

Transportation Project Prioritization Process

**Cache County
Quarter Cent Sales Tax Funding
Cache County Council of Governments (CCCOG)**

**Adopted June 16, 2008
Amended June 7, 2010
Amended April 9, 2012**

Transportation Project Prioritization Process

I. Introduction

In accordance with Utah State Code **59-12-2208**, Cache County voters approved the following ballot measure establishing a county-wide .25% sales tax: *"Shall Cache County, Utah, be authorized to impose a .25% sales and use tax for transportation projects, corridor preservation, congestion mitigation, or to expand capacity for regionally significant transportation facilities?"*

The state code authorizing the ballot measure requires that the county create the Cache County Council of Governments (CCCOG), which is composed of the Mayor of each incorporated city or town and the Cache County Executive. The CCCOG is required to "develop a written prioritization process for the prioritization of projects to be funded by revenues a county will receive..." **59-12-2208**.

The legislation established the following process for making recommendations to the County Council:

- 1) Identify the projects that are eligible to be prioritized;
- 2) Identify the criteria and factors needed to evaluate each criterion;
- 3) Collect the necessary project data for each factor;
- 4) Design a tabulation system (spreadsheet) that using the data, ranks the projects according to each criterion;
- 5) Submit the priority list to the Cache County Council for approval (The CCCOG can only submit one priority list per calendar year).

The revenue generated from this tax can be used for any "project" or "service" in Cache County related to a "regionally significant" transportation facility. "Regionally significant" is defined by **59-12-2217** for Cache County as:

1. A Principal or Minor Arterial Highway;
2. A Major or Minor Collector Highway or Road; and
3. An Airport of Regional Significance .

The Utah Department of Transportation (UDOT) is charged with applying the federal guidelines for "functionally classified" roadways in Cache County for existing roads (see maps in Appendix 1). Non-existing future roads must be planned to be built to the standard consistent with item 1 or 2 above to be considered eligible. Unclassified existing roads must also be improved to meet a standard described in item 1 & 2.

Both state and local roads that meet the above definition are eligible to receive funding. All aspects of development of these facilities are considered eligible activities. The CCCOG interpretation of "project and service" defined under **59-12-2217** includes preliminary project specific studies, environmental reviews or analysis, preliminary and final engineering services as well as acquisition of road right-of-ways (even well in advance of road construction), and all aspects of roadway construction.

All typically associated "standard" roadway improvements are eligible expenses for CCCOG funds (e.g. sidewalks, curb & gutter, utility relocations, standard street lighting and landscaping). Any "premium" or upgraded roadway amenities (historical or decorative street lights, upgraded landscaping etc) are considered project "betterments" and must be paid by the local jurisdictions. Prior to awarding a construction contract, funded applicants must submit a buildable plan set for review by the CCCOG chair, Cache County Executive and CCCOG staff. Also, The CCCOG has determined that any utility upgrade cost (e.g. installation of new or larger water or sewer lines) must be covered by the sponsoring jurisdiction.

Projects can be submitted for scoring consideration from any eligible sponsoring jurisdiction (County, incorporated Cities and Towns) in Cache County. In the case of a project that spans more than one jurisdiction, a lead sponsoring jurisdiction must be identified.

Road projects located primarily within the “urbanized” planning boundary of the Cache Metropolitan Planning Organization (CMPO) must also be included in the CMPO’s Regional Transportation Plan **2035 Highway Vision Plan (Figure 10)**.

The CCCOG recognizes a need in Cache County to make location specific “spot improvements” to the transportation network. These projects may include such things as intersection reconstructions, “bottleneck” road widening or location specific safety improvements. Although smaller in scale than larger corridor road improvement projects, spot improvement projects will receive equal consideration with the larger projects. Spot improvement projects that request \$200,000 or less are not required to be included as part of the CMPO’s Regional Transportation Plan.

Project applicants are required to provide at least 7% local match (cash or in-kind).

The CCCOG recognizes a need in Cache County to make improvements in the more rural areas of the County, especially those outside the CMPO’s urbanized planning boundary. Although potentially smaller in scale road improvement projects in the urbanized planning boundary these projects may be critical to the County’s future needs. Thus, rural projects will receive equal consideration with the urban projects.

