



# TSMO Project Solicitation Guide

August 2019



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**Metro is the federally mandated metropolitan planning organization** designated by the governor to develop an overall transportation plan and to allocate federal funds for the region.

The Joint Policy Advisory Committee on Transportation (JPACT) is a 17-member committee that provides a forum for elected officials and representatives of agencies involved in transportation to evaluate transportation needs in the region and to make recommendations to the Metro Council. The established decision-making process assures a well-balanced regional transportation system and involves local elected officials directly in decisions that help the Metro Council develop regional transportation policies, including allocating transportation funds.

The preparation of this policy was financed in part by the U.S. Department of Transportation, Federal Highway Administration and Federal Transit Administration. The opinions, findings and conclusions expressed in this policy are not necessarily those of the U.S. Department of Transportation, Federal Highway Administration and Federal Transit Administration.

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## Introduction

The Transportation System Management and Operations (TSMO) Program invites applications for funding to deliver projects in the Metro region. These transportation projects make more efficient use of the existing transportation system and help people and goods move around our region by restoring reliability, recovering from crashes (and other incidents) and managing demands that cause congestion. This is an opportunity for Metro and partners to respond to public priorities for transportation investments which are to improve safety, advance equity, reduce congestion and address climate change. TSMO projects are well suited to, and will be vital to making progress in all of these areas. TSMO projects can be systems that work region-wide, implemented in a travel shed or corridor, or on one facility. The project solicitation calls for projects that are not necessarily one technology or one improvement but are a collection of elements that meet multiple needs identified in the region or along a corridor. The Regional TSMO Program will be able to fund an estimated \$4.6 million in project costs. Project sizes typically range from \$200,000 to \$1,000,000. Project budgets are a combination of Metro's federal-source funds and local funds identified by the applicant. Please read this guide, review the application and reach out with any questions or considerations you would like assistance with in applying for a TSMO Project. Caleb Winter, TSMO Program Manager, can be reached at [caleb.winter@oregonmetro.gov](mailto:caleb.winter@oregonmetro.gov) or 503-797-1758.

**Applications Due: Monday, Sept. 23, 2019 by close of business**  
**Submit via email to: [Pamela.Blackhorse@oregonmetro.gov](mailto:Pamela.Blackhorse@oregonmetro.gov)**

## TSMO Plan, Policy and Identified Needs

The Portland Region's TSMO program seeks innovative project proposals that will help the region advance more quickly to meet regional outcomes: safety, equity, congestion and climate. Innovation is a focus of the TSMO Vision which includes: "The region will strive to be a nationally recognized leader for innovative management and operations of its system."

The following are 2010-2020 TSMO Plan<sup>1</sup> Functional Areas:

- Multimodal Traffic Management
- Incident Management
- Traveler Information
- Transportation Demand Management

Even before the 2010 adoption of the TSMO Plan, Metro supported TSMO partners on innovative approaches within these areas to achieve outcomes. When considering a proposal, ask:

"Does this project do something differently than we've done before?"

"Does this project do something we haven't done before?"

"Does this project find a new way to do something that is hard to do?"

These questions help answer if the project is innovative, particularly the last question.

Some projects suggested in the TSMO Plan have not yet been advanced. Several of these gaps were noticeable in the I-84 Multimodal Integrated Corridor Management study and documented in the final report in 2018.<sup>2</sup> Is there room for innovation within these unmet actions?

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<sup>1</sup> 2010-2020 TSMO Plan

[https://www.oregonmetro.gov/sites/default/files/2014/08/15/062010\\_regional\\_transportation\\_system\\_management\\_operations\\_plan.pdf](https://www.oregonmetro.gov/sites/default/files/2014/08/15/062010_regional_transportation_system_management_operations_plan.pdf)

<sup>2</sup> I-84 Multimodal Integrated Corridor Management Final Report <https://www.oregonmetro.gov/multimodal-integrated-corridor-management>

