

# Corvallis Area Metropolitan Planning Organization Member Handbook

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## Corvallis Area Metropolitan Planning Organization

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# Chapter 1: Introduction

## What is a Metropolitan Planning Organization (MPO)?

A Metropolitan Planning Organization (MPO) is a transportation policy-making body made up of representatives from local government and transportation agencies with authority and responsibility in metropolitan planning areas. Federal legislation passed in the early 1970s required the formation of an MPO for all urbanized areas (UZAs) with a population greater than 50,000. Today, there are more than 300 MPOs across the country, including eight Oregon MPOs.

The MPOs in Oregon include:

- Albany Area MPO (AAMPO)
- Bend MPO (BMPO)
- Central Lane MPO (CLMPO)
- Corvallis Area MPO (CAMPO)
- Middle Rogue MPO (MRMPO)
- Portland Metropolitan Area (Metro)
- Rogue Valley MPO (RVMPO)
- Salem-Keizer Area Transportation Study (SKATS)

In addition, there are two bi-state MPOs primarily functioning within the state of Washington. The bi-state MPOs include:

- Walla-Walla Valley MPO (containing the City of Milton-Freewater and Umatilla County)
- Longview-Kelso-Rainier MPO (containing the City of Rainier)

The MPOs with 200,000 or more population are also designated as ***Transportation Management Area (TMA)***, a designation that brings in additional responsibility and authority. Portland Metro, Central Lane, and Salem-Keizer MPOs are the three TMAs in Oregon.

## What Does an MPO Do?

In accordance with federal regulations, an MPO's role is to provide a setting for cooperative regional transportation planning. The MPO supports and builds off local transportation planning efforts and plays a coordination role in planning and programming funds for projects and operations. As a condition for receiving federal transportation dollars, MPOs must have a *continuing, cooperative and comprehensive* transportation planning process in cooperation with their state Department of Transportation.

Specific responsibilities of MPOs include development of:

- An annual Unified Planning Work Program (UPWP)
- A four-year Transportation Improvement Program (MTIP or TIP)
- A long-range (20 year) Regional Transportation Plan (RTP)
- A Public Participation Plan (PPP)
- An annual list of obligated projects

MPOs also must demonstrate compliance with Title VI of the Civil Rights Act of 1964 and subsequent federal nondiscrimination directives through an adopted Title VI Nondiscrimination Plan. Title VI and subsequent executive orders prohibit discrimination on the basis of race, color, national origin, sex, age, disability and income status in programs and activities receiving federal financial assistance.

## Historical Context

While the beginnings of urban transportation planning go back further, the modern federal requirement for urban transportation planning emerged during the early 1960s.

The Federal-Aid Highway Act of 1962 created the federal requirement for urban transportation planning largely in response to the construction of the Interstate Highway System and the planning of routes through and around urban areas. The Act required, as a condition attached to federal transportation financial assistance, that transportation projects in urbanized areas of 50,000 or more in population be based on a continuing, comprehensive, urban transportation planning process undertaken cooperatively by the states and local governments — the birth of the so-called 3C, “continuing, comprehensive and cooperative planning process.”



In 1974 the U.S. Congress amended the Federal Aid Highway Act and mandated the formation of Metropolitan Planning Organizations (MPOs) to carry out the required planning process. MPOs were established to ensure local and regional governments were able to effectively carry out regional transportation planning and programming.

The passage of the Intermodal Surface Transportation Efficiency Act (ISTEA) in 1991 further strengthened the metropolitan planning process by enhancing the role of local elected officials, requiring stakeholder involvement, and emphasizing multi-modal planning, system efficiency, mobility and access. The role and authorities of MPOs have been retained by subsequent transportation funding and authorization legislation, including the Moving Ahead for Progress in the 21<sup>st</sup> Century Act (MAP-21), in place from 2012 to 2014, and the Fixing America's Surface Transportation Act (FAST), in place since 2015 and set to expire in September of 2021.