II. Project Selection Process

The legislation requires that the council of governments develop a written rank-ordering process (Section **59-12-2217**) that must include:

- (i) a definition of the type of projects to which the written prioritization process applies;
- (ii) specification of a weighted criteria system that is used to rank proposed projects and how the weighted criteria system will be used to determine which projects will be prioritized;
- (iii) specification of the data that is necessary to apply the weighted ranking criteria; and
- (iv) any other provisions the council of governments considers appropriate.

This process must include the following considerations:

- (i) the cost-effectiveness of a project;
- (ii) the degree to which a project will mitigate regional congestion;
- (iii) the compliance requirements of applicable federal laws or regulations;
- (iv) the economic impact of a project;
- (v) the degree to which a project will require tax revenues to fund maintenance and operation expenses; and
- (vi) any other provisions the council of governments considers appropriate.

The CCCOG has adopted the following considerations for selecting eligible projects. The considerations are listed in order of importance, as established by the CCCOG members.

1. Congestion Relief Criterion

Basis for Criterion

H.B. 4001 requires that the weighted criteria system include "the degree to which a project will mitigate regional congestion" (59-12-2217). The CCCOG ranks congestion relief as the most important consideration for allocating these funds. A volume/capacity ratio will be used to evaluate congestion relief, until a better measure becomes available. A project submitted for consideration must assign a capacity based on generally accepted traffic engineering standards. This factor simply compares the existing traffic volume that the project is intended to mitigate and compares it to this standard to generate a ratio. Points are assigned accordingly.

Criterion Weight

The CCCOG believes congestion relief is a very important objective and has assigned it a maximum weight of ten points.

Criterion Data

CRITERION	DATA 1	DATA 2			
<u>Existing Roads</u> (majority)	Current Daily Traffic Volume Source: actual traffic counts (provided by USU LTAP center) or possibly UDOT HPMS	Daily Highway Capacity LOS D Urban, LOS C Rural Travel Lanes			
		Functional Class	2	4	6
		Rural Principle Arterial	7,700	28,800	43,200
		Rural Minor Arterial	6,800	22,700	34,100
		Urban Principle Arterial	20,200	40,500	54,700
		Urban Minor Arterial	12,700	27,000	43,000
	Urban & Rural Collector	12,000	24,200	-	
		Source: UDOT*			
<u>New Roads</u> (majority)	Current Daily Traffic Volume on the Parallel Facility (that the project is intended to relief congestion on). Source: actual traffic counts (provided by USU LTAP center) or possibly UDOT HPMS	Same as for Existing Roads			
* Daily Capacities from Arterial Level of Service Standards (InterPlan, 2007), Capacity for rural areas are based up LOS C daily capacities, and LOS D daily capacities for urban areas; Rural Principle Arterial capacities are for a highspeed (50+ mph) uninterrupted flow facility. Rural Minor Arterial capacities are for a lower speed (<50 mph) arterial with uninterrupted flow. Urban Principle Arterial capacities assume lower speeds (<50 mph) with 1 to 3 signals per mile Urban Minor Arterial capacities are for lower speed (<50 mph) facilities with 3 to 5 signals per mile. Urban & Rural Collector capacities are for collectors with 0 - 3 signals per mile					

Criterion Scoring

Criterion Assignment of Points	
V/C	Points
<.4	0
.5 to .6	3
.7 to .8	5
.9 to 1	7
1 to 1.2	9
> 1.2	10

Calculating Volume/Capacity Ratio: (Daily Traffic Volume) ÷ (Highway Capacity) = Volume/Capacity (V/C) Ratio

The CCCOG will use the following means of initially assigning points for congestion relief. However, since the scale itself is arbitrary and may not capture all relevant factors, the CCCOG will create a final score that reflects relevant qualitative factors such as, but not limited to, proximity to schools or effects on existing neighborhoods.

2. Cost-Effectiveness Criterion

Basis for Criterion

This criterion requires an estimate of potential benefits and costs. It also includes the legislature’s requirement to consider “the degree to which a project will require tax revenues to fund maintenance and operation expenses” (59-12-2217).

