

V. ODOT Highway Region STIP Procedures

The Statewide Transportation Improvement Program (STIP) development process for each of the five Oregon Department of Transportation (ODOT) highway regions is described in the following pages. The discussion reviews in detail the process steps for developing the STIP in each region that was briefly outlined in the previous chapter. Many of the procedures are similar from region to region. The discussion for each region is intended to be comprehensive.

A new federal transportation program authorization law was passed in 2005, called SAFETEA-LU. This law is in effect now, and it will make changes to some programs as new rules are written to fully implement the new law. For example, right now a primary safety program is the Safety Hazard Elimination Program (HEP); SAFETEA-LU transforms HEP into the Highway Safety Improvement Program (HSIP). Regions will follow established procedures to the extent possible, but in the future some changes will be required to fully implement the new rules and programs. This Users' Guide will be updated when new rules are in place and ODOT has updated its procedures to comply.

To go directly to a particular region's STIP process description, please refer to the page numbers below.

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A. Region 1 – Portland/Metro

1. REGION OVERVIEW

Region 1 encompasses all of Columbia, Hood River, and Multnomah counties, almost all of Clackamas and Washington counties, and small parts of Clatsop and Tillamook counties (see [Region 1 map](#)). Region 1 includes the largest urban area in the state, the state's largest city (Portland) and three more of the state's ten largest cities (Beaverton, Gresham and Hillsboro). It has the largest population total of any region in the state. Region 1 has the state's largest port district, the largest intermodal freight terminals, the state's only international airport, and the most extensive and diverse public transportation system.

Region 1 works closely with Washington State, Clark County and several cities in Washington, principally Vancouver, regarding transportation planning issues. Region 1 has significant interstate transportation challenges due to its proximity to the Vancouver,

Washington metropolitan area and the Columbia River. The region is studying several long-range transportation initiatives that will require interstate cooperation and federal investment, including a new Columbia River Bridge on I-5, an interstate light rail system, and intermodal freight system improvements for marine, rail, and truck transfer.

Coordinating committees and the Northwest Area Commission on Transportation (NWACT) are advisory bodies in Region 1 that work directly with region staff to program the MOD program. They include:

- East Multnomah County Transportation Committee (EMCTC) – comprised of Multnomah County, and the cities of Gresham, Fairview, Wood Village and Troutdale. The boundaries are approximately from the Columbia River to the Clackamas County line, and from Portland city limit to the Sandy River.
- Clackamas County Coordinating Committee – shares the same boundary as Clackamas County.
- Washington County Coordinating Committee – rural Washington County
- Hood River County Board of Commissioners – Hood River County
- NWACT – Columbia and Western Washington County

2. REGION 1 STIP DEVELOPMENT PROCESS OVERVIEW

Management of the STIP development process in Region 1 is a collaborative effort with the Region STIP Coordinator and Region Planning Manager serving in a coordinating role among the various project scoping teams, Metro, and local governments. The Region Planning Manager, Project Delivery Manager, Maintenance and Operations Manager, Region Traffic Manager, Tech Services Manager, Public Affairs Manager and related staff serve as technical resources for establishing project priorities. These teams identify, scope, and help prioritize projects that are funded the STIP.

Project leaders and personnel from the region Tech Center¹ scope projects, prepare cost estimates and provide cost/benefit analyses.

- The Modernization (MOD) Program gives priority to projects that expand the capacity of transportation systems, improve system performance in areas with high levels of congestion, and/or address critical safety problems. Historically about 80% of the region's share of MOD program funds is allocated within the Metro area. This percentage was developed informally, without an allocation formula or explicit agreement, in consultations between the Metro area and rural areas of the region. The balance is allocated to areas outside of the Metro boundary. Outside Metro, the Area Managers work with the Coordinating Committees to recommend priorities

¹ Tech Centers include engineers, architects, biologists, and other professional staff that support the functional responsibilities of each region for maintenance and operations, project delivery, planning, etc.

using available MOD program funds. Inside Metro, Area Managers serve on advisory committees and recommend ODOT Highway projects for inclusion in the Metropolitan Transportation Improvement Program (MTIP).

- Pavement Preservation (PRES) projects are selected using the statewide Pavement Management System (PMS) with technical input from district maintenance offices and the Region Maintenance and Operations Manager. The region invites local governments to review Preservation projects for ways to augment re-paving with amenities like sidewalks, bike lanes or bus pullouts that qualify for local revenue (for example, local SDCs or street utility revenue) to help pay for enhancements.
- Operations (OPS) projects are developed at the direction of the Region Traffic Manager with in-house advice from the Region Maintenance and Operations Team (R-MOM) and technical support from Project Delivery teams. There is a special advisory process for selecting Intelligent Transportation Systems (ITS) projects, which is described in more detail below.
- For Culverts, Safety, Bridge, Salmon Enhancement, and other programs whose investment decisions are guided by state management systems, the region relies on Project Delivery Teams to scope projects. District personnel also play a role reviewing these projects and prioritizing needs.
- The Region 1 Bike/Ped program discretionary allocation of Sidewalk Improvement Program (SWIP) funds is partly coordinated through Metro and partly by District personnel who identify projects on the state highway system.

Region 1 provides technical support and information to local governments during the STIP development process. District managers meet with public works directors and county engineers concerning operation issues related to state highways. Information shared at these meetings help with programming recommendations. The region's Public Affairs staff members also meet frequently with public officials, attend public meetings, and hold various one-on-one meetings with interest groups. They coordinate ODOT's STIP public involvement meetings and work with Metro to coordinate STIP informational meetings with MTIP informational meetings. They also provide technical assistance to local governments that are interested in applying for the state's competitive transportation programs, such as Transportation Enhancement Grants.

3. PROJECT PLANNING AND DEVELOPMENT

Region 1 relies on many sources for identifying the MOD highway and road improvement projects programmed through the STIP.

- In the Metro boundary, projects on state highways are selected from the Tier 1 fiscally constrained project list in the [Regional Transportation Plan](#) (RTP). Typically, these projects are developed through a multi-step planning process.

- Metro prepares Corridor Plans for its major arterials and highways. Metro coordinates with ODOT when programming these studies (e.g. Highway 217 Study, I-205 Study). Corridor studies by ODOT include project concepts and implementation and phasing strategies. For example, the I-205 Corridor Study project is framed as an “Investment Strategy” or road map for future system improvements.
- Depending on the planning horizon and roadway involved, a corridor study may not be adopted by all affected jurisdictions as part of the local Transportation System Plans (TSPs), but the recommendations are incorporated into the RTP and give rise to projects that are funded through the MTIP and STIP.
- A typical corridor study may identify a dozen or more projects. The individual projects often require refinement planning, such as an environmental report or an Interchange Area Management Plan (IAMP); this work is often funded as part of the Development STIP (D-STIP).
- The refinement plans that ODOT prepares include engineering studies that may take a project to the 30% level of design. From there, projects are programmed into the Construction STIP (C-STIP).
- Very large projects may be split into phases with ready-parts programmed through the C-STIP (e.g. Sunnyside/I-205 Urban Interchange Project). There is often not enough money to build all the projects for which refinement plans have been prepared, but it helps to have them ready in the event funds become available.
- Outside Metro, MOD projects generally are identified in locally adopted TSPs or in corridor/refinement plans that are referenced in local TSPs. The Coordinating Committees and the NWACT meet with the region’s planning staff to review projects, provide comment and suggest priorities for their area. The region strives to equitably distribute projects and funding across the region over time, if not within each STIP cycle. Project scheduling may shift around in an effort to achieve balanced investment over time. Summary project lists are reconfigured after the region meets with local jurisdictions.

4. REGION 1 STIP ADVISORY PROCESS

The advisory process for the STIP can be divided into the process for the Metro area and the process for the rest of the region. Most of Region 1’s population lives within the Metro regional boundary. Metro is recognized as the metropolitan planning organization (MPO) for Portland and the surrounding metropolitan area; it is formally designated as the area MPO by the governor. Metro is responsible for developing a RTP for the transportation management area (TMA) that includes parts of three urban counties. Metro implements the RTP through the MTIP using a combination of federal funds that are awarded to it directly by a federal formula, state funds that are allocated to the

region, and local funds. ODOT is required by federal regulations to adopt the MTIP into the STIP exactly as adopted by Metro.

The MTIP development process is governed by rules and procedures approved by the Metro Council. A summary of the process is presented here.

- The process is overseen by the Joint Policy Advisory Committee on Transportation (JPACT), which is a 17-member committee that provides a forum for elected officials and agency representatives involved in transportation.
- JPACT, in turn, receives advice from the Transportation Policy Alternatives Committee (TPAC) on strategic transportation policy matters. TPAC's membership includes technical staff from the same governments and agencies as JPACT, plus representatives of the Federal Highway Administration (FHWA) and the Southwest Washington Regional Transportation Council. There are also six citizen representatives appointed by the Metro Council.
- Both committees evaluate transportation needs in the region with help from Metro staff and transportation planners and engineers working for the various cities and agencies represented on the two committees.
- After an extensive public process that is administered by Metro, JPACT makes a recommendation to the Metro Council on the four-year MTIP for the region. The MTIP is then adopted by the Metro Council and formally becomes the transportation program of the metropolitan region.
- The MTIP covers a range of transportation system investments for highways, transit, commuter rail, pedestrian and bicycle improvements, and intelligent transportation systems. For more information on the Metro process, see Metro's [Transportation Planning](#) web page.

While most of the region's transportation programming is within the jurisdiction of Metro, Region 1 also contains small cities and rural areas outside the Metro boundary. For areas outside the Metro boundary, the region relies on several advisory groups to provide guidance on transportation system improvements and related issues.

- In Multnomah, Washington and Clackamas counties, the region reviews transportation needs with several coordinating committees that identify needs and prioritize system investments. Members to these committees are appointed by the County Board of Commissioners. Meetings are administered by the region's planning staff.
- A portion of Washington County, along with parts of Tillamook, Clatsop and Columbia counties that are in Region 1, are represented on the [NW Oregon ACT](#), which is staffed by both Regions 1 and 2. This is the only ACT in the state that is responsible for significant parts of two highway regions.

- In Hood River County, the region works directly with the County Board of Commissioners and with city and county planning and public works officials to identify and prioritize modernization and other projects.

5. MODERNIZATION (MOD) PROGRAM

There is a flow chart in Figure V-1 that shows the decision process for the MOD program at the end of this section. Projects inside Metro are programmed² through the MTIP process.

The MOD process inside the Portland MPO boundary is coordinated with Metro. The MTIP process is summarized on Metro's Transportation Planning web page.

- Candidate MOD projects are identified in the RTP (financially constrained by law) and local plans. Funding for MOD projects is extremely limited relative to the needs identified in the RTP and this is further complicated by the fact that these projects are usually more expensive and complex than MOD projects in other urban areas.
- Mayors, county commissioners, legislators, Metro councilors, and the ODOT Region 1 Manager's office are involved in building the consensus for the Region 1 Mod Program. MOD Projects on the state system are selected through a development process that involves a series of meetings around the Metro area used to establish local and sub-regional investment priorities.
- A 150% Candidate Mod Project list is drafted by Region 1 for review by TPAC and JPACT. Meetings and discussion of the list are held through a series of public meetings to reduce the list to a 100% recommended list for inclusion into the STIP.

Project scoping³ is funded through the State Planning and Research (SPR) program.

- Region 1 is responsible for scoping all of the region projects recommended for funding in the STIP. The Region 1 Tech Center provides technical services. Area Managers, Construction offices, District Managers and project delivery staff are all involved with the scoping effort.
- The Project Delivery Team is responsible for linking appropriate disciplines with projects. Teams are given a list of projects according to geographic area; scoping teams are formed, which generally consist of about 10 to 12 ODOT staff members including traffic, environment, geotechnical, survey, right-of-way, and maintenance personnel.

² Programming is used here to generically describe the process for deciding which projects to include in the MTIP and when to schedule them. It means the same thing when used in reference to the STIP.

³ Scoping refers to the process of deciding the extent of a project and the cost to implement it.

- The scope is based on project needs and constraints described in the RTP, corridor plan or refinement plan. The scoping effort provides the information to further refine the projects considered for the draft STIP.
- About 50 to 60 projects are scoped each year; this process takes approximately four to six months.
- The project selection criteria are based on the Oregon Transportation Commission (OTC) adopted eligibility criteria and prioritization factors.
- Selection criteria may be augmented by priorities established by Region 1 Planning and regional coordinating entities⁴.
- Criteria typically reward projects that leverage additional funding, have local support, are ready to proceed, and have acceptable environmental consequences.
- Some MOD projects have recently been combined with Preservation and Safety projects, which has added functional capacity to some Preservation projects.

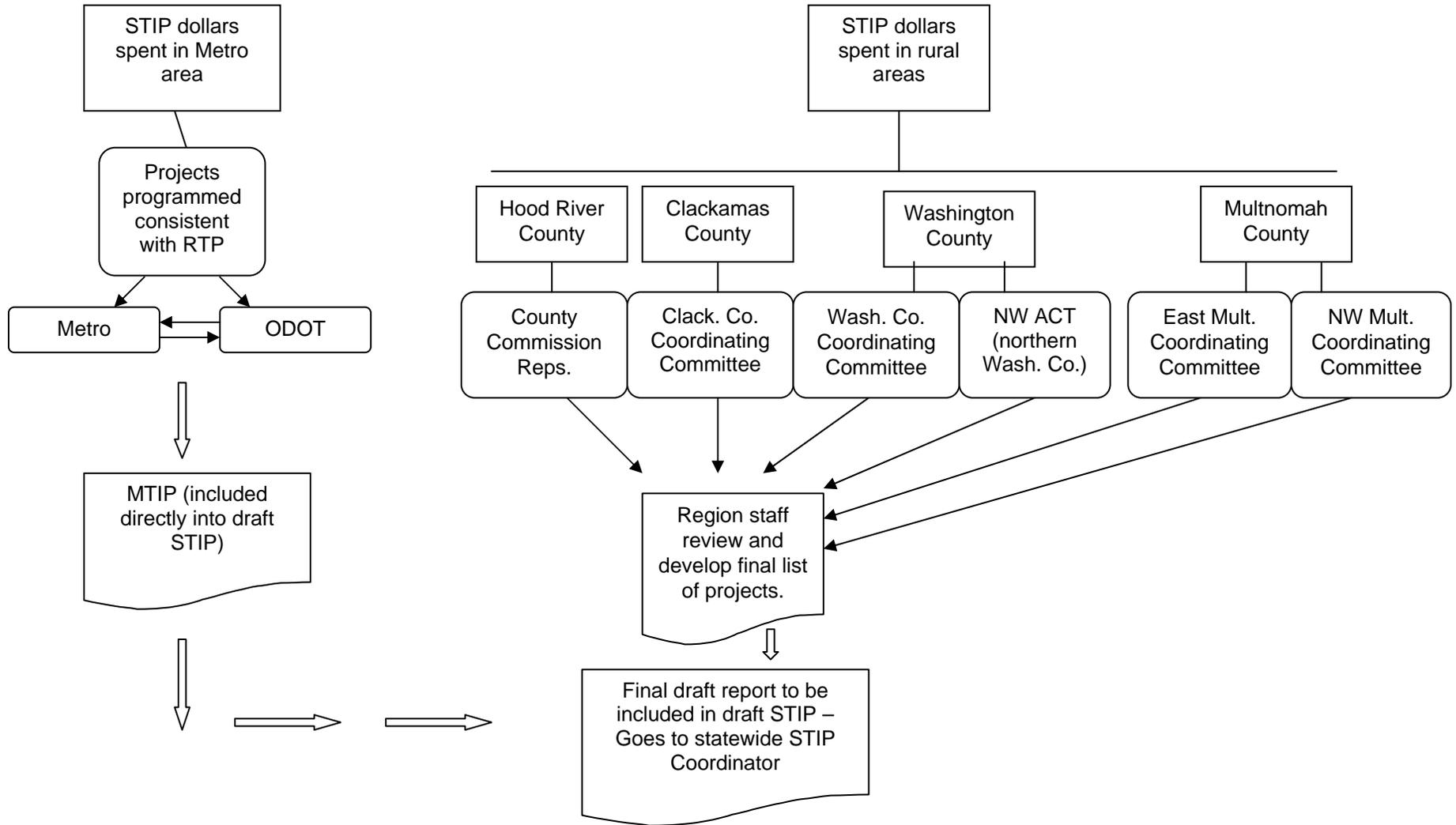
ODOT Region 1 coordinates its list of candidate MOD projects with the MTIP process when possible so that the projects are available for public review before the lists go through the JPACT committee process. ODOT and Metro are working to better coordinate their transportation programming efforts to help the public understand the transportation issues and solutions in the big picture and to make it easier to participate in the process.

