential projects for the ways in which they would affect freight movement.
- ACTs meet to consider project recommendations for the Modernization program, develop preliminary recommendations using local and state prioritization criteria, and to listen to presentations about other system investments.
- Region STIP Coordinators and the Statewide STIP Coordinator exchange information about projects and enter information into a STIP project database
- Highway Division Finance Office reviews recommended projects for eligibility per state and federal funding guidelines.

#### Draft STIP / Public Review:

- FHWA compiles information about federal agencies and tribal government TIPs and forwards the information to the statewide STIP Coordinator (if available).
- MPOs forward draft MTIP projects to the statewide STIP Coordinator (if available).
- STIP Coordinators prepare the program lists for the C-STIP and D-STIP and supporting information regarding project eligibility reviews.
- The draft STIP document is prepared and made available for public review and comment.
- Public hearings are held on the draft STIP in each region of the state.
- ACTs, MPOs, transit districts, and other stakeholders submit comments on the draft STIP.
- Regions may make adjustments to programs, based on comments received.

#### STIP Approval:

- FHWA forwards final information about federal agencies and tribal government TIPs.
- MPOs forward adopted MTIPs to the statewide STIP Coordinator.
- ODOT makes final adjustments to the state program based on public and advisory review comments
- ODOT prepares the final recommended STIP program.
- Technical studies regarding conformity of the final STIP with federal air quality rules are performed.
- The OTC holds a hearing on the final STIP program, listens to public testimony, alters the STIP program if needed, and adopts the Final STIP.
- The Federal Highway Administration and Federal Transit Administration review the STIP for compliance with federal rules. The STIP does not take effect until it is approved by FHWA and FTA.

After the STIP is adopted, it is sometimes amended to add or change projects as follows:

- An amendment that alters a project's timing but not its scope is approved administratively.
- An amendment that funds a project out of a "bucket", and for which a determination is made that the use of the funds is consistent with program rules and that the project is not of regional or statewide significance, is approved administratively.
- An amendment that requires a change in scope to an approved project, or that relates to any project that is deemed to be regionally significant, the amendment must be approved by the OTC at a regular meeting.

#### 4. PROGRAM ELIGIBILITY AND PRIORITIZATION CRITERIA

The OTC has adopted eligibility and prioritization criteria for three programs: Modernization, Pavement Preservation, and Highway Bridge. The criteria are intended to help ACTs, MPOs, and ODOT staff target investment and select projects, especially where needs exceed available funding. For Modernization, there are separate criteria for development projects and construction projects. Every project that is approved for funding through these programs must meet the adopted OTC eligibility criteria and be generally consistent with the prioritization factors. The current criteria can be found at: <http://www.oregon.gov/ODOT/TD/TP/0811stip.shtml>.

The OTC adopts project criteria for each STIP cycle. These are developed with input from staff and stakeholders. First, draft criteria are developed building on the most recent criteria by addressing identified needs for clarification and making updates required by legislation, rules, or policy. This draft is then shared with staff for refinement. Next it is shared with the STIP Stakeholder Committee where local, state, and federal government agencies, transit districts, private interests, and other advisory committees are represented. The STIP Stakeholder Committee approves a second draft of the criteria, which is shared with staff, ACTs, MPOs, local government partners, and other ODOT advisory committees. Comments received are shared with the STIP Stakeholder Committee who then approves a final recommended draft to send to the OTC for adoption.

The Oregon Legislature may establish program limitations and project criteria when adopting laws that affect transportation. The 2001 and 2003 Oregon Legislatures approved special funding to address state bridge needs by passing the Oregon Transportation Initiative Act (OTIA). The law identified specific projects and established criteria for determining projects that were eligible for OTIA funding. All projects funded with OTIA must meet the legislatively approved funding criteria.

Similarly, the U.S. Congress may impose limitations on the use of federal programs, or may impose conditions on projects they approved through special funding packages, such as "earmarks" that specify an amount of money that is made available for a particular project. The "earmark" conditions have the same effect as program eligibility

criteria except that they apply project by project. ODOT staff must determine that the applicable project eligibility criteria have been met before a project is included in the STIP.