## Chapter 2: CAMPO Overview

### What is the Corvallis Area Metropolitan Planning Organization (CAMPO)?

The Corvallis Area Metropolitan Planning Organization (CAMPO) was formed following the 2000 Census, which determined that the Corvallis Urbanized Area had exceeded a population of 50,000 residents. CAMPO was formally designated by the Governor of Oregon in December 2002.

As designated, the CAMPO Planning Area covers the Corvallis Urbanized Area, which is composed of the cities of Adair Village, Corvallis and Philomath as well as parts of Benton County. A map of the CAMPO planning area is shown to the right (

**Figure 1).**

CAMPO membership includes:

- City of Adair Village
- City of Corvallis (also represents Corvallis Transit System)
- City of Philomath
- Benton County
- Oregon Department of Transportation

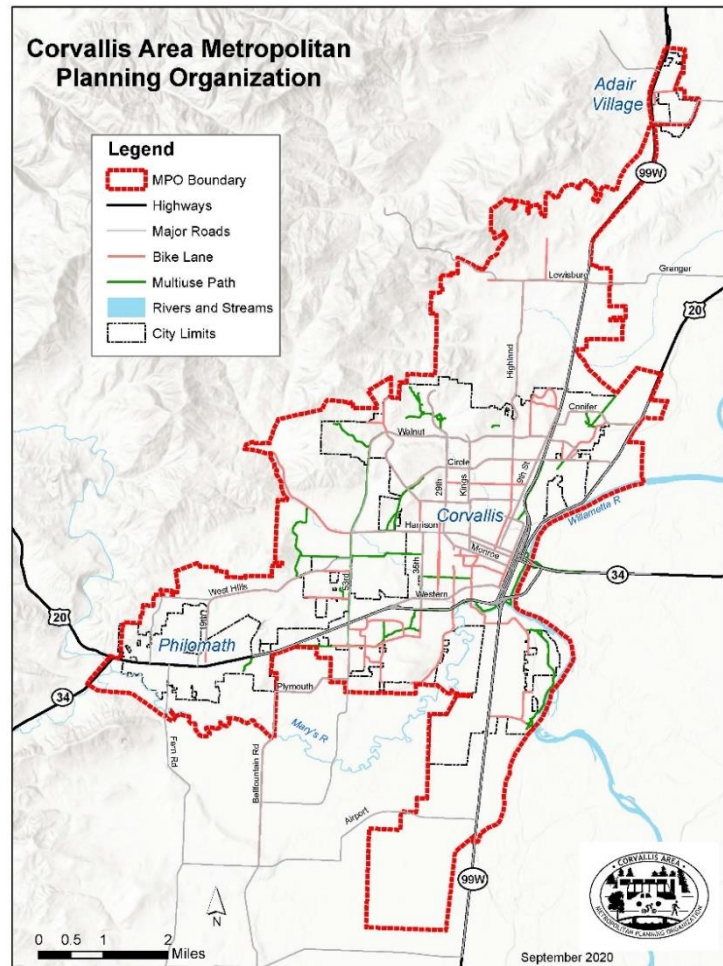
### Policy Board

CAMPO is governed by a five-member Policy Board consisting of elected representatives from the cities of Adair Village, Corvallis, Philomath, and Benton County, as well as a staff person from the Oregon Department of Transportation (ODOT). Members of the CAMPO Policy Board are designated by the governing body of member jurisdictions (i.e. Mayor/City Council or the County Board of Commissioners). The Policy Board's decision-making process is based on consensus building among the members. A complete description of the Policy Board's decision making process and the election of officers are outlined in the CAMPO Policy Board Operating Guidelines (Included in CAMPO Handbook).

Per the federal transportation planning regulations (USC, Title 23), the MPO Policy Board is empowered to make transportation planning and programming decisions for the MPO Area. The federal government recognizes a transportation plan adopted by the MPO Policy Board as the official Transportation Plan for the MPO Area. Federal dollars will not be released to any transportation project in the MPO Area that is not consistent with the goals and objectives of the MPO's Transportation Plan.