Outside of the Metro boundary, a coordinating committee, Hood River City and County officials, or the Northwest Oregon ACT (NWACT), as appropriate, review the candidate MOD project list. Area Managers meet with coordinating committees in the summer of the year prior to the STIP's adoption to review priorities for their area. High priority projects are scoped and evaluated against OTC funding eligibility criteria. Results of this process are presented back to coordinating committees along with information about other planned system investments and improvements (e.g. PRES, Bridge, Safety, and OPS). Ultimately, it is the Region Manager's decision as to which MOD projects are recommended for inclusion in the draft STIP that is sent to the OTC.

The following flowchart summarizes the Modernization process for Region 1.

⁴ Refers generically to all of the groups that advise the region about MOD projects, including JPACT, the NWACT, and local coordinating committees.

Figure V-1: Region 1 Modernization Process Summary



6. MANAGEMENT SYSTEM PROGRAMS

Pavement Preservation Program (PRES)

A significant portion of Region 1's PRES projects are in urban areas where traffic conditions limit hours of construction; mobilizing construction teams during off-peak hours leads to higher unit costs than for PRES projects in rural areas. A growing number of urban PRES projects also have related enhancements and safety needs that require coordination with other programs, including Safety, Transportation Enhancement (TE), Local STP, Bicycle/Pedestrian (Bike/Ped), and OPS. Consequently, the region sometimes finds it difficult to meet local interests for PRES treatments while also meeting lane mile targets for pavement condition given the available funding.

Project selection is driven by the Pavement Management System, which is maintained in ODOT Headquarters in Salem. The System tracks the percent of pavement in fair or better condition and program miles, and the Oregon Highway Plan (OHP) sets targets for how much pavement should be in fair or better condition in each region. In general the project selection process is as follows:

- Region receives two needs lists generated by the Pavement Management System. One is a priority list and the other a list by highway/corridor.
- Region Maintenance and Operations Manager and District Managers meet to review and discuss the lists for accuracy of information. Region may provide feedback on the list or add projects to the list.
- The reviewed list is prioritized according to pavement conditions and remaining years of service life, and then the ODOT Pavement Committee in Salem balances the variety of projects against cost per lane mile and lane mile per region targets to create a candidate list.
- The candidate list ("short list") is then handed off to Project Delivery section for scoping.
- A second round of review is held for scoped list.
- The final recommended list groups projects according to pure Preservation, Preservation with Modernization, and Preservation with other programs.

Safety Program

The sources of projects for this Program are typically drawn from the Safety Priority Index System (SPIS), which reports specific hazardous locations in 0.1-mile segments statewide. The Safety Investment Program (SIP) reports safety problems in 5-mile segments and is used more for identifying corridors that need attention rather than stand alone safety improvement projects. The SPIS list is sent out to Districts to get their input on the preliminary list of safety improvement needs and to correct or supplement the list. A preliminary project list costing approximately 150% of the

available funding is put together for scoping. When cost estimates are developed, the projects are analyzed for their cost/benefit ratio. Staff narrows the list to fit available funds. Safety projects can be controversial because longer-term, more comprehensive solutions may be passed over in favor of short-term, more affordable solutions that address the immediate SPIS-list safety concern.

After selecting the project list, it is compared with other projects in an attempt to leverage funding by combining Safety projects with MOD and PRES projects.

Funding sources for the Safety program include:

- Hazard Elimination Program (HEP) funds
- STIP Safety funds
- National Highway Traffic Safety Administration (NHTSA) funds

In addition, there is ODOT Safety money for rumble strips, cable barriers, etc. and for “the three Es” (engineering/enforcement/education) that is not programmed through the STIP. About 10% of PRES funding is used for safety improvements, particularly striping.

The ODOT Safety Division in Salem makes recommendations on HEP projects, and Region 1 Traffic reviews them before making recommendations to the Region Project Delivery Team. The region may solicit HEP projects from local jurisdictions ahead of time, and sub-allocate their Safety funds to pay for them, but usually HEP funds are kept in-house to supplement PRES funds.

The selection of projects typically follows the following steps:

- SPIS list is generated and reviewed in consultation with District Managers.
- A project list that is around 150% of budget is generated and ranked by cost/benefit.
- Projects are scoped by Tech Center to clarify the cost and benefit.
- The Final draft list is defined and recommended to the Region Project Delivery Team.
- The list is then given to Project Leaders and STIP Coordinators for programming.

Safety project selection relies heavily on cost/benefit analysis. The proposed Safety project lists, as well as Preservation and OPS project lists, are reviewed with the NWACT and with the coordinating committees. A technical memorandum is sent to JPACT summarizing these proposed system investments. These communications are more for the purpose of notifying constituents about investment plans rather than soliciting input.

7. OPERATIONS (OPS) PROGRAM

There are four sub-program areas within the Operations Program: Intelligent Transportation Systems (ITS), Signs, Signals and Illumination, Slides and Rockfalls and Transportation Demand Management (TDM). In Region 1, all TDM programs are funded with CMAQ funds through Metro. There is a further explanation of CMAQ in the next chapter of this users' guide.

In setting funding targets, the region bases the investment levels on the project needs that have been identified across the region. A project list is worked out between the Region Maintenance/Operations Manager and the Region Traffic Manager, who works with the Region Project Delivery Teams to scope and prioritize projects. They usually program five to seven projects a year. In general, the selection criteria for projects are based on a "worst first" approach, and then the selection process basically drives itself. This approach, however, is not used for ITS projects.

Intelligent Transportation Systems (ITS)

- Investments in ITS are coordinated through the Region 1 ITS Strategic Plan, which is part of the RTP. Investments include: permanent Variable Message Signs (VMS), cameras for monitoring conditions, ramp metering, and advanced traffic management systems (ATMS).
- There is an ITS advisory group in Region 1 called "TransPort" that meets regularly to assess the region's implementation strategy for this program.
- Funding levels vary each STIP cycle depending on the nature of the systems programmed for investment.
- A Rural ITS Plan for Region 1 is being developed.

Signs, Signals, and Illumination (SSI)

- The Region Traffic Manager programs funds in a bucket for the region.
- The region maintains a Traffic Operations Needs list, which includes all the signals and other system assets that need to be replaced. The list is developed based on inspections and service records that attempt to estimate the remaining service life for degraded system components.
- Projects include upgrades for traffic signals and replacing loop detectors, damaged signs, or sign or roadway illumination.
- The district works off the needs list and replaces items needing critical attention first. District maintenance personnel help identify needs and improvements.

Unlike in other regions where OPS funding is sometimes used to add turn lanes and new signals, in Region 1 most SSI funds are used to replace assets. The investments

improve system operations and functionality largely through enhanced technology and system integration, especially for signals.

Slides and Rockfall

- In a typical STIP funding cycle, Slides and Rockfall projects account for about half of Region 1's OPS spending.
- These projects are selected from a state priority list and are programmed directly into the STIP.
- The region geologist works with the State Geologist and technical staff from within the region to verify cost/benefit assumptions associated with high priority projects. Big-ticket projects may have to wait for several years to be funded, or be constructed in phases.
- Projects are keyed into the Project Control System (PCS) database by the Region STIP Coordinator and appear in the draft STIP before they are reviewed by the public.
- The general process for scoping and selecting the OPS Program projects is as follows:
 - The process begins with a preliminary list (from Region Maintenance and Region Traffic Managers). A list is generated with 120% to 150% of estimated available funding and is scoped and prioritized by R-MOM staff.
 - Projects are scoped within the Traffic Program (rock falls projects generally scoped by Geotechnical/Hydrology Manager).
 - Operations/Traffic determines buckets for SSI and ITS.
 - Priority projects are then handed to Project Leaders for development.

For combined Preservation/Safety projects, replacement funds come out of the OPS/Maintenance budget rather than Safety, which is reserved for "enhancement" features. The region may trade between Slides and SSI money in some years when a big slide occurs; then SSI gets more money the next year. There is more fluidity between these sub-programs than within other programs.

8. TRANSIT PROGRAMS

In the Metro boundary, there are three major transit providers: Tri-Met, SMART, and South Clackamas Transit District. In addition, there are numerous private service providers that receive federal funding to provide transportation services for persons with special needs. Large transit system investments are programmed into the STIP as specific projects. Of particular interest are large scale transit construction projects, like light rail, street car, and commuter rail stations, and major fleet acquisition programs for busses. These projects often involve federal STP transfer funds and federal earmarks.

For TriMet, financial planning is executed based on 10-year forecast and their project/program needs are incorporated into the RTP. This program is refined down to a Five-Year Plan. TriMet then conducts a yearly public review of its Five-Year Plan through open houses and other public involvement activities to decide its priorities. The update is incorporated into a Capital Improvement Plan (CIP) every fall, and then passed on to Metro for inclusion in the MTIP. Financing for the CIP includes flexible federal Surface Transportation Program funds. Often, big capital and discretionary projects receive the most public attention. Metro and local transportation providers also may use flexible funds for alternative mode programs (i.e. Regional Travel Options). TPAC and JPACT play a role in the TriMet project review and selection process.

Region 1 works with Metro to identify and help secure funding in the STIP for these major projects. Most transit programs, however, are listed in the STIP in “buckets” that are not assigned to any region but are later allocated to service providers using the STIP amendment process. Region 1 has no involvement with this process except to facilitate the administrative steps necessary to effect amendments to the MTIP and to the STIP so the funding is approved. This process is reviewed in the *Transit Program* description in [Chapter VI](#).

Outside Metro, transit districts in Columbia County, Sandy, Canby, and Molalla apply directly to the ODOT Public Transit Division for funding. Service providers apply for and work out programming (grants) with ODOT Transit Division and the Federal Transit Administration (FTA). These awards are programmed to specific uses through administrative amendments.

9. STATEWIDE COMPETITIVE PROGRAMS AND BUCKET PROGRAMS

Bicycle/Pedestrian (Bike/Ped)

- ODOT Region 1 works with local jurisdictions during the comprehensive transportation planning process to identify bike and pedestrian system improvement needs, the results of which are included in facility plans and refinement plans for urban and rural highways and in local TSPs.
- After determining needs and priorities, bikeway and walkway system improvements are pursued through grant applications to the state's Bike/Ped Program, using the region's SWIP allocation and local contributions.
- Rural highways may have shoulders widened to accommodate bikes and pedestrians through Modernization projects, and preservation overlays where possible.
- For urban highways the process is more complex. Some bike/ped projects may be included as part of the Modernization Program (i.e. bike lanes and sidewalks). Others may be part of Preservation projects (minor upgrades), re-striping roads with bike lanes, minor improvement projects (e.g. completing short missing segments of sidewalks), and development exactions.

- SWIP is another pot of state money for bike and pedestrian projects, an allocation made to each region based on the region's inventory of sidewalk needs, miles of urban highway, and urban population. SWIP funds are frequently combined with Preservation and used for pedestrian projects. Region 1 has a SWIP allocation of \$1 million for the 2006-2009 STIP.

Transportation Enhancement (TE)

ODOT Region 1 competes with local jurisdictions and other regions for these funds. Candidate urban area projects go to Metro first to process and submit to the ODOT TE Program. ODOT conducts technical review of the list and comments, Metro ranks the reviewed list of projects, and then Metro submits the ranked list to the State TE Program for final project review and selection. Outside Metro, the region and local governments compete directly for TE funding. The application and selection process is described in Chapter VI.

Forest Highways

National Forest land in Region 1 is primarily in one District (2C). ODOT District Managers and National Forest District Rangers do most of the work to select and propose projects for Forest Highway funding.

10. WEB SITES AND RESOURCES

[ODOT Region 1](#) web site

For other Region 1 web sites and resources, see [Appendix G](#).

B. Region 2 – Willamette Valley and North Coast

1. REGION OVERVIEW

Region 2 includes Clatsop, Tillamook, Lincoln, Lane, Marion, Polk, Yamhill, Linn, and Benton counties and parts of Washington and Clackamas Counties (see <http://www.oregon.gov/ODOT/HWY/REGION2/>). It includes four of the state's ten largest cities, three of the seven MPOs, 86 incorporated cities (40% of all cities in the state), nine counties (25% of all state counties), and an average of 25 jurisdictions per Area Commission on Transportation (ACT).

There are three ACTs in the region; although Lane County has no ACT, Lane Council of Governments, its transportation advisory committees, and the County Commission serve a similar role. The region also includes four highway districts: District 1 (Clatsop and Tillamook counties), District 3 (Marion, Polk, Yamhill, and eastern Linn counties), District 4 (Linn, Benton, Lincoln, and southern Polk counties), and District 5 (Lane County). Some of the districts overlap into Region 1.