Since all public roads require tax dollars be spent for their maintenance and operation, this portion of the cost-effectiveness criterion simply requires the applicant to identify if there are any extraordinary future costs or savings for maintenance and operation.

Criterion Weight

The CCCOG believes cost-effectiveness is an important objective and has assigned it a maximum weight of eight points. Each applicant is required to justify a proposed project’s costs and benefits. That justification shall include a statement of cost per lane-mile if applicable.

3. Compliance with Applicable Federal Laws or Regulations

Basis for Criterion

The applicant must provide the CCCOG a statement that the project meets all applicable federal laws and regulations. Without that statement, the project will not be considered. No weight will be assigned this criterion, since it is a yes/no requirement. If yes, the project will be considered, if no, it is automatically rejected regardless of its score on other criteria.

4. Community Economic Criterion

Basis for Criterion

H.B. 4001 requires that the weighted criteria system include “**the economic impact of a project**” (59-12-2217). Transportation is a key element to a vibrant economy. Without mobility for people and goods, economic growth stagnates and the community suffers universally. Accessibility is one of the main community benefits derived from transportation improvements. The employment accessibility measures the number of jobs accessible within a 1.5 miles distance from different projects.

Criterion Weight

The CCCOG believes maintaining long term economic vitality is an important objective and has assigned it a maximum weight of four points.

Criterion Data

CRITERION	DATA 1
<u>New and Existing Roads</u>	Number of total Jobs within 1.5 miles of project Source: Most recent employment data from the Department of Workforce Services address matched in GIS

Criterion Scoring

Criterion Assignment of Points	
Number of Jobs	Points
<=100	0
101 – 200	1
201-400	2
401-500	3
>500	4

Because employment accessibility is only one measure of economic impact, applicants are encouraged to provide other measures that might increase their project's ranking. Other measures might include truck traffic as a measure of importance to commerce, effects on commute time, or other, relevant measures.

5. CCCOG Selected Criteria

Basis for Criterion

H.B. 4001 also allows scoring consideration for **“any other provisions the council of governments considers appropriate” (59-12-2217).**

Criterion weight

The CCCOG recognizes that there are intangible aspects to projects that are not reflected in direct physical costs. The members also recognize that sometimes even the best scoring schemes produce results that may not be best. Finally, they recognize that they are elected officials with responsibilities to their particular constituents and those responsibilities are often frustrated by hard-number scoring systems. Therefore, the CCCOG has reserved 10 points for the Mayors and County Executive to allocate according to subjective or qualitative criteria they believe are important and need to be reflected in a project's overall score.

When a member of the CCCOG submits his or her score for this criterion it must be accompanied with a brief, written justification for that score. Justifications might include, but are not limited to, how long the project been on the jurisdiction's transportation master plan, whether or not there is a local match, and its benefits to a community currently underserved by the county's transportation infrastructure. The justification may include granting even more weight than the scoring scheme allows to one of the other criteria, such as congestion relief.

III. Public Involvement

All meetings of the CCCOG will be open to the public consistent with the provision of Utah Code Annotated Section **59-12-2217** for open and public meetings. Public notice shall be given of all meetings as required by Section 52-4-203.

The CCCOG intends the development and implementation of the project prioritization process to be open and transparent. Consistent with Section **59-12-2217** the CCCOG will hold a public meeting regarding the following:

- 1) Prior to approval/amendment of the written prioritization process (copies will be made available 2 weeks in advance).
- 2) Prior to approval of the prioritize project list that describes the merits of each project.

If the CCCOG prioritized a project over another project with a higher rank under this weighted criteria system, they will identify this change in a public meeting and justify the merits of prioritizing the project above the higher ranked project. The CCCOG will make these reasons publicly available (**59-12-2217**).

IX. Conclusion and Summary

Growth in population and travel demand in Cache County is outpacing our ability to keep up with needed transportation infrastructure improvements. This shortfall necessitates that we carefully and fairly allocate what resources we do have. Therefore, the CCCOG, has attempted to arrive at a defensible and measurable technical method of evaluating and prioritizing competing roadway projects.