The Policy Board is also empowered to establish the area's transportation priority projects and to allocate federal dollars to those priority projects. The Oregon Department of Transportation is required to honor the integrity and the priority order of the MPO's transportation projects.

**Figure 1: CAMPO Planning Area**





## Technical Advisory Committee (TAC)

The Technical Advisory Committee provides technical assistance to the Policy Board. The TAC is made up of professional staff of the member jurisdictions. Meetings of the TAC, their decision making process and the election of officers are according to the adopted TAC Operating Guidelines (Included in CAMPO Handbook). The TAC is made up of representatives of the following entities:

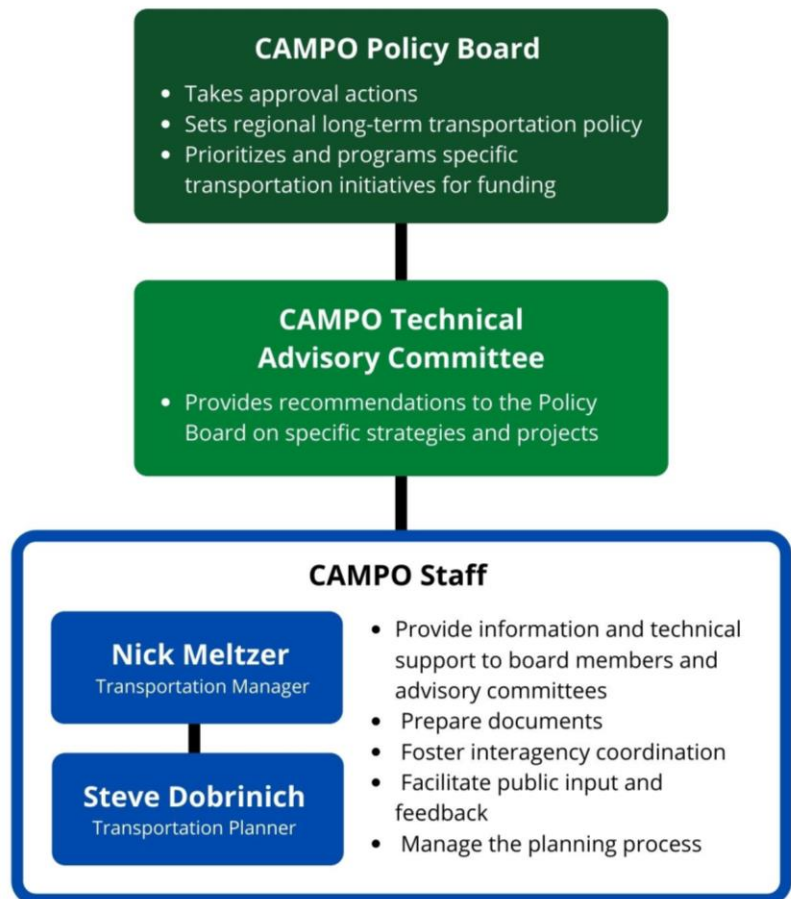
- City of Adair Village
- City of Corvallis (also represents Corvallis Transit System)
- City of Philomath
- Benton County
- Oregon Department of Transportation
- Oregon State University
- Albany Transit System (Representing Linn Benton Loop)

The TAC also includes ex-officio members representing the following federal and state agencies:

- Federal Highway Administration (FHWA)
- Federal Transit Administration (FTA)
- Oregon Department of Land Conservation and Development (DLCD)
- Oregon Department of State Land (DSL)
- Oregon Department of Environmental Quality (DEQ)

The City of Corvallis is the owner of the Corvallis Transit System and their representation on the MPO Policy Board and TAC also represents the interests of the transit system.

**Figure 2: CAMPO Organization Chart**



## Relationship with OCWCOG

CAMPO's staffing --including administrative, bookkeeping, and computer services-- are performed by the Oregon Cascades West Council of Governments (OCWCOG) under a contract with the Policy Board. OCWCOG staff dedicated to CAMPO activities are located in the Community and Economic Development Department (CED). Staffing for CAMPO includes a full-time Transportation Planner, assistance from the Community Economic Development (CED) Executive Administrative Assistant, and assistance as needed from the Transportation Program Manager, CED Director, and other planning staff.