- Multimodal Traffic Management: Region-wide access management strategies RCTO (p.16)
  - Potential innovation: dynamic curb demand management
- ~~Multimodal Traffic Management: Congestion pricing/high occupancy toll lanes (p.18)~~<sup>3</sup>
- Multimodal Traffic Management: 24-Hour transportation operations coverage (p.19)
  - Potential innovation: agency agreement and development of a playbook or decision support system
- Traveler Information: Park & Ride traveler information (p.21)
  - Potential innovation: pilot real-time parking demand systems and implement based on findings
- Arterial performance measure RCTO and implementation<sup>4</sup> (p.22)
  - Potential innovation: revisit the Arterial Performance Measures RCTO and modernize with advances such as computer vision
- Incident Management: Dynamic routing and preemption pilot project (p.25)
  - Potential innovation: pilot use of signal priority for emergency response vehicles
- Transportation Demand Management: Parking management strategy and region-wide incentive pilot program (p.27-28)
  - Potential innovation: pilot a reservation system for public parking that links directly with incentives for non-auto trips
- Transportation Demand Management: Regional incentive system (p.30)
  - Potential innovation: pilot geographic- and time-based incentives to encourage mode-, route- and/or time-shifts

Innovative projects are associated with higher risk. How much risk is involved, and how to manage that risk, is a key consideration for the lead public agency and the TSMO Program. Innovative projects may involve private sector partners which hinges on commitments to completing the testing and deployment of an innovation. Innovation, risk and partnership will be taken into account, along with other factors, in prioritizing the next round of TSMO projects.

The needs of the TSMO Program today are to work quickly to achieve greater outcomes, as described above.

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<sup>3</sup> Congestion pricing is currently under policy development and implementation steps are uncertain at this time.

<sup>4</sup> Portland Multimodal Arterial Performance Management Implementation Guidance Document (RCTO)  
[https://www.oregonmetro.gov/sites/default/files/2015/09/29/Arterial\\_Measures\\_Guide.pdf](https://www.oregonmetro.gov/sites/default/files/2015/09/29/Arterial_Measures_Guide.pdf)

## **TSMO Project Guidelines**

### *Source of TSMO Program Funds*

Metro's source for TSMO program investments stems from Regional Flexible Funds. This funding program was prioritized by regional leadership of Metro Council and Joint Policy Advisory Committee on Transportation (JPACT) and is administered by Metro. The funding source is federal,<sup>5</sup> and therefore projects carry federal requirements. Federal requirements are dependent on funding categories that will be addressed after awards are announced. For example, funds may carry FTA rules or FHWA rules depending on the project, while some projects may address Congestion Mitigation and Air Quality (CMAQ) requirements. One requirement will not change: the lead agency is responsible for matching project costs with a minimum of local-source funds 10.27% of the total project. In other words, the TSMO program's federal funds will reimburse up to 89.73% of project costs (example of a \$100,000 project, up to \$89,730 is reimbursed) and the lead agency will be responsible for locally funding the remainder (\$10,270 in this example).

### **Eligibility**

Applications may be submitted by, or on behalf of eligible lead agencies for projects located within, or for TSMO partners' use in the region's Metropolitan Planning Organization (MPO) boundary<sup>6</sup>. Eligible lead agencies are Washington County and its cities, Clackamas County and its cities, Multnomah County and its eastern cities, and City of Portland, Oregon DEQ, TriMet, ODOT, Port of Portland and Parks and Recreation Districts.

### **Local Agency Certification**

Agencies applying for these funds will need to plan for project delivery of a Metro project using federal funds. Agencies that are certified by ODOT for parts or all project delivery may lead the delivery for tasks they are certified to lead. If an agency is not certified for all or portions of project delivery tasks, they will need to arrange for a certified local agency or for ODOT to lead delivery of the project. This is a new requirement per the ODOT agreement with the Association of Oregon Counties and League of Oregon Cities (the AOC/LOC agreement). The project budget should account for the costs of project delivery administration by the certified agency or ODOT and the risk of that agency finding it more expensive to implement a project under federal requirements than originally estimated based on delivering projects with funding that does carry federal requirements.

### **Agency and Community Support**

Communities across the region have voiced their needs through a variety of forums and community engagement. Applicants are encouraged to work with their agency's Planning Department to assess and cite community input for the project. Here are some considerations for this conversation:

- Was the project part of a planning process with a public comment period (e.g., RTP, local Transportation System Plan, etc.)?
- Is the project tied to needs expressed by community groups and comments (e.g., unsafe crossing; egregiously long red lights)?