However, the technical process described herein is limited to measurable criteria. Hence, the technical ranking should be adjusted with considerations of other non-quantifiable criteria. HB4001 confers that responsibility upon the CCCOG. Factors beyond the technical criteria must be weighed and discussed before the CCCOG finalizes the rankings and selects the projects for HB4001 funding.

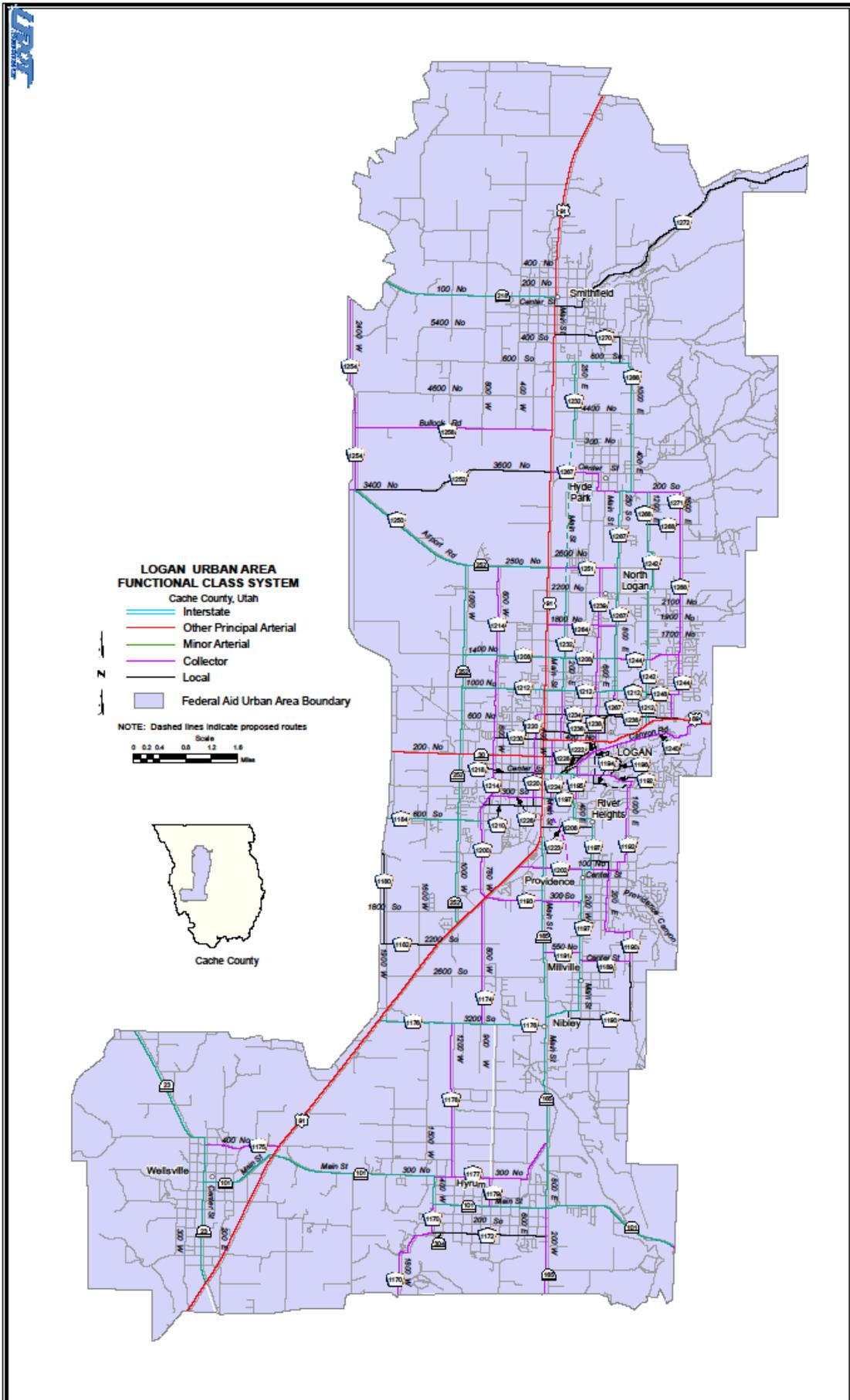
Scoring Summary

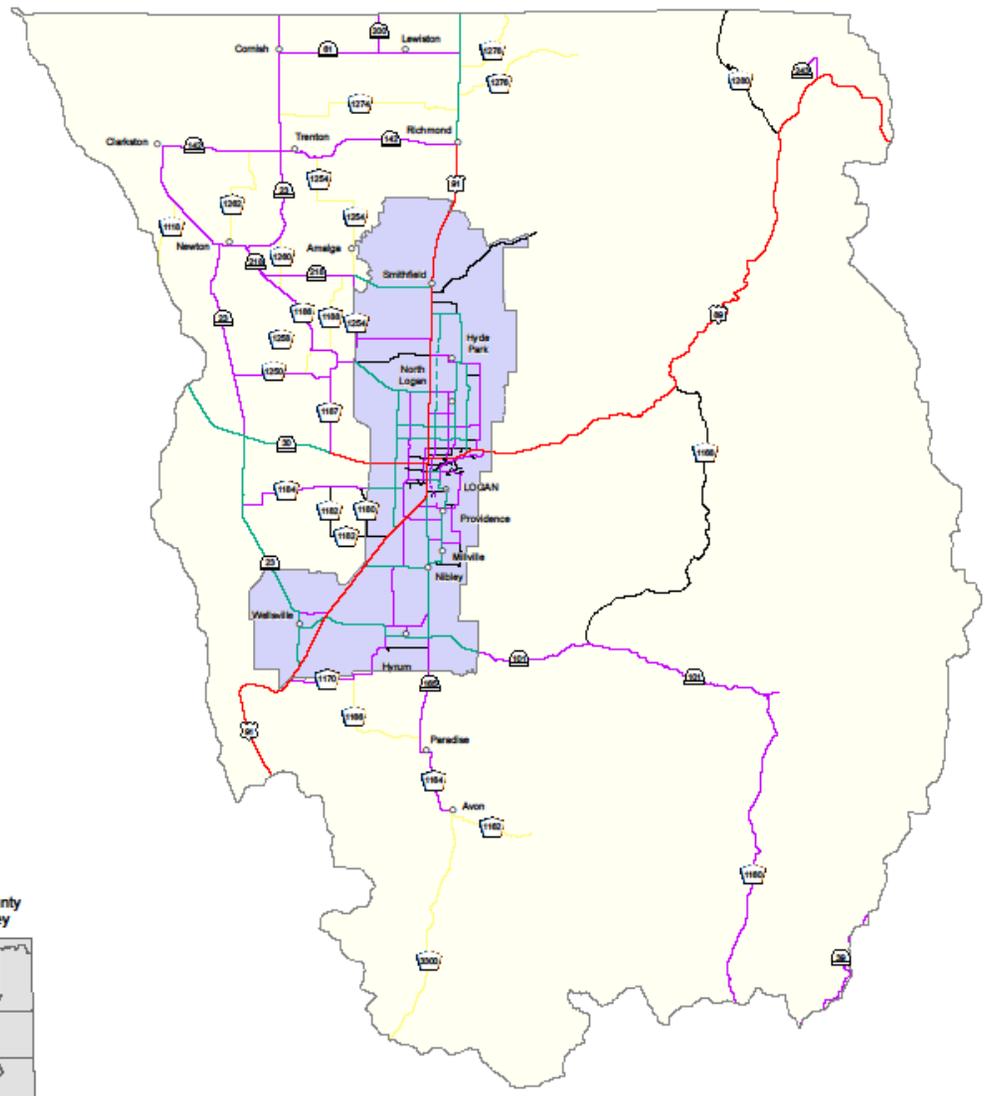
Criterion	Maximum Points Available
Congestion Relief	10
Cost-Effectiveness	8
Compliance with Federal Law	1*
Community Economic	4
CCCOG Selected	10
Total	33

* Either the project will meet federal laws and regulations or it will not. A score of "0" for this criterion will cause the proposal to be rejected.

APPENDIX 1

UDOT Cartography Section





**CACHE COUNTY
RURAL FUNCTIONAL CLASS SYSTEM**

- Other Principal Arterial
- Minor Arterial
- Collector
- Minor Collector
- Local
- Federal Aid Urban Area Boundary

NOTE: Dashed lines indicate proposed routes to be completed within four years.