CAMPO is a freestanding MPO governed by the CAMPO Policy Board. The CAMPO Policy Board operates independently of the OCWCOG Board.

## Relationship with Area Commission on Transportation (ACT)

The ACTs are advisory bodies to the Oregon Transportation Commission (OTC). Initially, ACTs were created to advise OTC on funding priority of transportation Modernization projects. Over the time, their consultative role has been expanded to other transportation issues.

The Cascades West Area Commission on Transportation (CWACT) is one of the oldest and most active of such commissions in Oregon. CWACT is made up of representatives of the public and private entities in Linn, Benton, and Lincoln Counties.

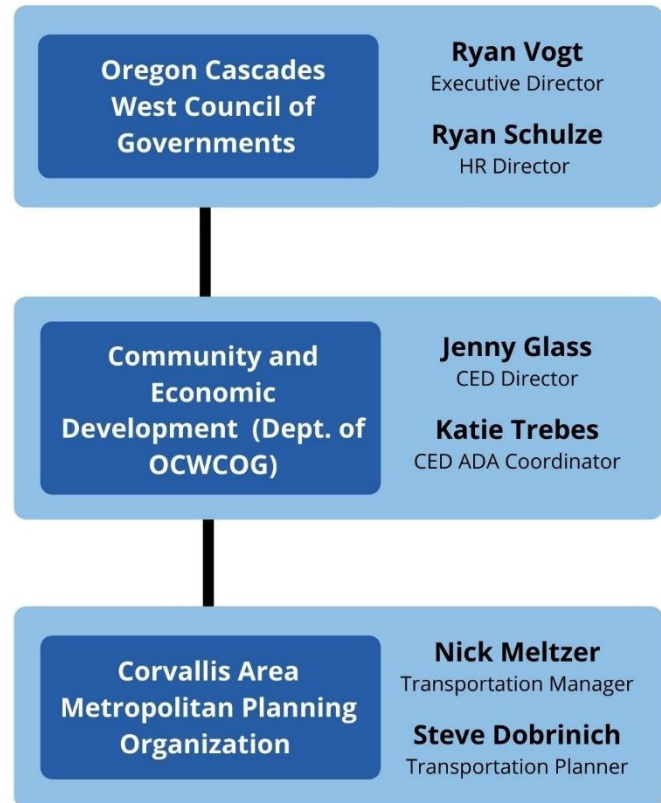
CAMPO and CWACT have signed a coordination/cooperation protocol that outlines procedures for synchronization of transportation priorities and decisions between the two entities.

## Relationship with State and Local Government

Upon the formation of CAMPO, Intergovernmental Agreements (IGAs) have been signed between CAMPO and ODOT, and CAMPO and local governments. These IGAs call for cooperation among the signatories and the designation of a representative to the CAMPO Policy Board and CAMPO Technical Advisory Committee.

In 2008, per the requirements of the new Transportation ACT, an IGA was signed by ODOT, CAMPO and the Corvallis Transit System which requires consultation with other signatories of the IGA on transportation plans and projects.

**Figure 3: OCWCOG Organization Chart**



## Chapter 3: Mission and Goals

The mission of CAMPO is to:

1. Maximize cooperation among local governments for the creation, maintenance and preservation of a sound multimodal transportation system that would facilitate efficient movement of people and goods within and through the MPO Area;
2. Build capacity among member jurisdictions for decision making;
3. Support state and federal transportation policies that would benefit the area's transportation system;
4. Enhance the flow of federal and state transportation funds into the MPO Area to help in meeting the area's transportation goals.

The goals of CAMPO are to:

1. Build consensus among local governments on issues affecting the area's transportation system;
2. Enhance the area's transportation system;
3. Incorporate environmental, sustainability and energy conservation issues into the transportation decision making process;
4. Provide for the transportation needs of all people;
5. Provide for all modes of transportation;
6. Participate in the formation of statewide transportation policies and decisions;
7. Work with state and federal agencies to secure the needed funds for the improvement of the area's transportation system.