2. REGION 2 STIP DEVELOPMENT PROCESS OVERVIEW

Management of the STIP development process in Region 2 is a collaborative effort with the Region STIP Coordinator serving in a support role to area managers and various region teams that work on the STIP. In addition, there are four areas and three metropolitan planning organizations (MPOs) in Region 2 that are actively involved in the process. Coordination of ACT activities is the responsibility of the area managers with support from the region planning, technical services, traffic, and other functional staff. Coordination with the MPOs is shared between the area managers and the region planning staff.

- The Modernization (MOD) Program is coordinated through Area Managers who work with region planners to support the development of MOD program recommendations by the three ACTs and the Lane County Board of County Commissioners. There are three MPOs in Region 2 that are represented on the ACTs. The region Area Managers work with the MPOs and the ACTs to ensure coordination of the MOD program recommendations from these groups. The Region Manager also participates in the decision process for the MOD program.
- Operations projects are developed through a staff-level process that is coordinated through the Region Maintenance and Operation Team (R-MOM). This team includes the Region's Traffic Manager, Maintenance and Operation Manager, Electrical Manager, Geo-Technical staff, Area Managers, and various support staff including district-level personnel. Project Delivery Leadership Team (PDLT) and Tech Center staff members also support the development of Operations projects.
- For Pavement Preservation, Culverts, Safety, Bridge, Salmon Enhancement, and other management system programs, the Region PDLT coordinates work among small teams to help identify, scope, and establish project priorities using statewide criteria and management system ratings. Cost-to-benefit ratios play an important

role in selecting Safety projects. The teams are usually comprised of a project delivery manager with support from the Region's Tech Center and Traffic staff. District staff members also play a role reviewing project proposals and helping prioritize these needs.

- For the region's Bicycle/Pedestrian (Bike/Ped) program discretionary allocation (Sidewalks with Preservation and Quick Fix funds), the districts play an important role identifying projects on the state system.
- The region also offers a measure of technical support to local jurisdictions on programs that require a local application, like the state-run Bike/Ped program, Transportation Enhancement program, and on the Forest Highways program and federal earmarks. Technical support is provided through the Region's Local Agency Liaisons and district staff members. District staff members also work with local jurisdictions to identify and remedy small scale problems on the district highway system outside the STIP program.

3. REGION 2 ADVISORY PROCESS

The Modernization program for Region 2 is developed through the ACT process. ACTs include Northwest Oregon (NWACT), Mid Willamette Valley (MWACT), and Cascade West (CWACT). Lane County does not have an ACT but its Board of County Commissioners performs some of the functions of an ACT. There also are four transit districts, three MPOs, and two tribal entities - the Confederated Tribes of Grande Ronde Indians and the Confederated Tribes of the Siletz - represented on the three ACTs. Lane County's process, through the County Commission, includes input from an MPO, a transit district and a tribal entity. The ACTs also play an important role coordinating between MPOs and other local governments on transportation system improvements in metropolitan and non-metropolitan areas. ACTs in Region 2 do not work on or review STIP programming recommendations other than for the MOD program, but ODOT staff share non-MOD project proposal lists with the ACTs as the proposals are developed.

Each ACT operates under its own charter, approved by the OTC. The Charter specifies who is represented on the ACT, how members are appointed, and how long they may serve while procedural matters and operating rules for each ACT are set forth in by-laws. ODOT staff members attend and provide technical support to each ACT. Because there are so many cities in Region 2, most cities are represented on the ACT by a member chosen through an area caucus.

4. MODERNIZATION (MOD) PROGRAM

In Region 2, the area managers facilitate and manage the project selection process for the MOD Program. The ACTs play an integral role in this process by helping to identify, evaluate, and prioritize projects for their area. The statewide Modernization program eligibility and prioritization criteria are employed in this process. The statewide criteria and factors are augmented with area-specific criteria in the NWACT, MWACT, and CWACT.

The Region 2 MOD process is depicted in Figure V-2 below and goes as follows:

- The Region 2 staff use prioritized project lists to develop a preliminary list of candidate projects that is submitted to the ACTs/Lane County for their consideration and input.
- Region 2 staff, through the area planners, review funding availability and candidate projects with each of the ACTs/Lane County and select a short list of projects for scoping.
- Each ACT/Lane County is allowed two to three months to review and comment on the preliminary recommendations for their own areas; they are also briefed on projects being considered in other areas of Region 2.
- After review and comments by the ACTs/Lane County, Region 2 prepares a revised region recommendation that forms the basis for discussion at an All-Area meeting (sometimes called the Region Conclave). The purpose of the All-Area meeting is to reach agreement on the final list of projects, matched to available funding. Each ACT/Lane County is represented at the All-Area Meeting by the Chair and Vice Chair. Region 2 is represented by the Region Manager and the Region Planning Manager. Representatives of local agencies and MPOs may attend the meeting and may be asked to make brief presentations on projects. They do not, however, participate in the decision-making process. ODOT Area Managers attend the conclave meetings as advisors but do not vote on the recommendation.

5. ALLOCATION PRINCIPLES

The following principles guide the process regarding the allocation of available funding to projects:

- Priority is given to completing projects that were only partially funded in previous STIP cycles.
- Both large and small projects are important to ACTs and the region.
- With limited STIP funding, large projects are difficult to accomplish. However, advancement of projects of statewide significance and large projects is important to the state and region. Therefore, it is important to identify and plan for large projects so that opportunities are not lost if and when funding becomes available. The purpose of establishing and maintaining a large project list is to: (1) allow for quick reaction time to new funding opportunities (e.g., new state funding opportunities, public/private ventures, federal earmarks); (2) help establish priorities appropriate for the Oregon Transportation Commission (OTC) Statewide Significant project list; and (3) help local governments/stakeholders prioritize local match needs.
- With limited Modernization funding available, the process focuses on meeting the priority needs of the ACTs/Lane County. While it is important for each ACT to get

some projects funded in each STIP cycle and the overall goal is to achieve balance (equity) between the ACTs/Lane County over time, it may take two or more two-year STIP cycles to achieve balance.

- Emphasis is placed on identifying and funding projects for inclusion in the construction STIP (C-STIP). Region 2 is careful in separating C-STIP from development STIP (D-STIP) projects, the goal being to find non-STIP funding sources for D-STIP projects (e.g., region planning program) so that most of the limited funding available for the Modernization program is used for construction. The goal of this exercise is to focus Modernization funds on true project development activities and not early planning such as problem identification, purpose and need development, and general mode and function type issues.

6. LARGE PROJECT PRIORITIZATION

Region 2 considers large projects to be those with a total cost over \$15 million. Because of the magnitude and relative importance of these projects, Region 2 is responsible, in consultation with the ACTs/Lane County, for developing and maintaining this list. The following guides are used to create and maintain the large project list:

- ACTs and Lane County use the STIP to advance large projects to the next development milestone such as preliminary engineering or right-of-way protection, sometimes using D-STIP allocations.
- ACT chairs, vice chairs, and Lane County representatives meet annually in September with the Region 2 manager to review progress region priorities, and to review and modify, if necessary, a regional list of large projects. The ACTs and Lane County prioritize large projects as part of the process described below.

7. ACTS/LANE COUNTY MODERNIZATION PROJECT PRIORITIZATION

Prioritization of all Modernization projects (large and small) is conducted by the ACTs/Lane County using the project eligibility and prioritization factors adopted by the OTC and supplemented locally. The ACTs are required to establish and follow a process to review and score projects. This process is quantified and documented by the region's planners. The ACTs/Lane County engage the local agencies in their areas to suggest new eligible projects and then review and rate projects in a public meeting.

The steps necessary to reach a final prioritized list of Modernization projects for the region include:

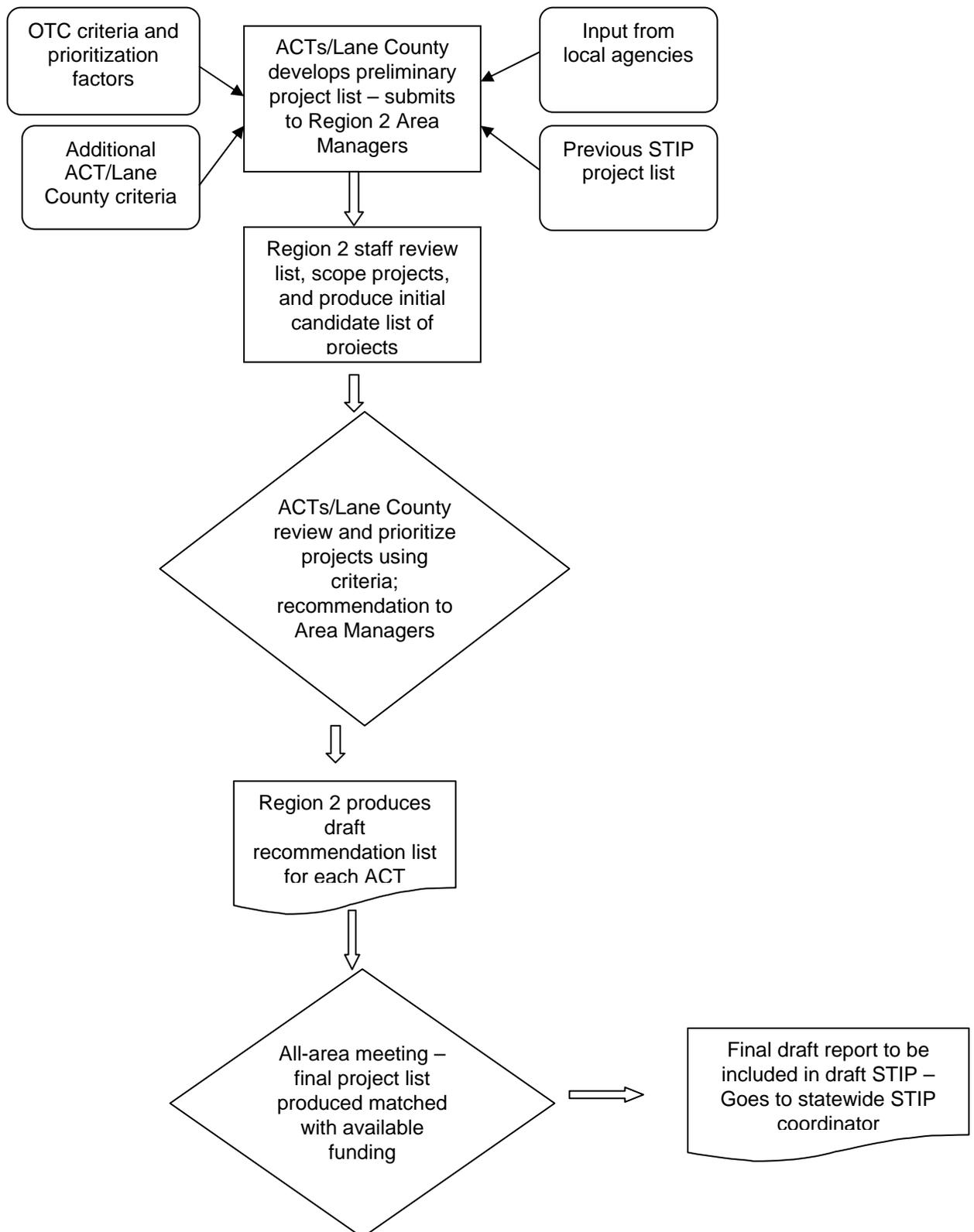
- Each Region 2 ACT/Lane County uses the eligibility criteria and prioritization factors approved by the OTC to review and rank projects. The ACTs/Lane County may use additional criteria to select and rank projects provided the criteria do not conflict with any criteria established by the OTC.
- A limited number of new Modernization projects are accepted to be included in the region's scoping process for the STIP update. That number is determined by the

respective area managers based on staffing availability and workload. The ACTs/Lane County solicit new candidate projects from the local agencies in their area to be considered for inclusion in the scoping process. Each ACT selects, from the projects submitted, a fixed number of new projects to enter scoping. The solicitation also informs the local agencies of the eligibility criteria and prioritization factors to be used to rate the projects. Any new project proposed by a local agency must meet the OTC-approved Modernization eligibility criteria.

- The ACTs/Lane County prioritized project list from the previous STIP update is updated and augmented with the new projects from the process above. This becomes the list of projects that each ACT and Lane County prioritizes.
- In a public meeting, each ACT/Lane County reviews, scores, and ranks all the projects on the list and establishes their prioritized project list. The final list reflects the ACTs/Lane County Modernization priorities irrespective of the size of the project.
- Each ACT/Lane County submits their prioritized project list to Region 2 for review at the All-Area Meeting/Conclave.

The entire process, from the early ACT meetings regarding anticipated funding levels and criteria, to forwarding a draft project list to the Statewide STIP Coordinator for inclusion in the draft STIP takes around nine months. In most STIP cycles, the process begins in the late summer of the year before the Draft STIP is ready for public review.

Figure V-2: Region 2 Modernization Process Summary



8. MANAGEMENT SYSTEM PROGRAMS

In Region 2, the processes for identifying, scoping, selecting, and refining projects using statewide management systems is similar to the procedures used in other regions. Most of the projects that are funded through these programs are selected by the PDLT using information provided to the region from the statewide management system. District staff members are responsible for coordinating with local governments and public utilities about underground and overhead work that may be scheduled in conjunction with a highway project. Proposed projects are identified by the processes described below. Information about the non-MOD program may be shared with the ACTs after the proposed project lists are developed and with the public when the draft STIP document is presented in public meetings as part of the STIP adoption process.

Pavement Preservation

- The initial list of projects is provided to Region 2 from the statewide pavement management system database.
- Field observations and consultation with district staff members confirm which highway segments are most in need of repair.
- Candidate projects are scoped by area, district, and/or region Tech Center staff members to determine cost estimates. Scoping also identifies ancillary improvements that may be combined with the project, such as safety and operations improvements.
- After scoping, the PDLT reviews the list of candidate projects against mileage targets for the region and the region's Preservation funding budget for each year in the STIP cycle.
- The PDLT recommends a set of projects for the program based on the projects that best meet program objectives for achieving pavement condition goals and mileage targets. See the program description in [Chapter VI](#) for more information about pavement condition goals and how mileage targets are set.

State Bridge

- A list of all state highway bridges and their condition assessment from the statewide inspection program is centrally maintained by the Bridge Program.
- Project selection is done at the state level based on the management system criteria, but Region 2 is consulted on the recommended priority list. Area, District, and Tech Center staff may become involved with project scoping.
- PDLT members inform the Bridge Program about opportunities to combine bridge repair or replacement work with Operations, Safety, or Preservation projects on the approaches to or in the vicinity of a bridge project to enable consolidation of projects into a common delivery package.