Scale
0 1.25 2.5 5 7.5 10 Miles

LRTI Cartography Services



APPENDIX 2

59-12-2217 County option sales and use tax for transportation -- Base -- Rate -- Written prioritization process -- Approval by county legislative body.

(1) Subject to the other provisions of this part, a county legislative body may impose a sales and use tax of up to .25% on the transactions described in Subsection 59-12-103(1) within the county, including the cities and towns within the county.

(2) Subject to Subsections (3) through (8) and Section 59-12-2207, the revenues collected from a sales and use tax under this section may only be expended for:

(a) a project or service:

(i) relating to a regionally significant transportation facility for the portion of the project or service that is performed within the county;

(ii) for new capacity or congestion mitigation if the project or service is performed within a county:

(A) of the first or second class; or

(B) if that county is part of an area metropolitan planning organization; and

(iii) that is on a priority list:

(A) created by the county's council of governments in accordance with Subsection (7);

and

(B) approved by the county legislative body in accordance with Subsection (7);

(b) corridor preservation for a project or service described in Subsection (2)(a) as provided in Subsection (8); or

(c) debt service or bond issuance costs related to a project or service described in Subsection (2)(a)(i) or (ii).

(3) If a project or service described in Subsection (2) is for:

(a) a principal arterial highway or a minor arterial highway in a county of the first or second class, that project or service shall be part of the:

(i) county and municipal master plan; and

(ii) (A) statewide long-range plan; or

(B) regional transportation plan of the area metropolitan planning organization if a metropolitan planning organization exists for the area; or

(b) a fixed guideway or an airport, that project or service shall be part of the regional transportation plan of the area metropolitan planning organization if a metropolitan planning organization exists for the area.

(4) In a county of the first or second class, a regionally significant transportation facility project or service described in Subsection (2)(a)(i) shall have a funded year priority designation on a Statewide Transportation Improvement Program and Transportation Improvement Program if the project or service described in Subsection (2)(a)(i) is:

(a) a principal arterial highway;

(b) a minor arterial highway; or

(c) a major collector highway in a rural area.

(5) Of the revenues collected from a sales and use tax imposed under this section within a county of the first or second class, 25% or more shall be expended for the purpose described in Subsection (2)(b).

(6) (a) As provided in this Subsection (6), a council of governments shall:

(i) develop a written prioritization process for the prioritization of projects to be funded by revenues collected from a sales and use tax under this section;

(ii) create a priority list of regionally significant transportation facility projects or services described in Subsection (2)(a)(i) in accordance with Subsection (7); and

(iii) present the priority list to the county legislative body for approval in accordance with Subsection (7).

(b) The written prioritization process described in Subsection (6)(a)(i) shall include:

(i) a definition of the type of projects to which the written prioritization process applies;

(ii) subject to Subsection (6)(c), the specification of a weighted criteria system that the council of governments will use to rank proposed projects and how that weighted criteria system will be used to determine which proposed projects will be prioritized;

(iii) the specification of data that is necessary to apply the weighted criteria system;

(iv) application procedures for a project to be considered for prioritization by the council of governments; and

(v) any other provision the council of governments considers appropriate.

(c) The weighted criteria system described in Subsection (6)(b)(ii) shall include the following:

(i) the cost effectiveness of a project;

(ii) the degree to which a project will mitigate regional congestion;

(iii) the compliance requirements of applicable federal laws or regulations;

(iv) the economic impact of a project;

(v) the degree to which a project will require tax revenues to fund maintenance and operation expenses; and

(vi) any other provision the council of governments considers appropriate.

(d) A council of governments of a county of the first or second class shall submit the written prioritization process described in Subsection (6)(a)(i) to the Executive Appropriations Committee for approval prior to taking final action on:

(i) the written prioritization process; or

(ii) any proposed amendment to the written prioritization process.

(7) (a) A council of governments shall use the weighted criteria system adopted in the written prioritization process developed in accordance with Subsection (6) to create a priority list of regionally significant transportation facility projects or services for which revenues collected from a sales and use tax under this section may be expended.