## Chapter 4: MPO Work Products

In accordance with federal regulations, CAMPO's role is to provide a setting for cooperative regional transportation planning. The MPO supports and builds off local transportation planning efforts and provides a coordination role for planning and programming funds for projects and operations. Specific responsibilities of CAMPO include development of:

- An annual Unified Planning Work Program (UPWP)
- A long-range (20 year) Regional Transportation Plan (RTP)
- A Four-year Metropolitan Transportation Improvement Program (MTIP or TIP)
- A Title VI Nondiscrimination Plan
- A Public Participation Plan (PPP)
- An annual list of obligated projects

The sections below describe the major MPO work products in more detail.

### Unified Planning Work Program (UPWP)

The purpose of the Unified Planning Work Program (UPWP) is to outline the transportation planning and programming activities of the MPO during the course of the fiscal year. The CAMPO UPWP describes major work tasks and serves as a guiding document for MPO staff and committee members. The CAMPO UPWP contains the following elements:

- A description of planning tasks the MPO will undertake with federal funds (e.g., data collection and analysis, public outreach, preparation of the TIP, etc.) and the products that will result from these activities
- An estimate of funding to be spent on each activity
- Estimated staff time needed to complete each activity
- A timeline for completion of each activity

### Regional Transportation Plan

The purpose of the Regional Transportation Plan (RTP) is to identify how the Corvallis Metropolitan Area will meet the needs of the transportation system over a 20-year planning horizon. The RTP contains projects and policies to guide the development of a multi-modal transportation system (including transit, highway, bicycle, pedestrian, and accessible transportation) which meets the region's economic, transportation, development and sustainability goals, while remaining fiscally constrained.

Federal and state regulations require that transportation projects be derived from an adopted RTP. This means that transportation funds cannot be released to projects that are not recommended in the RTP. The CAMPO RTP is recognized by federal and state transportation agencies and serves as the requisite document for the flow of federal funds to the area.

Per the federal regulations, the RTP is a Financially Constrained document. In that, every project in the RTP must have a "reasonably anticipated" funding source. As such, the RTP includes a financial plan that demonstrates a balance between the costs of all recommended projects and the reasonably anticipated funds available to the MPO. Needed projects for which no funding sources could be identified are listed under the title of "Illustrative Projects". When and if additional funds become available, the MPO can amend the RTP to move an Illustrative Project into the recommended list.

The Policy Board is empowered to amend the RTP for any necessary additions, deletions, or modifications, granted that the amendment meets all applicable federal requirements. Amendments that make substantive changes to the RTP may require public involvement and the evaluation of financial impacts of the change. A minor or administrative amendment, on the other hand, may not trigger these processes.

CAMPO's current RTP was developed during 2016 and 2017 through an extensive public involvement process. The CAMPO Policy Board adopted the RTP in March 2017. Federal rules require the RTP to be updated every five years. CAMPO is in the early stages of updating the current RTP with an anticipated adoption in early 2022.

### **Metropolitan Transportation Improvement Program (MTIP)**

The Metropolitan Transportation Improvement Program (MTIP) is a short-range capital improvement program that lists priority transportation projects in the Corvallis Metropolitan Area for funding. The MTIP encompasses a period of four fiscal years and must be updated every three years.

Projects in the MTIP must conform to, and be consistent with, the approved RTP in order to be approved for federal funds. The MTIP is a more precise document than the RTP specifying the phases of a project, the schedule, the costs, the funding source(s), and the sponsor(s) of each project that is ready for implementation. Just like the RTP, the MTIP must be fiscally constrained. This means that the MTIP may include a project, or an identified phase of a project, only if full funding can reasonably be anticipated to be available within the time period contemplated for completion of the project.