Safety

- The Region Traffic Manager maintains a list of potential Safety projects using two management system data sets – the Safety Investment Program (SIP) and the Safety Priority Index System (SPIS). Both systems log safety problems based on the number of crashes that occur in a highway segment. Region 2 relies more on the SPIS to ID potential locations for Safety projects, since it identifies more specific locations. The SIP identifies corridors with safety needs.
- The region uses its Safety program allocations to establish an initial list of potential projects. Area, District and Tech Center staff scope potential projects.
- An analysis is conducted on which projects offer the best cost-to-benefit per dollar invested. Projects are prioritized primarily on that basis but other factors may be considered, such as combining a Safety project with Operations or Preservation funding and local contributions.
- The PDLT recommends which projects should be included in the STIP and their recommendation is forwarded to the Region STIP Coordinator for listing the projects in the Draft STIP.
- Funding may come from two sources – the federal Hazard Elimination Program (HEP) and the region's allocation of STIP Safety funding. Projects are matched with the funding source that best fits the specific safety issue being addressed.

Culvert Replacement

- A list of non-Bridge Inventory (non-NBI) culvert replacement needs is maintained for the state as a whole.
- High priority projects from that list in Region 2 are reviewed with district staff members to compare field observations with the management system information.
- The most pressing projects are scoped and reviewed by Area, District, Region Tech Center staff, and PDLT members, and then PDLT and Region Managers recommend a set of projects for funding based on the Region 2 funding allocation.
- The state program manager may adjust funding allocations between the regions depending on the urgency of repairs that may be needed and their location.

Salmon Enhancement

- A list of salmon passage and habitat restoration opportunities is maintained for the state as a whole. High priority projects from that list in Region 2 are reviewed with PDLT members to identify opportunities that may come about as a result of work on region highways, such as a culvert replacement, bridge replacement, preservation, or other projects.

- The best project opportunities are scoped and reviewed by Area, District, and Region Tech Center Staff and PDLT members, who recommend a set of projects for funding based on the Region 2 funding allocation and targets of opportunity.
- The state program manager may adjust funding allocations between the regions depending on the location of project opportunity and the cost-to-benefit ratio of candidate projects.

9. OPERATIONS (OPS) PROGRAMS

In Region 2, the Region Maintenance and Operations Team (R-MOM) is responsible for developing the OPS program project lists. The Team uses a combination of management systems, inspections, and long-range plans to identify projects. An overview of their process is shown in Figure V-3. There are four sub-categories of projects funded through Operations.

Intelligent Transportation System (ITS)

- Projects are funded based on the recommendations and priorities outlined in local and statewide ITS plans. Investment levels vary from one STIP cycle to the next.

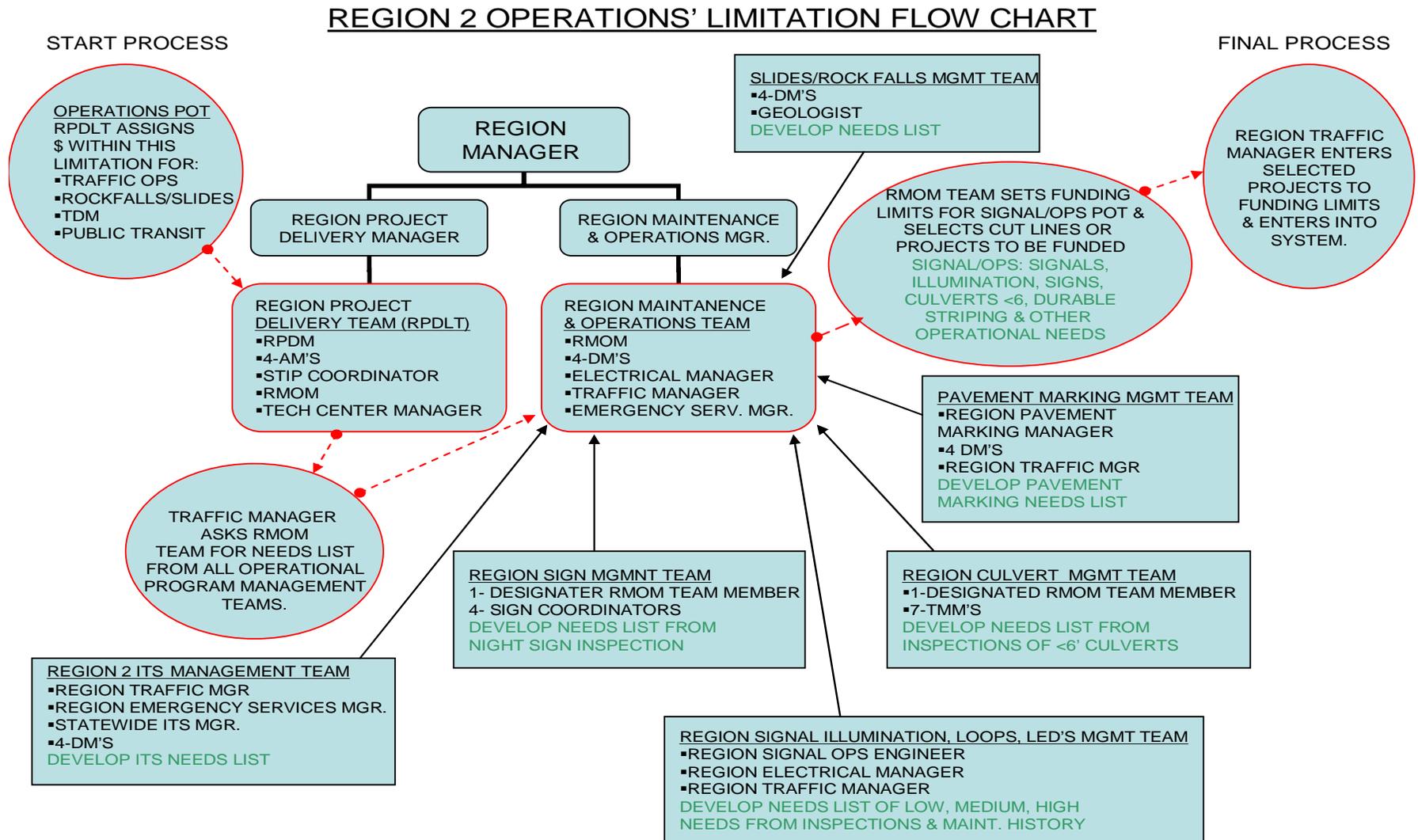
Signs, Signals, and Illumination (SSI)

- Projects are selected from a list of region needs that is compiled for the Region Traffic Manager in consultation with district staff members.
- The list of needs is based on a variety of factors such as the number of maintenance calls to repair a signal (indicating it is wearing out), observed turning movement problems at an intersection, visible sign damage and the age of lighting stanchions.
- Project ideas also may be suggested by the PDLT if, for example, there is a Preservation project that can also improve the operation of an intersection with the installation of a new signal or a turning lane.
- An initial set of projects is chosen for scoping; more projects are scoped than there is funding available to provide the R-MOM Team flexibility in selecting projects.

Slides and Rockfalls

- Projects are selected from a statewide management system project list using a target funding budget provided by the Highway Finance Section.
- The region may skip over high ranking but expensive projects or may break large projects into phases in order to stretch revenues and fix problems at more locations.
- There are a few projects in Region 2 that are so big they would require the entire state budget for this subprogram over several years to fix. The scale of these projects makes it unlikely they will be funded for some time.

Figure V-3: Region 2 Operations Process



- In general, more projects are scoped than there is funding available so that the R-MOM Team has some flexibility developing the program, but the team tries to select the highest ranking projects from the statewide list.
- The Region Tech Center helps with scoping and consults with the Region 2 and State Geologist about proposed and alternative solutions.

Transportation Demand Management (TDM)

- Projects are funded based on prior commitments to existing programs.
- Most TDM programs involve car pool and van pool programs in urban areas that have air quality problems.

The process of identifying, scoping, reviewing, and recommending Operation projects usually takes about six months and begins soon after Region 2 is notified of its Operation Program funding targets by the Highway Finance Office. As with all the STIP programs, the Operations process usually begins in early fall, two years before the Draft STIP is scheduled to be finalized. The region may use a bucket to reserve funding for some OPS categories when there is uncertainty about programming priorities, especially in the third and fourth years of the STIP cycle.

10. TRANSIT PROGRAMS

There are multiple transit districts in Region 2 and several municipal and private service providers that focus on special needs. Information about these service providers and their programs can be found at: http://www.apta.com/links/state_local/or.cfm#A2; providers are listed by county.

Most of the transit service providers listed in Region 2 counties receive some part of their funding through federal grants and, therefore, their programs are funded through the STIP. In Region 2, the service providers apply directly to the Oregon Public Transit Division for program assistance for both capital purchases and operation funding. Transit providers are represented on the ACTs. In addition, the Transit programs in the Salem-Keizer and Eugene-Springfield MPOs have the added role of helping these areas achieve compliance with federal air quality standards, which elevates the importance of these programs.

The region plays little role in determining the allocation of Transit funding to service providers or in the application for funding to the Transit Division. That process is described in more detail in the Transit Program description in Chapter VI.

11. STATEWIDE COMPETITIVE PROGRAMS (BUCKET PROGRAMS)

Region 2 retains some program funds in “buckets” for its construction programs, like MOD, Pavement Preservation and Safety for future right-of-way acquisition and preliminary engineering work. In addition, the state programs listed below retain funds in buckets to allow them to fund projects that may come forward during the STIP cycle, particularly for the last two years of the STIP cycle.

- Transportation Enhancement
- Bike/Pedestrian
- Congestion Management and Air Quality
- Rail Crossing Safety
- Local Bridge
- Transportation Growth Management
- Immediate Opportunity Fund

Region 2 staff members are consulted by the state program manager about applications received from within the region. The Region 2 Local Agency Liaisons sometimes provide technical assistance to local communities pursuing funding through these programs. The region itself can apply for funding through these programs. These applications are usually developed at the district level, particularly for bike/ped and transportation enhancement grants. Some applications receive technical support from other region staff. The following state-administered programs interact with region staff.

12. FEDERAL AGENCY AND TRIBAL PROGRAM COORDINATION

There are several federal agencies and tribal governments that program projects through the STIP. The integration of these projects into the STIP is coordinated through the Federal Highway Administration in Vancouver, WA. Region 2 maintains contact with federal agencies and program representatives through the ACTs.

Forest Highways

- The National Forest applies for funding. State and local governments may apply as co-sponsors on projects.
- Region 2 has not pursued this option, but some counties in the Region may have in the past.

Scenic Byways

ODOT applies for these federal grant funds on the state's behalf. Region 2 may become involved if a highway in the region is a candidate for a grant.

Federal Earmarks

- Region 2 applies for earmark projects as directed by the OTC.
- Other entities in the region may apply for earmarks, particularly the MPOs and transit districts. They coordinate their application through the ACTs or Lane County, where there is no ACT. Earmark applications need to be consistent with an OTC approved priority list to receive ODOT support.

Tribal Government Transportation Improvements

The Statewide section of the STIP includes the Indian Reservation Roads Transportation Improvement Program, which describes federal funding of reservation

roads improvements in Region 2 and throughout the State. There are no reservation road programs in Region 2 at this time.

- The Confederated Tribes of the Grande Ronde is a member of the MWACT. The Grande Ronde Tribe operates a casino on ORE 22 between Salem and Lincoln City, and also owns housing and community facilities on tribal land in the Grande Ronde area from which it provides an array of social services to tribal members. Grande Ronde tribal transportation facilities are not funded through the STIP.
- The Confederated Tribes of Siletz is a member of the CWACT. The Siletz Tribe operates a casino in Lincoln City. Occasionally, there are transportation improvements associated with these facilities but the Tribe does not own any roads or transportation systems and does not have an adopted transportation plan.
- The Lower Umpqua and Siuslaw Indian Tribe has a casino in Florence.

13. MPO AND LOCAL GOVERNMENT COORDINATION

The three MPOs in Region 2 are [Corvallis Area MPO](#) (CAMPO), Central Lane MPO (Eugene-Springfield) [administered by [Lane Council of Governments](#) (LCOG)], and Salem-Keizer Area Transportation Study (SKATS) MPO [administered by [Mid Willamette Valley Council of Governments](#) (MWVCOG)]. The Central Lane and Salem-Keizer MPO areas were designated as Transportation Management Areas (TMA) after the 2000 census, which means they now receive direct federal funding allocations for Modernization and Transit programs. Region 2 plays an important role working with the MPOs to develop their long range transportation plans (RTP) and their Metropolitan Transportation Improvement Plans (MTIP). The MTIPs are prepared for the same funding cycle as the STIP and once adopted by the MPO, the MTIP projects are “rolled-up” into the STIP. All federally funded projects and projects of regional significance within the MPO boundaries are listed in the MTIPs and the STIP. The region communicates with the MPOs through the Area Planners, Area Managers and the STIP Coordinator who work with MPO staff.

Region 2 coordinates its maintenance program and management system projects with local governments in meetings between district staff members and local government public works staff. Efforts are made to coordinate utility work in conjunction with highway projects.

14. WEB SITES AND RESOURCES

[ODOT Region 2](#) web site

For other Region 2 web sites and resources, see [Appendix G](#).

C. Region 3 – Southwestern Oregon

1. REGION OVERVIEW

Region 3 [<http://www.oregon.gov/ODOT/HWY/REGION3>] includes Coos, Curry, Douglas, Jackson, and Josephine counties. Located in the southwest corner of the State, Region 3 encompasses the Rogue Valley jurisdictions, including Grants Pass and Cave Junction, and the south coast cities from Reedsport to Brookings. Transportation issues in Region 3 also affect the Cow Creek Band of Umpqua Tribe of Indians, the Confederated Tribes of Coos, Lower Umpqua and Siuslaw Indians, and the Coquille Indian Tribe.

2. REGION 3 ADVISORY PROCESS

Region 3 has two Area Commissions on Transportation (ACTs):

- Rogue Valley ACT (RVACT) [www.oregon.gov/ODOT/COMM/act_rvact.shtml] includes the Rogue Valley MPO and the Rogue Valley Transportation District (RVTD). The RVACT, encompassing the areas within Jackson and Josephine Counties, has up to 25 voting members. Rogue Valley Council of Governments (RVCOG) facilitates the meetings, held every other month, and ODOT and RVCOG staff share responsibility for the ACT and the MPO technical advisory committee.
- South West ACT (SWACT) [http://www.oregon.gov/ODOT/COMM/act_swact.shtml] includes the tribal entities listed above, and the ports of Coos Bay, Port Orford, Umpqua, Gold Beach, and Brookings. There are potentially 42 members of the SWACT. The SWACT membership is divided into three subgroups, the I-5 Subgroup, the Hwy 38/42 Subgroup and the 101 South Subgroup. The 14 member SWACT Steering Committee is comprised of representatives from each subgroup.