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<sup>5</sup> In 2015, Congress passed a five-year transportation bill, known as the Fixing America's Surface Transportation (FAST) ACT. This is the root of Regional Flexible Funds for which Metro leads a process as the Metropolitan Planning Organization (MPO).

<sup>6</sup> The Metro Boundary is different than the well-known Urban Growth Boundary. To view the Metro Boundary, use MetroMap, click on the Layers tab and check the box for Metro Boundary: <http://gis.oregonmetro.gov/metromap/>

- Will the project have the support from all potentially involved agencies (e.g., letters from managers indicate agency support for one project lead agency; if applicable, railroads and airports)?

### ***Ensuring a High Quality Evaluation***

The project application is intended for the applicant to provide information about the proposed project to enable an evaluation of both technical merit (outcomes relative to the RTP priorities of safety, equity, climate and congestion and the 2010-2020 TSMO Plan strategies) and project delivery risks (assessment of application content related to successful project delivery).

Application content should include specific factual data when available (crash rates, demographics, inclusion on regional networks, etc.) Additional information to better clarify project details may be requested of the applicant.

Application reviewers may modify the evaluation methods described below if they determine such modification helps clarify or distinguish between the expected performance of candidate projects.

### **Selection Criteria**

#### ***Pass/Fail***

Applications must:

- Be complete and submitted by, or on behalf of an eligible applicant;
- Have an identified local match source, accompanied by an email or letter from the matching agency's Director or Manager with budget authority; and,
- Include cost estimates that are more precise than "planning level." (see below)
- Be consistent with the RTP or adopted plan.

Project proposals that pass this step will be evaluated further.

#### ***Evaluating Risk***

Metro will request assistance from ODOT Local Agency Liaisons (LALs), FHWA Oregon Division to evaluate project readiness and risk, resulting in a rating of risk. Applicants will have at least one week to address ratings in writing before the rating is final. The final rating and summary of risks will be available to the applicant and reviewers.

#### ***Reviewers***

Reviewers are regional agency staff from any or all of these agencies: Metro, FHWA Oregon Division, ODOT, TriMet, Port of Portland, and Portland State University/TREC. Metro will request reviewers who have strengths in evaluating projects to meet TSMO goals. Reviewers will commit to reviewing all submitted projects by the review deadline. Metro staff will provide the reviewers with preparation materials in advance of meeting to discuss project ratings and recommendations.

Reviews will make use of the following criteria and evaluation method.

<b>Criteria</b>	<b>Evaluation Method</b>	<b>Process</b>
<p>Project advances TSMO, relating to one or more functional areas:</p> <ul style="list-style-type: none"> <li>• multimodal traffic management,</li> <li>• traffic incident management,</li> <li>• traveler information,</li> <li>• transportation demand management</li> </ul> <p>Or other elements consistent with TSMO and the 2018 RTP Goal 4, Reliability and Efficiency.</p>	<p>Yes/No – Qualitative evaluation of descriptions in the application with considerations for innovation, timeliness, relative priority and appropriate fit for the TSMO Program opportunity, made possible by Regional Flexible Funds.</p>	<p>Descriptions reviewed for this include the PurposeNeed and Plans tabs of the project application that relate to the problem, solution and justification, the TSMO 2010-2020 Plan, related gaps and related plans.</p> <p>Step 1 - Metro will draft a yes/no response with a summary for the reviewers to consider.</p> <p>Step 2 - Reviewers will consider Metro summary for consistency with their review of the project application and make a final determination of Yes/No, along with a short description of the key ways in which the project advances TSMO.</p>
<p>Project advances Equity</p>	<p>Rating</p> <p>2 = the project describes how it advances equity making a connection to neighboring communities and/or system users in serving communities of color and/or communities of low income in making improvements to their:</p> <ul style="list-style-type: none"> <li>Public health</li> <li>Accessibility</li> <li>Safety</li> <li>Community stabilization</li> </ul> <p>And, is based on desires expressed by the community.</p> <p>1 = the project describes some but not all of the connections above.</p>	<p>Descriptions reviewed for this include rows 3-7 on the Measures tab.</p> <p>Step 1 - Metro will draft a rating with a summary for the reviewers to consider.</p> <p>Step 2 – Reviewers will consider Metro summary and make a final rating.</p>