The MTIP development process relies on building consensus among federal, state and local agencies on funding priorities of near term transportation projects. All federally funded transportation projects (inclusive of all travel modes) within the MPO's boundaries must be included in the MTIP. In addition, the MTIP should include projects that are considered regionally significant, regardless of funding source. MPOs may also include local, non-regionally significant projects in the MTIP as a way of keeping track of improvements throughout their transportation networks.

The MTIP must be approved by both the MPO Policy Board and the Governor. MPOs are responsible for monitoring the progress and financial status of projects listed in its MTIP.

### **Title VI Nondiscrimination Plan**

The Title VI Nondiscrimination Plan is a federally required document which reflects CAMPO's commitment to ensuring that no person shall –on the grounds of race, color, national origin, sex, age, disability or income status -be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity conducted by the MPO. CAMPO's Title VI Nondiscrimination Plan was developed to meet obligations under Title VI of the 1964 Civil Rights Act, the President's Executive Order on Environmental Justice (1994) and subsequent orders and enforcement regulations. CAMPO's current Title VI Plan was adopted in October 2020.

### **Public Participation Plan (PPP)**

The MPO is responsible for actively seeking the participation of citizens, stakeholders and all relevant agencies in the planning process. Towards this effort, every MPO must develop a Public Participation Plan (PPP) in consultation with citizens and other interested parties. The PPP describes methods, strategies, and desired outcomes for public participation, addressing outreach to a broad audience of interested parties. The PPP outlines the policies and procedures adopted by the CAMPO Policy Board for involving the general public in the MPO's transportation decision-making processes.

## Chapter 5: MPO Funding

Federal funds provided by the Federal Highway Administration and the Federal Transit Administration are typically the primary funding source for CAMPO planning and programming activities. ODOT and the local jurisdictions provide the required match for those funds, either with state funds or through in-kind match. MPOs with populations over 200,000 typically receive funds directly from the USDOT while MPOs with populations under 200,000, like CAMPO, receive federal funding through the state DOT. Below is a listing of the typical funds available to the Corvallis Area MPO. **Figure 4** graphically depicts CAMPO's primary funding sources.