3. Modernization (MOD) Program

As in other regions, Region 3 has the responsibility of deciding how it will invest discretionary Modernization (MOD) Program funds, although the Oregon Transportation Commission (OTC) has final approval. In Region 3, a competition is held each STIP cycle to determine which projects will be recommended for funding through the MOD program. The region's STIP coordinating and/or planning staff are responsible for administering the MOD program application process, which involves soliciting project proposals from local jurisdictions. This process begins approximately two years preceding STIP adoption and is described below.

- One of the ACT's primary responsibilities is the prioritization of applications for MOD Program funds. The two ACTs adopt project selection criteria that include the OTC criteria, and area-specific priorities, such as economic development, multimodal benefits and the environment. RVACT also plays an important role coordinating between the Rogue Valley Metropolitan Planning Organization (MPO) and the region on transportation system investment in the metropolitan area, which includes Medford, Central Point and Ashland.

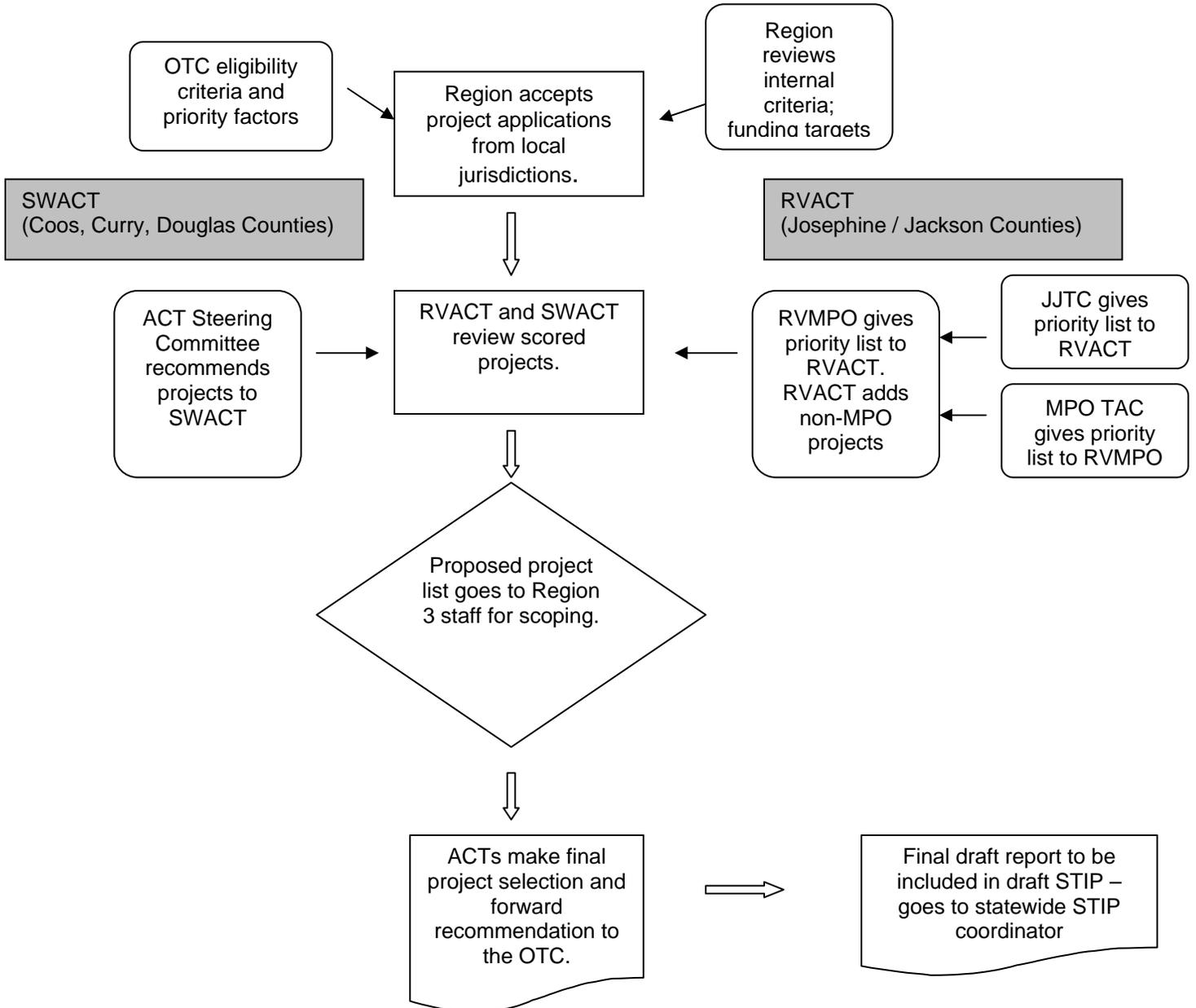
- The Area Manager and region planning staff members meet with each ACT and inform members about Region 3's MOD funding target for the STIP programming cycle.
- Region 3 uses the statewide formula that allocates MOD funding to state regions to establish preliminary MOD allocation targets for the areas in Region 3; the ACTs use this preliminary allocation as a guidepost to decide how many projects to recommend.
- ACT members review the project applications from local governments after they have been scored by the region's planning staff. The staff review consists of assessing the completeness of each application and how well the application meets OTC and area specific project rating criteria. All projects are taken from local transportation system plans or Comprehensive Plans. Each ACT approaches this process differently.
- In Jackson and Josephine counties, a technical advisory committee reviews the Modernization applications and recommends projects to the MPO and the ACT.
 - The Jackson-Josephine Transportation Committee (JJTC) represents each jurisdiction within the two county area, and includes city/county planning or public works directors and Region 3 planning staff. Region 3 planning staff also works with the MPO through the MPO technical advisory committee (TAC).
 - The MPO TAC and JJTC work through the recommendation process at the same time, since many representatives are members of both groups.
 - Each TAC makes a recommendation to their policy body. The MPO TAC makes its technical recommendation to the Rogue Valley MPO Policy Committee; the JJTC makes its recommendation to the RVACT.
 - Both the RVACT and MPO have adopted the same scoring criteria and process for selecting Modernization projects. The MPOs policy committee gives a prioritized list of projects to RVACT.
 - The ACT doesn't change the order of the projects after it receives a prioritized list from the MPO. The ACT, however, inserts non-MPO projects into the list so that the final list that is approved by the ACT includes both MPO and non-MPO projects.
- In Coos-Curry-Douglas Counties, the SWACT process is similar, but simpler, since there is no MPO to coordinate in this area. The SWACT does not currently have a TAC, but instead uses the ACT Steering Committee to review project applications and recommend projects.

Region 3 does project scoping after all proposed Modernization projects have been identified. The Region 3 STIP Coordinator does the initial screening of projects, and

directs the region's scoping efforts for all project applications that are on the ACT "short" lists. The ACTs and MPO get a list of projects with the planning level cost adjusted for inflation based on the most recent scoping; project financing assumptions include any local match. While the local jurisdiction provides a cost estimate, Region 3 also scopes the projects to ensure that cost estimates are consistent and comparable. The Region 3 Technical Center staff and Project Leaders do the actual project scoping.

The following flowchart summarizes the Modernization process for Region 3.

Figure V-4: Region 3 Modernization Process Summary



4. MANAGEMENT SYSTEM PROGRAMS

The ACTs only prioritize and make recommendations for Modernization projects in Region 3, but region staff provides each ACT with information about other projects being considered. The ACTs consider these projects when compiling the MOD lists, in part to balance system investment throughout the region.

Region staff presents other projects by funding category to the ACTs before the ACT recommends the Modernization projects. Preservation and Bridge projects are typically developed from management systems. For Operations and Safety, the Region Traffic Manager's staff employ a ranking system to refine the list of prospective projects. In this process, they try to use the most restrictive funding first and use cost-benefit factors or statewide criteria to prioritize candidate projects.

The ACT's Modernization project recommendations are folded into the complete project list. The Region 3 STIP Coordinator maps all the projects, including their name and cost. The ACTs then review all of the projects while they are making Modernization decisions. The ACTs do not prioritize the project list for projects other than the MOD program, but they can give input on project timing and whether or not there are other projects that should be included. When the Region Management Team meets to consider all the projects, the list they generate goes into the draft STIP document.

Once a tentative list of projects has been developed by the ACT, management systems, and Region Traffic, staff convenes a series of meetings with the "White-Board Group". This group includes District level and region staff who are responsible for grouping and selecting a final set of projects. Changes to the project list typically occur in the Preservation, Operations, and Safety categories, in order to match or combine projects that will maximize the return on investment. For example, they may line up Preservation and Modernization projects occurring in the same area. As a result, project scheduling may change, with some projects moving back or being advanced in the STIP calendar.

Pavement Preservation

- The OTC approved pavement management system (PMS) is used to generate a list of candidate projects to meet the lane miles targets.
- There are always more projects than funding. The region looks at the PMS list of projects using internal criteria that build on the statewide criteria to meet the target with the given funding.
- The PMS "programmatic" cost estimate is reviewed in a scoping process. Adjustments are made to the cost estimate and final prioritization; high priority projects go to the "White Board" meeting.
- The region combines projects on this list with projects from other funding categories and selects the years they will occur, thereby completing the Preservation list. District Managers, representatives from each District, Roadway Management, the

STIP Coordinator and the Pavement representative from Salem all participate. The list is shared with the ACTs for informational purposes only.

- The adjusted list (after scoping) is generated before the “White Board” meeting. The District Managers use standardized criteria from the State to help score the projects.

State Bridge

Region 3 is not involved with this program, as project selection is done at the state level, but the region does provide input on the project list.

Safety

- Region 3 uses the Safety Priority Index System (SPIS) crash data, Hazard Elimination Program (HEP) data, and local information to identify safety needs. The region also maintains its own list of safety needs.
- The Region Traffic Manager develops a combined Operations and Safety project list. Projects are later sorted out to match funding targets using criteria that comes from Salem (i.e. priorities for projects funded with Slides/Rockfalls, ITS, and SSI funding targets).
- The Traffic Investigations Specialist of the Traffic Management Section determines which projects on the combined Operations/Safety list qualify for Safety funds.
- The prioritization process for Safety includes determining “High, Medium, and Low” projects based on information from the Districts. “High” and “Medium” projects are then subject to the SPIS rating and cost/benefit ratios analysis to determine their score (for more information, see the *Safety Program* description on Chapter VI).
- An initial ranked project list is referred to an internal staff session (one of the “White Board” meetings) involving the Region Traffic Manager, District Managers, the Region Hydrogeologist, Area Managers, the Tech Center Manager, and the Region STIP Coordinator. All new projects are identified by project type. Operations and Safety Projects are then identified where they best fit into the system.
- The region attempts to prioritize the Operations and Safety project list to match up with other larger projects such as Modernization, Bridge, or Preservation. Region staff also looks at staff resources, community needs, and equity when selecting these types of projects.
- There is typically twice the number of projects than can actually be funded. While Safety can be a region bucket that funds Safety-only projects, most projects that receive Safety funding involve safety improvements that supplement projects that receive funding from other programs.

- The Region 3 STIP Coordinator uses a modified version of the HEP safety cost/benefit analysis to come up with an initial scoring range for the Safety category on Modernization projects.
- The Operations/Safety project list, the list that is shared at the “White Board” meeting, is shared with the ACTs when they are selecting Modernization projects. The ranking is not shown, and the ACTs don’t determine the prioritization, but they can give input.

Culvert Replacement

- Operations money, particularly on the Coast, and maintenance funding is used to supplement funding for these projects. Projects can also be included as part of a Preservation or Modernization project.
- Projects are identified by state priority list. ODOT Maintenance and Environmental sections are involved (most of the work is done through Maintenance).

Salmon Enhancement

- ODOT headquarters keeps a list of projects and assigns some to the regions (similar to the Bridge Program).
- The Salmon Enhancement program manager makes project decisions and project delivery is passed on to the region. The region doesn’t recommend or review projects; it delivers the projects that are passed on to it.

5. OPERATIONS (OPS) PROGRAMS

While almost all projects involve a combination of ODOT funding sources, there are four sub-categories of projects funded through Operations.

Intelligent Transportation System (ITS)

In Region 3, the California Department of Transportation (Caltrans) and the Oregon Department of Transportation (ODOT) have a joint ITS plan that covers Northern California and Southern Oregon through the Rural California-Oregon Advanced Transportation System (COATS). COATS was launched in 1998 as a bi-state partnership with California Department of Transportation (Caltrans) and 20 other stakeholders from both Oregon and California, including tourism agencies, counties, state police and national forests. The purpose of the COATS effort was to encourage regional public and private sector cooperation between California and Oregon organizations to better facilitate the planning and implementation of intelligent transportation systems (ITS) in a rural bi-state area extending between Eugene, Oregon and Redding, California. The two primary products of the COATS planning effort were:

- An ITS Strategic Deployment Plan, which provides recommendations for ITS strategies and deployment in the COATS study area; and

- Demonstration and evaluation of ITS technologies for an early-winner project (the Bi-State Traveler Safety and Incident Management System, which focuses on Interstate 5 (I-5) between Medford, Oregon and Yreka, California, a corridor including the Siskiyou Pass).

Region 3 district managers work with an ITS Committee in the Rogue Valley MPO (RVMPO) area. The ODOT Region 3 Traffic Manager receives a list from Salem and separates out the ITS projects, ranks them based on the COATS plan, and compiles a list for the “White Board” region management group meeting.

Signs, Signals, and Illumination (SSI)

This source of funding is sometimes used in combination with a Preservation project to address an intersection congestion or safety problem. For example, the Sign, Signal, Illumination portion of the Operations Program can fund turn-refuges or passing lanes. Region 3 generates a project list by soliciting projects from ODOT Planning staff, Area Managers, and District staff. The region uses similar criteria for SSI as it does for Safety projects, but the criteria are weighted differently, with cost/benefit given greater weight. The prioritized list then goes to the “White Board” meeting.

Slides and Rockfalls

Region 3 uses the statewide landslide list, which is prioritized on safety and maintenance cost. Seventy to eighty rockslides are identified and \$4 million is allocated. Bucket funding is also used for emergency repairs and maintenance. Catastrophic slides would likely be funded through Federal emergency funds.

Transportation Demand Management (TDM)

TDM comes off the top of the Operations funding target and is given to Rogue Valley Transit District (RVTD). RVTD uses the funding to staff their ride share program.

6. TRANSIT PROGRAMS

Transit providers in Region 3 include Rogue Valley Transportation District (represented in the RVMPO), Grants Pass Transit, Umpqua Transit and Coos Curry Transit. The Transit Program section of the manual describes the allocation of Transit funding to service providers.

7. STATEWIDE COMPETITIVE PROGRAMS (BUCKET PROGRAMS)

Region 3 retains some program funds in “buckets” for its construction programs, like MOD, Pavement Preservation and Safety for future right-of-way acquisition and preliminary engineering work. In addition, the state programs listed below retain funds in buckets to allow them to fund projects that may come forward during the STIP cycle, particularly for the last two years of the STIP cycle.