<b>Criteria</b>	<b>Evaluation Method</b>	<b>Process</b>
	0= the project’s connection is inconclusive from the information provided; or, worsens conditions.	
Does the project advance safety for people by preventing deaths and serious injuries for any or all of the following?	<p>Rating</p> <p>2 = the project describes how it advances safety by focused work on preventing deaths and serious injuries. This focus comes from articulating how project elements are countermeasures to the causes of fatal/serious injury crashes on high-injury corridor(s) and/or intersection(s), and/or will protect vulnerable road users, incident responders and road workers at these locations.</p> <p>1 = the project describes some but not all of the connections above.</p> <p>0= the project’s connection is inconclusive from the information provided; or, worsens conditions.</p>	<p>Descriptions reviewed for this include rows 3-7 on the Measures tab.</p> <p>Step 1 - Metro will draft a rating with a summary for the reviewers to consider.</p> <p>Step 2 – Reviewers will consider Metro summary and make a final rating.</p>
Does the project address reliability and related safety issues through recovery efforts from incidents for any or all of the following?	<p>Rating</p> <p>2 = the project shows a direct connection to incident response capabilities, processes and/or technologies with methods to greatly reduce the chance of secondary crashes while increasing reliability, with benefits to all road users including freight and transit</p> <p>1 = the project describes some but not all of the connections above</p>	

<b>Criteria</b>	<b>Evaluation Method</b>	<b>Process</b>
	0= the project's connection is inconclusive from the information provided; or, worsens conditions	
Does the project reduce tailpipe carbon emissions, thereby improving air quality, reducing fuel consumption and contributing to climate goals?	<p>Rating</p> <p>2 = the project description includes a method to quantify carbon dioxide emissions reductions as a direct result of this project's impact on mode-use changes, reductions in idling or other results; and, includes an estimate of those reductions, based on currently available data applicable to a baseline estimate</p> <p>1 = the project describes some but not all of the connections above.</p> <p>0= the project's connection is inconclusive from the information provided; or, worsens conditions.</p>	<p>Descriptions reviewed for this include row 20 on the Measures tab.</p> <p>Step 1 - Metro will draft a rating with a summary for the reviewers to consider.</p> <p>Step 2 – Reviewers will consider Metro summary and make a final rating.</p>
How does the project relate to congestion management by applying TSMO strategy to improve reliability for people and goods?	Yes/No – Includes TSMO strategies that are known to shift or reduce motor vehicle use, or make more efficient motor vehicle operations. Descriptive summary may include a relative scale (e.g., high, medium, low) if feasible.	<p>Descriptions reviewed for this include row 21 on the Measures tab.</p> <p>Step 1 - Metro will draft a rating with a summary for the reviewers to consider.</p> <p>Step 2 – Reviewers will consider Metro summary and make a final rating.</p>

<b>Criteria</b>	<b>Evaluation Method</b>	<b>Process</b>
How does the project relate to congestion management by applying TSMO strategy to reduce the need for throughway expansion?	Yes/No – Description of one or more TSMO strategies developed by this project that are estimated to change 2% to 5% of vehicle travel on the facility or corridor	<p>Descriptions reviewed for this include row 22 on the Measures tab.</p> <p>Step 1 - Metro will draft a rating with a summary for the reviewers to consider.</p> <p>Step 2 – Reviewers will consider Metro summary and make a final rating.</p>
Does the project improve upon regional capabilities to manage recurring and non-recurring congestion?	Yes/No – Description demonstrates how the project will improve regional capability such as adding predictive input to operator decisions, expanding central system capabilities or similar enhancements.	<p>Descriptions reviewed for this include the CapabilityMaturity tab of the project application to assess capability improvements.</p> <p>Step 1 - Metro will draft a yes/no response with a summary for the reviewers to consider.</p> <p>Step 2 - Reviewers will consider Metro summary for consistency with their review of the project application and make a final determination of Yes/No.</p>
Leverages resources and/or existing systems	Yes/No – Description demonstrates how the project will leverage resources (e.g., increased match amounts, past or current projects, etc.), and/or leverages existing systems to reduce operations and maintenance costs.	<p>Descriptions reviewed for this include the ScopeSchedBudget tab of the project application.</p> <p>Step 1 - Metro will draft a yes/no response with a summary for the reviewers to consider.</p>