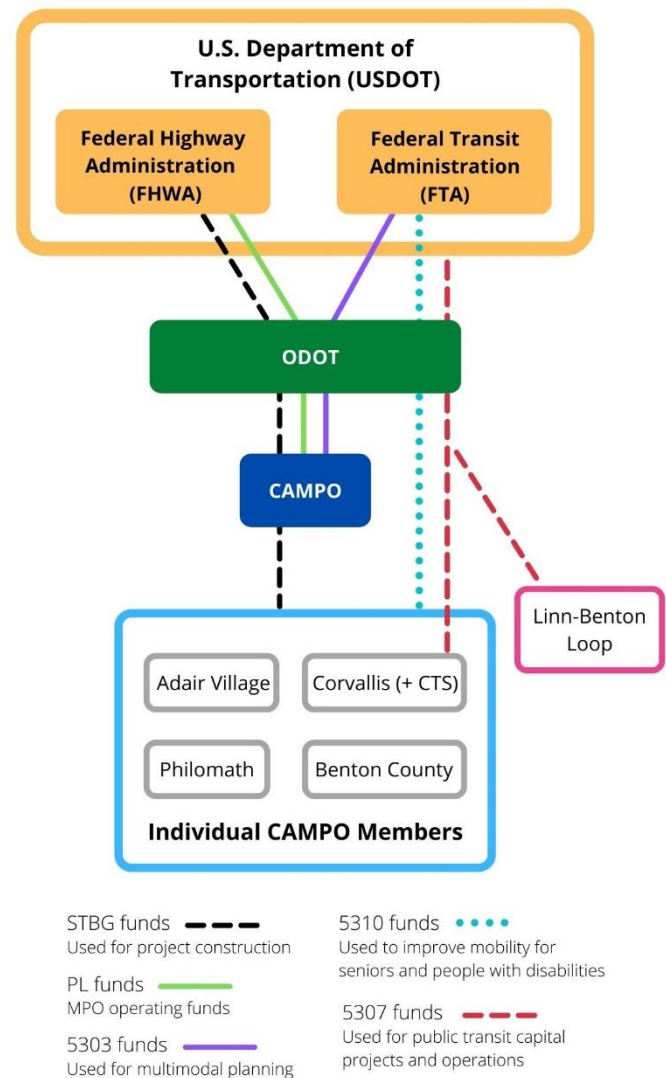
### Primary Funding Sources

- 1. Surface Transportation Block Grant (STBG) Program:** The Surface Transportation Block Grant Program (previously the Surface Transportation Program) provides flexible funding that may be used by states and localities for projects to preserve and improve the conditions and performance on any federal-aid highway, bridge and tunnel projects on any public road, pedestrian and bicycle infrastructure, and transit capital projects, including intercity bus terminals. Funds are administered by FHWA and used to implement projects identified in the Regional Transportation Plan.

The MPO's allocation of STBG funds is distributed with approval from the Policy Board after review by the TAC. The State of Oregon allows small MPOs to complete fund exchange agreements with ODOT. CAMPO receives \$0.94 for every dollar it puts into the state fund exchange but gains significant flexibility in project delivery.<sup>1</sup> CAMPO's annual share of STBG dollars has been growing over the past several years. In the most recent allocation CAMPO received approximately \$850,000 for FY2021.

- 2. PL Funds:** FHWA metropolitan planning funds, also known as Public Law (PL) funds, are one and half percent of the total STBG dollars apportioned to the state. PL funds are used to finance MPO operations. CAMPO receives an annual allocation of PL funds for implementing the tasks outlined in its annual Unified Planning Work Program (UPWP). In Oregon, the Federal PL fund is matched by 10.27% of ODOT dollars.

**Figure 4: Primary Funding Sources**



<sup>1</sup> Note- this is scheduled to change to \$0.90 for every dollar in 2022

3. **Section 5303 Funds:** These FTA metropolitan transit planning funds are intended for multimodal transportation planning in MPO areas. 5303 funds are apportioned to states by a formula that includes each state's urbanized area population in proportion to the total urbanized area population for the nation, as well as other factors. Similar to the PL funds, 5303 funds are redistributed by state DOTs to MPOs by statewide formula.
4. **Section 5307 Funds:** FTA 5307 funding is provided to MPOs for public transportation capital, planning, job access and reverse commute projects. 5307 funds may also be used for operating expenses in MPOs of less than 200,000 or if the system has fewer than 100 buses.

The City of Corvallis, which operates Corvallis Transit System, is the Direct Recipient of CAMPO's 5307 funds. The funds should be expended by the City of Corvallis consistent with the CAMPO RTP and the guidance provided by the CAMPO Policy Board.

5. **Section 5310 Funds:** This FTA program is intended to enhance mobility for transit-dependent seniors and persons with disabilities by providing funds for programs beyond traditional public transportation services and Americans with Disabilities Act (ADA) complementary paratransit services. A portion of each state's 5310 allocation is intended to be spent within MPO areas. MPOs with populations of 200,000 or greater receive these funds directly; however, the funds intended to be spent within smaller MPOs flow through the state DOT.

In Oregon, a designated agency receives 5310 funds on behalf of the smaller MPOs (with populations less than 200,000). The STF agencies coordinate with MPOs to determine how 5310 funds will be spent within the MPO area. CAMPO's STF agency is Benton County.

6. **Section 5339 Funds:** Section 5339 (Bus and Bus Facilities Program) provides capital funds to transit projects for replacement, rehabilitation, purchase of buses or bus-related equipment, and for construction of bus-related facilities. Section 5339 funds cannot be used for operating assistance.