- Transportation Enhancement
- Bike/Pedestrian

- Congestion Management and Air Quality
- Rail Crossing Safety
- Local Bridge
- Transportation Growth Management
- Immediate Opportunity Fund

Region 3 staff members are consulted by the state program manager about applications received from within the region. The Region 3 Local Agency Liaison sometimes provides technical assistance to local communities pursuing funding through these programs. The region itself can apply for funding through these programs. These applications are usually developed at the district level, particularly for bike/ped and transportation enhancement grants. Some applications receive technical support from other region staff. The following state-administered programs interact with region staff.

8. FEDERAL AGENCY AND TRIBAL GOVERNMENTS PROGRAM COORDINATION

There are three tribal governments in Region 3: Cow Creek Band of Umpqua Tribe of Indians, Coquille Indian Tribe, and the Confederated Tribes of Coos-Lower Umpqua-Siuslaw. The Tribes get all the notifications and materials related to the STIP process and are invited to participate in the ACT. A tribal Transportation Improvement Program (TIP) would be coordinated with the STIP but there are currently no TIPs for tribal lands.

9. MPO AND LOCAL GOVERNMENT COORDINATION

Recommendations for State projects that go into the Metropolitan Transportation Improvement Program (MTIP) follow the same process that the RVACT uses.

- Applications are scored by the Region 3 STIP Coordinator and submitted at a joint meeting of the MPO TAC and RVACT TAC (many members serve on both).
- The MPO TAC makes their technical priority ranking of projects within the MPO directly to the MPO Policy Committee.
- JJTC's area-wide recommendation goes to the RVACT.
- MTIP/STIP consistency has not been an issue in the past, but there is a process for resolving differences between the MPO and ACT recommendations. The Draft STIP typically comes out before the MTIP. The region and the MPO have discussed coordinating hearings on the MTIP and region's STIP program.

Region 3 outreach efforts include a minimum of one public meeting per each of the five counties, and the region typically holds many more. The region tries to tie its presentations into other groups, such as chamber of commerce and Rotary groups, for these meetings in order to maximize local exposure to the process and encourage participation. Region 3 also broadcasts information about the draft STIP on their television show. Local efforts include putting the "Moving Ahead with ODOT"

publication in the local Jackson County newspaper. Tribes specifically are invited to participate and information is distributed in Spanish, to Spanish language churches.

10. WEB SITES AND RESOURCES

[ODOT Region 3](#) web site

For other Region 3 web sites and resources, see [Appendix G](#).

D. Region 4 – Central Oregon

1. REGION OVERVIEW

Region 4 [<http://www.oregon.gov/ODOT/HWY/REGION4>] is a large region that covers the middle portion of Oregon; it stretches from the Columbia River to the California border and from the summit of the Cascades to the state's eastern counties. The region encompasses three areas, each with its own Area Commission on Transportation (ACT). The region's ACTs include:

- [Central Oregon](#) (Crook, Jefferson, and Deschutes Counties)
- [South Central Oregon](#) (Klamath and Lake Counties)
- [Lower John Day](#) (Wheeler, Gilliam, Sherman, Wasco, and Jefferson Counties).

Bend is the only Metropolitan Planning Area (MPO) in the region.

Region 4 is the fastest growing region in the state with several cities that consistently appear on the list of the state's fastest growing cities. A significant part of the region is in federal or tribal ownership. Population centers are growing rapidly but are very dispersed. State highways are the most direct routes between the region's cities and they also serve as the main street in every city except Bend and Klamath Falls. Region 4 must balance the need to maintain a large rural highway network with the demand to expand parts of the system that serves rapidly growing urban centers.

2. REGION 4 STIP DEVELOPMENT PROCESS SUMMARY

Management of the STIP development process in Region 4 is a collaborative effort with the Region STIP Coordinator and Planning Manager providing technical advice and guidance for the STIP Program. They help guide agency staff, local governments (counties, cities, MPOs), community organizations, and other groups through the process, and coordinate the provision of technical assistance to secure funding or help develop applications for state and federal programs.

- The Region 4 internal decision process is coordinated through the Region Management Team (RMT), which includes the following:
 - Region Manager;
 - Three Area Managers who have dual roles. One is also the Tech Center Manager and two are also District Managers (Districts 9 and 11);
 - District 10 Manager;
 - Traffic Manager
 - Planning Manager; and
 - Administrative Services Manager

- The RMT is responsible for overall direction on the region's STIP program, except for Modernization, and for deciding how to combine projects to make efficient use of available resources. The RMT meets at various times in the STIP cycle to consider project priorities for each program that is managed through the STIP.
- Region 4 Planning staff maintains a region-wide database of project needs that includes MOD projects. Source documents include ODOT refinement plans, local transportation system plans (TSPs) and related Capital Improvement Plans (CIPs), Tribal and National Forest Transportation Improvement Plans (TIPs), and other adopted planning documents. Projects can be sorted by type, geography, sponsor, or other factors. For example, the City of Redmond's TSP includes several projects on the state highway system and some local projects that affect the state system; those projects are listed in the region's project database. The database also includes Safety, Operations, Bicycle/Pedestrian (Bike/Ped) and other projects that are monitored through management systems and are emerging as priorities in the region.
- The Modernization (MOD) Program is coordinated through ACTs, with technical support provided by the Area Manager and the Region Planning Manager. The Region Manager also plays a significant role in the MOD program development process as a member of each ACT.
- The Operations (OPS) program is developed internally through a process that is coordinated by the RMT. Project Delivery staff members and Tech Center staff members support the development of projects in the scoping process. Final selection is by the RMT.
- For Pavement Preservation, Culverts, Safety, Bridge, Salmon Enhancement, and other management system driven programs, the RMT coordinates the work of smaller teams that identify, scope and establish project priorities using state-wide criteria. Cost-to-benefit ratios play an important role selecting Safety projects. The teams are usually comprised of a project delivery manager with support from the Region's Tech Center staff and Traffic. District staff also may play a role reviewing projects and helping prioritize them.

For the Region 4 Bike/Ped program's discretionary allocation, the districts play an important role identifying projects on the state system with final selection through the RMT.

The region also offers technical support to local jurisdictions on programs that require a local application, like the state-run Bike/Ped grant program, the Transportation Enhancement (TE) program, the Forest Highways program (FHP), and federal earmarks. Technical support is provided by the region's Planning Manager and other ODOT staff members. District staff members also work with local jurisdictions to identify and remedy small scale problems on the district highway system outside the STIP program.

3. REGION 4 ADVISORY PROCESS

Region 4 relies on the ACTs to establish overall region transportation priorities, develop the region's MOD program and to review other system investment priorities. ACTs include: Lower John Day, Central Oregon, and South Central Oregon. Their primary role is to prioritize and recommend projects to receive MOD program funds. The ACTs also play an important role in facilitating intergovernmental cooperation and coordination on transportation issues. ACT representatives include:

- Local government representatives
- One transit district – Basin Transit
- One MPO – the City of Bend
- Two tribal entities - the Confederated Tribes of Warm Springs Indians, and the Klamath Tribes
- Freight advisor/private sector representative

Each ACT operates under its own charter, which specifies who is represented on the ACT, how members are appointed, how long they may serve, and other procedural matters. There are differences between the ACTs. For example, all cities in the Central Oregon and South Central Oregon areas are represented on the ACT, but in Lower John Day there is one city representative from each county that is chosen at a caucus of the cities in that county. ODOT staff members attend and provide technical support at ACT meetings. ODOT is represented on each ACT through the Region Manager with technical support from the Area Manager and region planners.

In addition, each ACT has a technical advisory committee (TAC) that meets as needed to review area needs and conditions and to advise ACT representatives. TAC members include county road managers, city public works directors, transportation planners, and ODOT staff from the region and district offices.

Before the Draft STIP is published, the Region 4 Management Team and representatives from each of the three region ACTs meet and review the projects to be included in the Draft STIP. Generally, this group meets twice in each STIP cycle - once at the beginning of the process to review region priorities, and once toward the end of the process. To discuss the Modernization recommendations from each ACT, approve the region-wide MOD program recommendation. This regional group makes decisions using a consensus process.

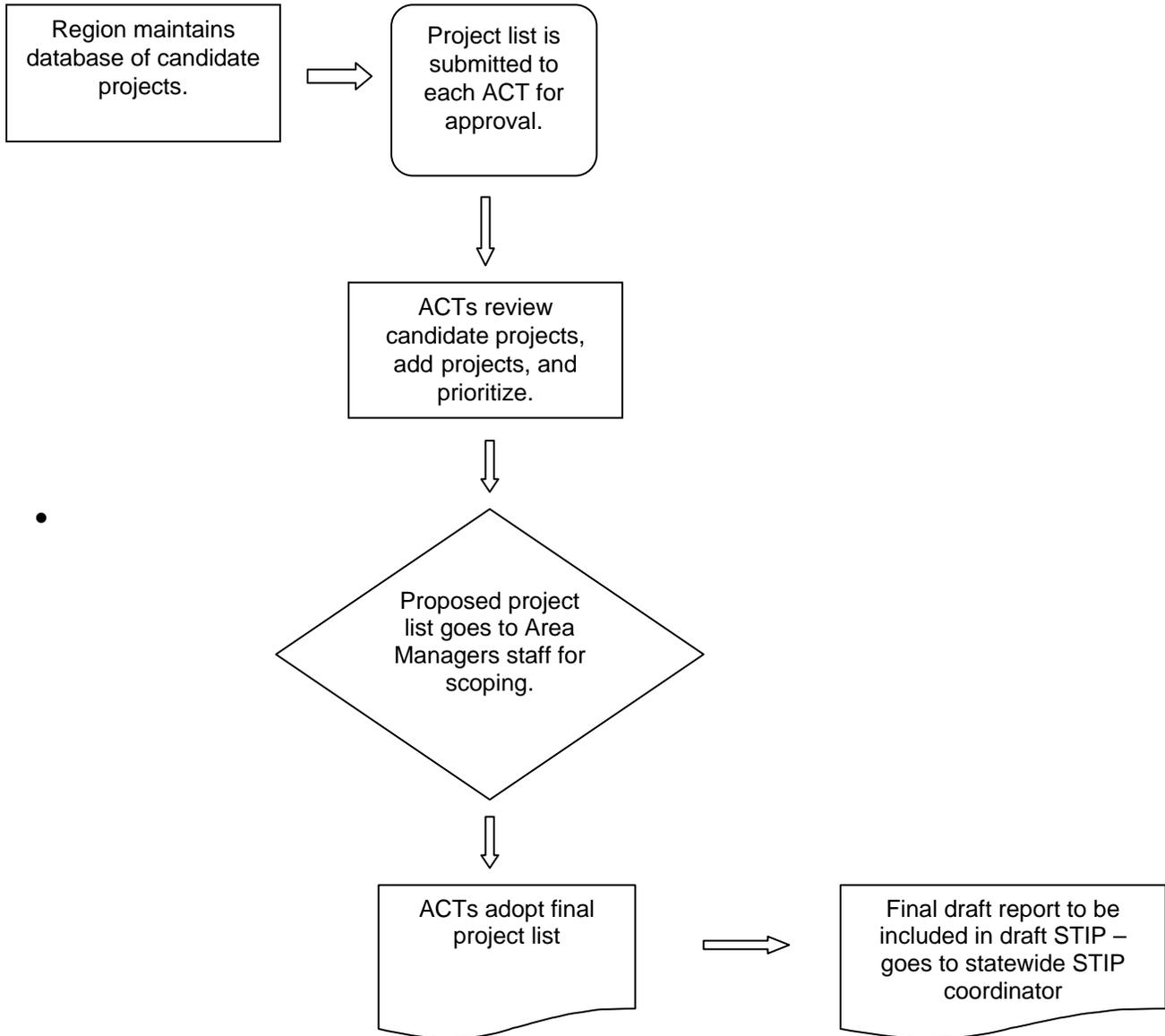
4. MODERNIZATION (MOD) PROGRAM

Region 4 decides how it will invest its MOD Program funds through the ACTs and the Region 4 Steering Committee. The following discussion reviews the decision process.

- At the beginning of each STIP cycle, Region 4 planning staff reviews the database, add new MOD projects that have been identified in recent planning processes, remove projects that have been built, and develop a preliminary MOD program project list. The previous STIP cycle is used as a guide for priorities (i.e. projects that were considered but did not make the final STIP plus projects that are in the current STIP but are not constructed). There are around 300 MOD projects in the database; priorities do not change that much from one STIP cycle to the next because so few projects get built. As a rule of thumb, the preliminary list of projects, taken together, cost around 150% to 200% of the program funding level.
- The RMT develops a preliminary list of MOD projects for the ACTs to consider for funding. The Area Manager and a planning staff member meet with their ACT to review operational and technical issues that affect the area's highway network. Factors that play an important role include readiness to proceed, operational conditions compared with Oregon Highway Plan mobility standards, safety, and other technical factors.
- The Area Manager and planning staff members meet with the ACTs to inform members about the region's MOD funding target for the new STIP cycle. The MOD funds received by the region are based on a statewide formula. Area staff also review the statewide MOD program criteria approved by the OTC that must be met by each MOD project. Staff also reviews and, if necessary, modifies area-specific criteria that are used to prioritize projects. Leveraging local or other federal resources is frequently an important criterion. Planning staff members review the preliminary list of candidate projects for the area and forward comments from the ACT to managers. The preliminary list may be modified based on ACT member comments.
- ODOT planning staff assigned to the area, the Region Tech Center, and project leaders scope and prepare a preliminary cost estimate for projects on the preliminary list. Information about possible matching funds and compliance with state-wide and area criteria is developed. Projects are classified as construction (C-STIP) or planning/development (D-STIP) depending on whether or not they meet the definition of a D-STIP project set out in the statewide STIP criteria. This process takes about three months and considers estimated project costs, phasing requirements, right of way needs, and other schedule and cost factors.

ACT members meet again to review scoping information and to consider the merits of each project against statewide and area-specific rating criteria. The ACT develops a priority list for the area's projects and a recommendation concerning projects ACT members believe should be included in the STIP. Information about other program

Figure V-5: Region 4 Modernization Process Summary



investments is shared with the ACT to provide a system-wide investment context for the MOD recommendations.

- ACT recommendations are forwarded to the RMT and are shared at the Region Review with representatives from all three ACTs. This group considers region transportation investment priorities, geographic equity, and other factors in formulating a final Region 4 MOD program recommendation.
- The draft MOD program list is reviewed internally by the Region Management Team to assess opportunities to combine MOD projects with other programs. After that review is complete, the Region 4 STIP Coordinator works with counterparts in other regions to develop a draft STIP document and assigns key numbers to projects.