<b>Criteria</b>	<b>Evaluation Method</b>	<b>Process</b>
		Step 2 - Reviewers will consider Metro summary for consistency with their review of the project application and make a final determination of Yes/No.
Is the project ready with sufficient details to start? Does the proposal make a reasonable effort to identify potential significant risks ahead of time that could result in changes to the proposed scope, schedule or budget?	Yes/No - Descriptions of the project demonstrate readiness.	<p>Descriptions reviewed for this include the ProjectType and ScopeSchedBudget tabs of the project application.</p> <p>Step 1 - Metro will draft a yes/no response with a summary of risks for the reviewers to consider.</p> <p>Step 2 - Reviewers will consider Metro summary for consistency with their review of the project application and make a final determination of Yes/No.</p>
Is the project innovative in doing something new, or in a new way?	Yes/No – Descriptions of the project demonstrate why and how this project is innovative.	<p>Descriptions reviewed for this include the PurposeNeed tab and ScopeSchedBudget tab.</p> <p>Step 1 - Metro will draft a yes/no response with a summary for the reviewers to consider.</p> <p>Step 2 - Reviewers will consider Metro summary for consistency with their review of the project application and make a final determination of Yes/No.</p>

Reviewers will see all Metro ratings, summaries and make final determinations.

**TransPort Discussion**

TransPort will discuss and provide input on the collection of ratings and prioritize the list of projects, consistent with Bylaws.<sup>7</sup> Metro staff will write up the recommendation for TransPort’s consideration and action. TransPort will communicate this recommendation to TPAC. Unless Metro Council or JPACT request to review or act on the TSMO sub-allocation, the region will proceed with the recommendation of TransPort. Metro staff will provide award letters to successful applicants with conditions of approval. Conditions of approval may be generated by discussion of the recommendation. Conditions of approval will also refer to the UPWP, MTIP/STIP and other required processes for federally funded Metro projects.

**Cost Estimates**

Applicants will show the basis used for estimating costs. The precision of cost estimates will be noted. The TSMO Program lacks additional funds, cannot support cost increases and has limited capacity to take on the administrative burden of amendments throughout the life of the project (administration that also greatly impacts a project’s timeline). The following is a lists of cost estimate methods that are increasingly precise:

- Unit costs – general costs that could apply to this type of project in any setting
- Recent project costs – costs were sourced from line items in a recent contract that is both a similar scope and similar context/location (or adjusted based on differences to each)
- A detailed budget submitted by a professional for this project
- A bid or proposal for this project

Planning-level costs are a “ballpark,” used for scale are not acceptable because TSMO Projects are for implementation.

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<sup>7</sup> TransPort Bylaws are posted here: <https://www.oregonmetro.gov/regional-leadership/metro-advisory-committees/transportation-policy-alternatives-committee/transpo-0>

### **TSMO Project Application**

See Excel workbook for the TSMO project application. The project application was created in an Excel workbook with multiple tabs to avoid duplicating information that can later be used for projects chosen in this process. Please open the application today and let Metro staff know if you have any issues.

Tabs are:

- Cover
- AgencyInfo
- Location
- PurposeNeed
- Plans
- Capability Maturity
- Project Type
- ScopeSchedBudget
- Measures

Fill in information in the blue and green colored cells. All cells are optional; however, the TSMO Program expects clear, concise and well-defined responses in areas that are applicable to your project proposal in order to support the recommendation process.

Please contact Caleb Winter, TSMO Program Manager, with any questions ([caleb.winter@oregonmetro.gov](mailto:caleb.winter@oregonmetro.gov) or 503-797-1758).

If you picnic at Blue Lake or take your kids to the Oregon Zoo, enjoy symphonies at the Schnitz or auto shows at the convention center, put out your trash or drive your car – we've already crossed paths.

**So, hello. We're Metro – nice to meet you.**

In a metropolitan area as big as Portland, we can do a lot of things better together. Join us to help the region prepare for a happy, healthy future.

**Metro Council President**

Lynn Peterson

**Metro Councilors**

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