## Other Funding Sources

1. **Transportation Enhancement Program (TE):** Ten percent of STBG dollars apportioned to the states is allocated to the Transportation Enhancement Program. TE projects are those that enhance the quality of transportation experiences. Examples include sidewalk and bike facilities, landscape and gateway improvements and preservation of historic transportation facilities. ODOT distributes TE funds on a competitive basis. As a requisite for funding, the MPO endorses that the TE projects are consistent with the area's transportation goals.
2. **Transportation Growth Management Program:** The Transportation Growth Management (TGM) Program is a state fund program administered jointly by ODOT and the Department of Land Conservation and Development (DLCD). The TGM program consists of five program areas, including the planning grant program. The planning grant program awards grants on an annual basis to support policy decisions through development of transportation plans or integrated land use and transportation plans. Examples of TGM grant projects include city level transportation system plans (TSPs), downtown plans, bicycle and pedestrian plans, and mobility hub feasibility studies. The purpose of TGM Program is to reconcile challenging land use and transportation issues.
3. **State Transportation Improvement Funds (STIF):** State Transportation Improvement Funds (STIF) are used for improving or expanding public transportation service in Oregon. ODOT disburses the majority of STIF funds based on formula allocation. The remaining STIF funds are split into two categories and distributed bi-annually on a competitive basis. Those two categories include:

The STIF Discretionary Fund receives 5 percent of STIF funds. ODOT awards Discretionary funds to public transportation service providers based on a competitive grant process.

The STIF Intercommunity Discretionary Fund receives 4 percent of STIF funds. ODOT awards Intercommunity funds to public transportation service providers to improve public transportation between two or more communities based on a competitive grant process.

- 4. Oregon Community Paths Program:** The Oregon Community Paths (OCP) Program is an ODOT grant program dedicated to helping communities create and maintain connections through multiuse paths. ODOT uses money from the state Multimodal Active Transportation fund and federal Transportation Alternatives Program to fund the OCP program. Grants can be used for project development, construction, reconstruction, major resurfacing or other improvements of multiuse paths that support access and safety for people walking and bicycling. Grants are awarded on a bi-annual cycle to cities and counties. MPOs cannot apply for OCP grants directly, but can assist member jurisdictions with grant applications.

## Appendix A: Relationship between the State and MPO Transportation Planning Documents

Oregon's statewide transportation planning process, and CAMPO's place within the process, can be confusing. The relationship between state and MPO long range transportation plans and Transportation Improvement Programs is shown graphically in **Figure 5**.

All transportation projects stem from long range transportation plans, which are created at both the state and MPO level. MPO's list transportation projects that are intended to be completed in the next four years into Metropolitan Transportation Improvement Programs (MTIP). An MPO's MTIP must be consistent with its long range regional transportation plan (RTP).

MTIPs from all MPO's across the state are then bundled together, along with projects from outside of MPO planning areas, to create the Statewide Transportation Improvement Program (STIP). Just as an MTIP should be consistent with the MPO's RTP, the STIP should be consistent with the Oregon Transportation Plan (OTP), the state's long range transportation system plan.

Once projects from across the state are listed in the STIP, it is sent to FHWA and FTA for review and approval. Once approved, funds are released according to schedule to individual MPO members and non MPO-areas for implementation.

**Oregon Transportation Plan (OTP):** Long-range (20 year) transportation system plan for the state. It establishes a vision and policy foundation to guide transportation system development and investment. Also referred to as a State Long Range Transportation Plan (LRTP).

**Statewide Transportation Improvement Program (STIP):** Detailed project list showing how federal funds will be spent over a 4 year period. The STIP should be consistent with the Oregon Transportation Plan.

**Regional Transportation Plan (RTP):** Long-range (20 year) transportation system plan for an MPO. RTPs are updated every 4 or 5 years. RTPs establish the vision and goals to guide transportation system development and investment and identify projects to be completed over the next 20 years.

**Metropolitan Transportation Improvement Program (MTIP):** Detailed project list showing how federal funds will be spent over a 4 year period. The MTIP is a mechanism to focus and prioritize the short-term schedule and funding for projects identified in the RTP. The MTIP must be consistent with the MPO's Regional Transportation Plan. Often referred to as simply the "Transportation Improvement Program", or TIP.

**Figure 5: Relationship of RTP, MTIP, OTP, and STIP**