#### 5. TRANSPORTATION IMPROVEMENT PLANS (TIP)

There are other entities that are responsible for developing transportation improvement programs listed in the STIP. These entities include MPOs, tribal governments, and federal land management agencies, each of which prepares a TIP that correlates with the STIP timetable. The MPOs and tribal governments have their own public involvement and review process. People interested in the TIP for a MPO area or for a tribal government area should contact those organizations to learn about their process. Most MPOs post information about their TIP process online. Links to MPOs are available at: <http://www.ampo.org/links/mposnet.html#OREGON>.

Links to tribal government web sites can be found below.

Tribal Governments:

- Confederated Tribes Coos, Lower Umpqua & Siuslaw Indians  
[www.ctclusi.org](http://www.ctclusi.org)
- Burns Paiute  
[www.burnspaiute-nsn.gov](http://www.burnspaiute-nsn.gov)
- Confederated tribes of Grand Ronde:  
[www.grandronde.org](http://www.grandronde.org)
- Confederated tribes of Siletz:  
[www.ctsi.nsn.us](http://www.ctsi.nsn.us)
- Confederated tribes of Umatilla Reservation:  
[www.umatilla.nsn.us](http://www.umatilla.nsn.us)
- Confederated tribes of Warm Springs:  
[www.warmsprings.com](http://www.warmsprings.com)
- Coquille Indian Tribe:  
[www.coquilletribe.org](http://www.coquilletribe.org)
- Cow Creek Band of Umpqua Indians:  
[www.cowcreek.com](http://www.cowcreek.com)
- Klamath Tribes:  
[www.klamathtribes.org](http://www.klamathtribes.org)

The TIP development process for federal land management agencies, such the National Park Service and the Bureau of Land Management, is an administrative process. People interested in transportation projects being programmed by these agencies should contact the appropriate agency directly. The TIP programs for federal land

management agencies and tribal governments are compiled by the Western Federal Lands Highway Division in Vancouver, Washington. That information is forwarded to the state STIP Coordinator to be assigned project key numbers and included in the STIP.

## 6. HOW TO GET INVOLVED

As noted earlier, the planning steps that precede the STIP process are important for positioning a project to be funded through the STIP. This is especially true for projects that add transportation capacity to existing highways and major roads and require federal funding. These projects are funded either through the state's Modernization program or through the Modernization program that is administered by large MPOs. To be considered for funding, these projects must first be included in an adopted TSP, RTP, and/or state highway improvement plan such as a corridor plan, refinement plan or facility plan. Work on those plans may precede the STIP process anywhere from 5 to 15 years.

In addition, projects that are included in the C-STIP must have or be able to secure the necessary environmental and preliminary design approvals that assure they are ready to proceed within the STIP timetable. Sometimes that work can be very involved and expensive, and the project development work itself is funded through the D-STIP. As noted earlier, D-STIP projects usually involve large complex Modernization projects. This work may precede inclusion in the C-STIP by 5 to 10 years.

After a project is included in the C-STIP, management of the final design and construction occurs through the project delivery process. This process is managed by the ODOT [Office of Project Delivery](#). Right of way acquisition for a new road alignment, purchasing existing access rights, and median treatments are examples of design details that are often finalized in the project development process. These details are not part of the STIP process, but ODOT provides opportunities for the public to participate and comment on these types of design issues. To learn more about the project development process, see the project development guidebook at:

<http://www.oregon.gov/ODOT/HWY/OPD/PDguidebook.shtml>

For citizens who want to become more involved with the STIP process, an important group to learn about is the Area Commission on Transportation (ACT) or the transportation advisory body that serves in place of an ACT. The ACT is a representative body that reviews transportation needs and recommends projects to the OTC for inclusion in the STIP. For citizens, the ACTs are their eyes and ears on the ground in the STIP process. There is a link to the ACT web-site in Table II-1, or call the ODOT Highway Region Planning Manager for the region of the state where you live.