The entire process, from the early ACT meetings, to forwarding a draft project list to the Region STIP Coordinator takes around nine months. In most STIP cycles, the process begins in the late summer of the year before the draft STIP publication date. The flowchart in Figure V-5 summarizes the Modernization process for Region 4.

5. MANAGEMENT SYSTEM PROGRAMS

The processes for identifying, scoping, refining, and selecting projects using statewide management systems are similar. In Region 4, most of the projects that are funded through these programs are selected by the RMT using information provided to the team from the management system. District staff members help coordinate with local governments and public utilities about underground and overhead work that may be scheduled in conjunction with a highway project.

Pavement Preservation

- The initial list of projects is provided to Region 4 from the statewide pavement management system database.
- Field observations and consultation with district staff members confirm which highway segments are most in need of repair.
- Candidate projects are scoped by Region Tech Center staff members to confirm cost estimates generated by the system. Scoping also will identify ancillary improvements that may be combined in the project, such as safety and operation improvements.
- After scoping, the RMT reviews the list of candidate projects against mileage targets for the region and the region's Preservation funding budget for each year in the STIP cycle.
- The RMT selects a set of projects for the program based on the projects that best meet program objectives for achieving pavement condition goals. See the program description for more information about pavement condition goals and how mileage targets are set.

State Bridge

- A list of all state highway bridges and their condition assessment (through the statewide inspection program) is maintained by the Bridge Program.
- Project selection is done at the state level based on the management system criteria, but Region 4 is consulted on the recommended priority list. Tech Center staff may become involved with project scoping.
- RMT members inform the Bridge Program about opportunities to combine bridge repair or replacement work with Operations, Safety, or Preservation projects on the approaches to, or in the vicinity of, a bridge project.

Safety

- The Region Traffic Manager maintains a list of potential Safety projects in its region project database using two management system data sets – the Safety Investment Program (SIP) and the Safety Priority Index System (SPIS). Both systems log safety problems based on the number and severity of crashes that occur in a highway segment.
- Region 4 relies more on the SPIS to identify locations for Safety projects.
- The region pre-screens the list of Safety projects and selects high priority projects for scoping based on their SPIS rating; the region usually scopes twice the number of projects it expects it will fund.
- A cost-to-benefit analysis is developed for these projects by the Region Tech Center. Projects are prioritized by the RMT primarily on that basis but other factors may be considered, such as opportunities for combining a Safety project with Operations or Preservation and local contributions.
- The RMT decides which projects are to be included in the Region's draft STIP. The Region STIP Coordinator then assigns key numbers to the draft projects.
- Funding may come from two sources – the federal Hazard Elimination Program (HEP) and the Safety portion of the Region 4 STIP Allocation. Projects are matched with the funding source that best fits the safety issue being addressed.

Culvert Replacement

- A list of non-Bridge Inventory (non-NBI) culvert replacement needs is maintained for the state as a whole.
- High priority projects from that list are reviewed with district staff members to compare field observations with the management system information.
- The most pressing projects are scoped and reviewed by Region Tech Center Staff.

- The State Program manager selects projects and may adjust funding allocations between the regions depending on the urgency of repairs that may be needed and their location.

Salmon Enhancement

- A list of salmon passage and habitat restoration opportunities is maintained for the state as a whole.
- High priority projects from that list are reviewed with RMT members to identify opportunities that may come about as a result of work on region highways, such as a culvert replacement, bridge replacement, Preservation, or other projects.
- The best project opportunities are scoped and reviewed by Region Tech Center staff.
- The state program manager selects the final projects and funding allocations.

6. OPERATIONS (OPS) PROGRAMS

In Region 4, the RMT is responsible for developing the Operations (OPS) Program project lists. The Team uses information from a combination of management systems, district inspections, and long-range plans to identify projects and establish priorities. The region receives an overall Operations budget that is calculated using formulas from Highway Finance. In general, the region funds projects in keeping with the investment levels targeted by Highway Finance. For example, if 30% of the overall OPS budget relates back to the Highway Finance formula for Slides and Rockfalls, the region will invest 30% of its Operations budget in Slides and Rockfall projects. The region, however, has discretion to alter how it allocates its Operations budget between the four sub-categories of projects so that it can fund complete projects or initiate new programs.

Intelligent Transportation System (ITS)

- Projects are selected based on a recommended sequence for implementing the region's ITS Plan.
- The level of investment for ITS in the region is determined by the RMT and is based on the amount necessary to implement the next sequence of projects outlined in the ITS plan. Investment levels, therefore, may vary from one STIP cycle to the next.

Signs, Signals, and Illumination (SSI)

- Projects are selected from a list of needs. This list is based on a variety of factors such as the number of maintenance calls to repair a signal (indicating it may be wearing out), observed turning movement problems at an intersection, visible sign damage and the age of lighting stanchions.
- Project ideas also may be suggested by the ACTs or by other ODOT staff.

Slides and Rockfalls

- Projects are ranked and selected by the Region 4 Management Team, based on input from maintenance and geo/hydro staff.
- The region is allocated a target budget for the program that is provided by the Highway Finance Section. The region may skip over high ranking but expensive projects, or may break large projects into phases, in order to stretch resources or fix problems at more locations.
- There are a few slide projects in Region 4 that are so big they would require the entire state budget for the program over several years to fix. The scale of these projects makes it unlikely they will be funded for some time. To mitigate this, the region may develop an interim fix to address an emergency situation, or may “nibble” away at the problem by implementing phased improvements, but is not able to address these problem spots comprehensively.
- For the Slide and Rockfall program as a whole, more projects are scoped each STIP cycle than there is funding available so that the RMT has flexibility developing the program.
- The Region Tech Center helps with scoping and consults with the region geologist and the State Geologist about proposed solutions.

Transportation Demand Management (TDM)

- Projects are funded based on prior commitments to existing programs.
- Most TDM programs involve car pool and van pool programs in MPOs.
- New programs are funded out of the region's Operations budget allocation.
- Region 4 has one car pool/van pool program in the Central Oregon area that is programmed for funding off the top of the OPS program budget, based on previous funding levels.

The process for selecting OPS projects is as follows:

- First, the RMT reviews the project list, and selects their highest priorities.
- The Region Tech Center scopes these projects; more projects are scoped than there is funding available in order to provide flexibility in selecting projects.
- District staff members help coordinate with local governments and public utilities about underground and overhead work that may need to be scheduled in conjunction with a highway project.

- After scoping, the RMT evaluates the projects again and prioritizes them based on professional judgment; they then decide which project(s) to include in the draft STIP.
- The RMT considers non-operational factors, such as the ability to reduce project costs by combining projects. For example, if there is a Preservation project along a stretch of highway and the operation of an intersection can be improved to meet Oregon Highway Plan standards with the installation of a new signal or a turning lane, the RMT may couple the Operations and Preservation work even if this means moving a lower ranking operation project ahead in the STIP schedule.
- After the draft program is reviewed by the RMT, the Region 4 STIP Coordinator develops a draft STIP program for the region, balances it against funding targets, and recommends funding strategies to meet funding shortfalls.

The process of identifying, scoping, reviewing, and recommending Operation projects usually takes about six months and begins soon after Region 4 is notified of its OPS Program funding targets by the Highway Finance Office. The process usually begins a year before the Draft STIP is published.

7. TRANSIT PROGRAMS

There is one transit district in Region 4 – Basin Transit in Klamath Falls; it provides both fixed route and on-call transit services. As an MPO, Bend is working to establish a transit district. There are also many local governments and private service providers that operate programs and services which focus on special needs. Information about Region 4 transit service providers and their programs can be found at: http://www.apta.com/links/state_local/or.cfm#A2.

Most transit service providers in Region 4 receive part of their funding through federal grants and therefore their programs are funded through the STIP. Service providers apply directly to the ODOT Transit Division for funding capital purchases and operations. Transit providers coordinate their services with other transportation providers through the ACTs. The region plays little role in determining the allocation of transit funding to service providers or with applications to the ODOT Transit Division. The region, however, is supportive of efforts to expand the development of alternative transportation modes throughout the region. The application process to the ODOT Transit Division is described in the Transit Program section in [Chapter VI](#).

8. STATEWIDE COMPETITIVE PROGRAMS (BUCKET PROGRAMS)

Region 4 retains some program funds in buckets for right-of-way acquisition, utility relocation, and for engineering work for its construction programs, including MOD, Pavement Preservation and Safety. It retains funding in a bucket for unallocated Signs, Signals and Illumination and for unallocated funds related to the region's bike/pedestrian program in the later years of the STIP cycle. In addition, the state keeps funds in buckets for several programs to allow them to fund projects that may come forward during the STIP cycle, particularly the last two years of the STIP cycle. Region 4 staff members are usually consulted by State Program Managers for

competitive programs about applications received from within the region. The Region 4 Local Agency Liaison may provide technical assistance to local communities pursuing funding through these programs. The region itself may also apply for funding through these programs. Applications are usually developed at the district level, particularly for Bike/Pedestrian and Transportation Enhancement grants. The programs listed below frequently hold a portion of the program funds in a bucket.

- Transportation Enhancement
- Intelligent Transportation Systems (ITS)
- Bicycle/Pedestrian (Bike/Ped)
- Congestion Management and Air Quality (CMAQ)
- Rail Crossing Safety
- Local Bridge
- Transportation Growth Management
- Immediate Opportunity Fund (IOF)

9. FEDERAL AGENCY AND TRIBAL GOVERNMENT PROGRAM COORDINATION

There are a number of federal agencies that fund projects through the STIP. The integration of these projects into the STIP is coordinated through the Western Region Highway Division of the Federal Highway Administration in Vancouver, WA. Region 4 maintains contact with federal agencies and program representatives through the ACTs.

Forest Highways

- The National Forest applies for Forest Highway Program (FHP) funding. State and local governments may apply as co-sponsors on projects.
- Region 4 aggressively pursues funding through this program in consultation with counties in the region. This is because the region overlaps with three different national forests and many state highways in the region connect to national forest roads. So the region pursues FHP funding for economic development and connectivity reasons.
- The region has on occasion used MOD program dollars in the D-STIP to help counties develop applications for FHP projects that provide vital links between state highways or that enhance the region's recreation and tourism economy.

Scenic Byways

- The state applies for these federal grant funds.
- Region 4 may become involved if a highway in the region is a candidate for a grant.
- Several designated scenic routes have been funded through this program.

Federal Earmarks

- Region 4 applies for earmark projects as directed by the OTC.
- Other entities in the region also apply for earmarks, particularly cities, counties and transit districts; they coordinate their applications through the ACTs.

Tribal Government Transportation Improvements

- The Confederated Tribes of the Warm Springs is a member of the Central Oregon ACT and the Lower John Day ACT.
- The Tribe has the largest reservation land base in Oregon and has an adopted long-range Transportation Plan for the reservation.
- Most of its projects are funded using the Indian Reservation Roads Program, which is administered jointly through the Bureau of Indian Affairs (BIA) and the Federal Lands Highway Program. A federal formula sets funding levels for the program.
- Coordination of the Tribe's TIP occurs through the Federal Highway Administration offices, and then tribal road improvement projects are identified in the STIP.
- Tribal road projects can also be funded through an earmark process administered through the Department of Interior, Bureau of Indian Affairs.
- The Klamath Tribes operate a casino and have land holdings in the South Central Area of Region 4. The Tribe is pursuing reservation status through a land transfer from the Klamath National Forest.

10. MPO AND LOCAL GOVERNMENT COORDINATION

As noted earlier, there is one MPO in Region 4: The City of Bend. The MPO was designated after the 2000 Census and is now in the process of organizing. Region 4 will play an important role working with the MPO to develop their long range transportation plan (RTP) and their MTIPs. The Region provides technical advice and assists the MPO in developing policies and procedures to meet state and federal requirements for funding and other program standards. The MTIP is prepared for the same funding cycle as the STIP, and once adopted by the MPO and approved by the Governor, the MTIP projects are "rolled-up" into the STIP. The MTIP includes major transportation projects on all state highways located within the MPO boundary as well as major street projects.

Region 4 coordinates its maintenance program and management system projects with local governments in meetings between district staff members and local government public works staff. Efforts are made to coordinate utility work in conjunction with highway projects. The Technical Advisory Committees that work with each of the ACTs also enable coordination between ODOT and local governments on highway improvement projects and programs.

11. WEB SITES AND RESOURCES

[ODOT Region 4](#) web site

For other Region 4 web sites and resources, see [Appendix G](#).

E. Region 5 – Eastern Oregon

1. REGION OVERVIEW

Region 5 [<http://www.odot.state.or.us/region5/>] encompasses the eastern third of Oregon between the borders of Washington, Idaho, and Nevada. It includes the counties of Morrow, Umatilla, Union, Wallowa, Baker, Malheur, Harney, and Grant. Region 5 includes two Area Commissions on Transportation (ACTs) – the North East ACT and South East ACT. The North East ACT (NEACT) includes Baker, Morrow, Union, Umatilla and Wallowa counties, and eight cities. The South East ACT (SEACT) includes Grant, Harney and Malheur counties, and five cities. Stakeholder involvement is strongly supported through the ACTs and includes three tribal entities, two national forests, port districts, economic development and freight representatives. There are no metropolitan planning areas (MPOs) in the region.

The Interstate 84 (I-84) corridor serves as the region's east-west freight backbone. In Region 5, commercial freight movement is a significant economic force, with more than 45% of the traffic on I-84 attributable to commercial trucking. US 20 from Ontario to Bend is a vital east-west commercial freight route and is an alternate route for I-84.

The Port of Morrow, which is near Irrigon and the I-84 corridor, is an important freight center in Region 5. The port handles approximately 2,000 containers a month, making it the largest inland container facility in the US, and provides critical transportation connections to the Pacific Ocean and the continental US. The Hinkle Classification Rail Yard, which is located near Hermiston not far from I-84, is the largest rail “hump yard” west of St. Louis. It functions as a vital hub connecting rail routes to Canada and south to California with one of the state's busiest freight corridors. This convergence of the port, rail yard, and I-84 forms an important intermodal freight hub that affects the economic well-being of the region and the state.

In addition to freight movement, Region 5's economic foundation includes a significant tourism and recreation segment. Five Scenic Byways are located within Region 5, including Hells Canyon, one of the state's four nationally-designated All American Roads.

2. REGION 5 ADVISORY PROCESS

Region 5 relies heavily on its two ACTs for coordinating overall transportation system investment and for developing the region's Modernization program. The region maintains a database of candidate projects taken from local TSPs and other planning documents. ACTs review the project list for any additions and set priorities as part of the STIP update process. For other programs, Region 5 ACTs serve in an advisory capacity, reviewing staff recommendations.

The [North East ACT \(NEACT\)](#) has 18 full members, including:

- One member from each of the five counties;
- One member from each county selected in a caucus by the cities of that county;

- One at-large member for each county;
- Two appointed representatives from the Confederated Tribes of the Umatilla Indian Reservation (CTUIR); and
- The ODOT North East Area Manager.

The [South East ACT \(SEACT\)](#) is made up of 16 members, including:

- One member of each of the three counties;
- One private business sector representative from each county;
- One member from each of the five cities;
- Two at-large members from Grant and Malheur counties;
- One at-large member from Harney County;
- One member from the Burns Paiute Tribe; and
- The ODOT South East Area Manager.

3. MODERNIZATION (MOD) PROGRAM

The Modernization Program (MOD) is a discretionary program at the region level. In Region 5, the MOD project selection process is controlled through the ACTs. Region 5 uses the same formula used by the OTC to develop MOD allocations for the regions to establish preliminary MOD targets for its ACTs. Funding for Corridor Plans and Refinement/Facility Plans is accomplished through the region's planning budget, which is not programmed through the STIP. The results of these state planning efforts are adopted into local transportation systems plans (TSPs), and from there projects flow into the Region 5 needs list that is used by the ACTs to select MOD projects. There is a flow chart that depicts how the process works in Figure V-6 below.

The NEACT process works as follows.

- The NEACT establishes a transportation subcommittee charged with building a consensus recommendation for the Modernization projects. Subcommittee membership is appointed each cycle by the ACT chair and generally mirrors the ACT voting membership.
- The subcommittee is charged with recommending local prioritization criteria in addition to the statewide prioritization criteria. Additional criteria used in the past have included geographic equity, minimum local match, and impact on the total regional Modernization allocation.
- The subcommittee solicits project priorities from each county and the CTUIR from their respective needs list. The subcommittee uses statewide eligibility criteria to winnow the list of candidate projects and then uses OTC and NEACT prioritization factors to prioritize the list. They then work with the whole ACT to develop a final recommendation. The Region 5 management team is invited to prioritize the project

list based on their top priorities, but their recommendations are informational and not binding on the ACT.

- Once consensus is built, the subcommittee brings the recommendation back to the entire ACT for a final vote. The timing for this process varies from one STIP cycle to the next but usually the subcommittee work takes place in the fall and the ACT recommendation is approved in the first quarter of the following calendar year.

The SEACT process works as follows.

- SEACT delegates the initial MOD project selection decision to the three county commission representatives on the ACT. Because the commissioners regularly meet with road supervisors, public works directors and city managers throughout the three counties, SEACT county representatives, they have a good sense of local Modernization needs.
- Because of their interdependence and reliance on the state road network, especially I-84, and the limited amount of funds available in the MOD program, the process for setting priorities for Modernization projects is deemed a relatively easy consensus process for the SEACT.
- The SEACT subcommittee works on their recommendations in the fall. Once complete, the subcommittee brings its recommendation to the full ACT for approval in the first quarter of the following calendar year.

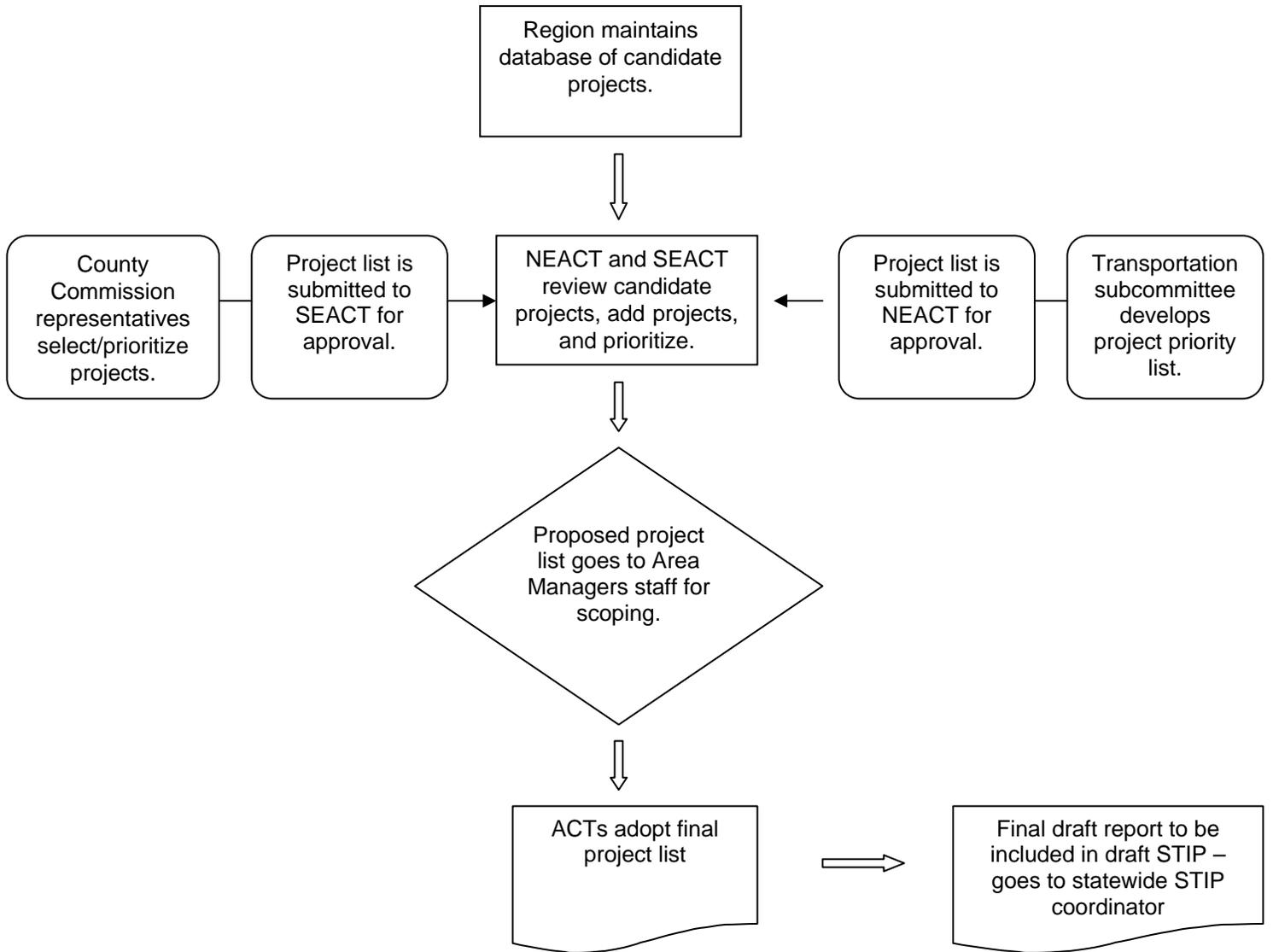
At the management team level, Region 5 looks for opportunities to combine Modernization projects with projects from other programs. Region 5 assesses the possibility of leveraging state Modernization funds with statewide programs such as Transportation Enhancement, Safety/Operations, and Non-NBI and Fish Passage Culverts. Project selection for these programs is described below. They also try to match up MOD projects with federal earmarks and Forest Highways. The region focuses on developing projects with strong local and regional support in order to enhance competitiveness for an earmark.

MOD funding is used primarily for construction in Region 5. The region rarely uses the Development STIP (D-STIP). There are few cities and no MPOs in the region so the projects are more straightforward than in other regions. For most projects, the four-year STIP horizon usually provides enough time for the region to work through project design and construction.

Area Managers are responsible for scoping MOD projects. Preliminary scoping is performed by a team of management personnel and technical specialists within the region, headed by the STIP Scoping Coordinator. More detailed scoping is delegated to project leaders after the ACT adopts the recommended MOD project lists.

The following flowchart summarizes the Modernization process for Region 5.

Figure V-6: Region 5 Modernization Process Summary



4. MANAGEMENT SYSTEM PROGRAMS

Several state programs are supported at the region level and use management systems to identify projects for inclusion in the STIP.

Pavement Preservation

The Oregon Highway Plan (OHP) sets targets as to what percentage of the region's pavement must be in fair or better condition. Region 5 receives a recommended list of Pavement Preservation projects from the state's Pavement Management System (PMS). The PMS tracks pavement condition and identifies road segments that need work in order to meet the "fair or better condition" target.

- In Region 5, the District 13 Manager coordinates the review and scoping for all potential Pavement Preservation projects.
- On-site inspections are conducted and maintenance staff may suggest changes to the PMS list.
- Pavement treatments are identified (e.g. chip seal, hot patch, resurface) and the project list is refined to include only the most likely candidate projects.
- The region's list is compared to pavement targets for the region.
- The District 13 Manager works through the issues, documenting the decisions and finalizing the list of projects.
- The final list of potential projects is presented to the ACTs. ACT review is mostly informational, but this step does allow input from the ACTs. After ACT presentation, the projects are scoped in more depth.
- The region's draft STIP Preservation program recommendation is compiled once the scoping is done. Region 5 consistently exceeds its mileage targets for roadway miles in fair or better condition.

Safety

Project selection is largely driven by state management systems. Crash data from the Safety Priority Index System (SPIS) drives project selection. Locations with the worst crash history are slated for improvements first, but project selection is dictated by available funding.

Culvert Replacement/Salmon Enhancement

Culverts that need to be replaced periodically are mostly Non-NBI structures. Project selection is affected by reports from bridge inspectors and district maintenance crews in the field. Fish Passage enhancement projects are selected from a statewide list. There is consideration given to region project priorities (see discussion on the culvert program in the [Chapter VI](#)).

State/Local Bridge Preservation

The Bridge Division administers both the State Highway Bridge and Local Bridge programs from Salem, but the region is consulted on the projects. Region 5 staff may recommend changes to the program selected priorities based on scoping information and field knowledge.

5. OPERATIONS (OPS) PROGRAM

Region 5 currently does not have any Transportation Demand Management (TDM) programs. Projects in the other three sub-program categories for Operations are programmed as follows.

- For Slides and Rockfalls funded projects, the region receives prioritized project lists from the state management systems, from which it chooses projects.
- Region 5 has its own Intelligent Transportation System (ITS) plan. ITS projects are selected from the plan for Region 5 based on plan priorities.
- Signs, Signals and Illumination projects are taken from a region needs list that is developed cooperatively between maintenance staff and the Region Traffic Manager, and added to the list of OPS projects based on program funding limits recommended by ODOT's Highway Finance Office (HFO).

6. STATEWIDE COMPETITIVE PROGRAMS (BUCKET PROGRAMS)

Funding for some STIP programs is kept in "buckets" in order to allow for project identification during the STIP cycle. There are two state-run programs that offer funding to regions and other public entities on a competitive basis: the Bicycle/Pedestrian Program and the Transportation Enhancement Program. There is an administrative process for inserting projects funded through these programs into the Region 5 STIP.

Bicycle/Pedestrian

In Region 5, the Bicycle/Pedestrian (Bike/Ped) program projects are usually linked to Preservation projects on state highways, but can be proposed for local roads if the results increase capacity or otherwise benefit the state system.

- District managers provide technical assistance to local governments on applications for the state's competitive bicycle/pedestrian grants.
- The region receives a funding allocation for Sidewalk Improvement Program (SWIP) projects based on need. Area Managers decide which projects to fund with that revenue.
- District Managers apply for discretionary Quick Fix funds as needed.

Region 5 also uses "buckets" for some programs when it has not identified all of the projects it intends to move forward at the time the STIP is adopted. The region uses the amendment process to allocate money from these buckets for projects. Fish Passage Culverts, rockfall corrections, ITS, preliminary engineering (PE), and right-of-way (ROW) acquisition are examples. Amendments are usually administrative and do not

require OTC approval but full amendments may occur if the scope is changed or if discretionary federal funds become involved.

Transportation Enhancement

The region applies for Transportation Enhancement funds and competes on an even footing with other public agencies for those funds. ACTs in Region 5 review and make recommendations on proposed Transportation Enhancement projects. The ODOT Federal Aid Specialist and Local Government Liaison provide technical assistance to local governments on their Transportation Enhancement applications.

Public Transit

Transit is treated as a bucket in the STIP, meaning that at the time the STIP is adopted, most Public Transportation program funds for Region 5 are not awarded to specific projects. Project decisions for transit capital and operations are shared with the ACTs in Region 5, but the region is not involved in transit project selection.

7. FEDERAL AGENCY AND TRIBAL GOVERNMENT PROGRAM COORDINATION

Similar to local government coordination, most of the coordination with federal agencies and tribal governments occurs through the ACTs. For example, national forests in the region are primarily located in the northern part of the region. Consequently, a forest service supervisor sits on the NEACT and suggests forest highway projects for the region. The forest service supervisor champions Forest Highway projects through the ACT just as other jurisdictions and ACT members may champion Modernization projects.

Tribal government members sit on both NEACT and SEACT. Two appointed representatives of the CTUIR serve on the NEACT. The tribal representatives are very active in NEACT and have developed transportation system plans for reservation lands; they also are involved in corridor plans and other ODOT planning efforts. There is a representative from the Burns Paiute Tribe on SEACT.

Tribal governments have their own process for programming their transportation improvement program projects through the STIP. That process is coordinated through the Western Region Highway Division of the Federal Highway Administration in Vancouver, WA.

8. MPOs AND LOCAL GOVERNMENT COORDINATION

Region 5 does not have MPOs. Coordination with local government, however, is important and occurs mainly through the ACTs. As described above, the two ACTs have local government representatives as voting members. The SEACT holds regular meetings with local government road supervisors, public works directors, and city managers so that it has a good sense of their needs. SEACT also holds meetings in each of the three counties for the first five months of the STIP development process in order for the members to learn about each other and their needs. NEACT encourages educational presentations at most meetings to broaden the understanding of activities and needs within each member's area.

9. PREPARING THE DRAFT STIP

Typically NEACT recommends five to six MOD projects and SEACT recommends about three MOD projects. Project recommendations for other programs, like Pavement Preservation, Safety, and Operations, are based on needs identified in management systems. These needs are developed regardless of which area they are located in and are included in the draft STIP based on overall region priority.

ACTs are involved in the draft STIP in differing levels according to the program. ACTs make the Modernization program project recommendations and they advise on project applications for competitive funds, such as Transportation Enhancement. They are kept informed of management system-based project decisions by region staff for programs like Safety and Preservation.

The Region 5 STIP Coordinator prepares project proposals and coordinates submission of information to the HFO. The Region 5 Public Information Representative manages the draft STIP public review process through the ACTs. NEACT and SEACT each host public review sessions; these sessions recently have been held simultaneously using video conference sites throughout the region. Public comments are gathered and transcribed, then submitted to the ACTs and region management for review before being submitted to the HFO for inclusion in the final STIP.

10. WEB SITES AND RESOURCES

[ODOT Region 5](#) web site

For other Region 5 web sites and resources, see [Appendix G](#).