(b) Before a council of governments may finalize a priority list or the funding level of a project, the council of governments shall conduct a public meeting on:

(i) the written prioritization process; and

(ii) the merits of the projects that are prioritized as part of the written prioritization process.

(c) A council of governments shall make the weighted criteria system ranking for each project prioritized as part of the written prioritization process publicly available before the public meeting required by Subsection (7)(b) is held.

(d) If a council of governments prioritizes a project over another project with a higher rank under the weighted criteria system, the council of governments shall:

(i) identify the reasons for prioritizing the project over another project with a higher rank under the weighted criteria system at the public meeting required by Subsection (7)(b); and

- (ii) make the reasons described in Subsection (7)(d)(i) publicly available.
- (e) Subject to Subsections (7)(f) and (g), after a council of governments finalizes a priority list in accordance with this Subsection (7), the council of governments shall:
 - (i) submit the priority list to the county legislative body for approval; and
 - (ii) obtain approval of the priority list from a majority of the members of the county legislative body.
- (f) A council of governments may only submit one priority list per calendar year to the county legislative body.
- (g) A county legislative body may only consider and approve one priority list submitted under Subsection (7)(e) per calendar year.
- (8) (a) Except as provided in Subsection (8)(b), revenues collected from a sales and use tax under this section that a county allocates for a purpose described in Subsection (2)(b) shall be:
 - (i) deposited in or transferred to the Local Transportation Corridor Preservation Fund created by Section 72-2-117.5; and
 - (ii) expended as provided in Section 72-2-117.5.
- (b) In a county of the first class, revenues collected from a sales and use tax under this section that a county allocates for a purpose described in Subsection (2)(b) shall be:
 - (i) deposited in or transferred to the County of the First Class State Highway Projects Fund created by Section 72-2-121; and
 - (ii) expended as provided in Section 72-2-121.

CCCOG Application - ROADS

¼ CENT SALES TAX FUNDING FOR TRANSPORTATION PROJECTS Cache County Council of Governments (CCCOG)

COURTESY NOTICE OF INTENT-TO-APPLY ARE DUE _____

Please email Jeff Gilbert (jeff.gilbert@cachecounty.org) and notify him of the project you intend to apply for CCCOG funding and the estimated request amount.

(Note: failure to provide notice by the deadline will NOT disqualify a projects application)

APPLICATIONS ARE DUE BY 5:00 PM ON _____

Submit completed application(s) to: Cache County Executive, 199 N. Main, Logan UT. Applicants must submit four (4) copies.

Your responses on this application will be used to assign scores based on the CCCOG adopted Transportation Project Prioritization Process (available at www.cachempo.org/ccco).

Basic Eligibility Requirements

- 1) According to state code, funds can only be used for road projects. Only capacity improvement projects are eligible on minor/major collector or minor/principle arterials.
- 2) Projects located in the planning boundary of the Cache Metropolitan Planning Organization (CMPO) must be included in the CMPO's 2035 Highway Vision Plan (Figure 10 of the CMPO's Regional Transportation Plan 2035 found at <http://www.cachempo.org/2035rtp.html>).
- 3) Project applicants must provide a minimum 7% local cash or in-kind match.
- 4) The roadway pavement design for projects must be as good as or better than the pavement design criteria found in Cache County's adopted Road Standards.
- 5) All typically associated "standard" roadway improvements are eligible expenses for CCCOG funds (e.g. sidewalks, curb & gutter, utility relocations, standard street lighting and landscaping). Any "premium" or upgraded roadway amenities (historical or decorative street lights, upgraded landscaping or utilities etc) are considered project "betterments" and must be paid by the local jurisdictions. Prior to awarding a construction contract, funded applicants must submit a buildable plan set for review by the CCCOG chair, Cache County Executive and CCCOG staff.
- 6) **Late applications will not be accepted.**

1. DATE OF SUBMITTAL -

2. PROJECT NAME

- a. *Title:*
- b. *Limits:*

3. PROJECT DESCRIPTION –

4. PROJECT MANAGEMENT

- a. *Sponsor Jurisdiction:*
- b. *Contact person:*
- c. *Phone number:*
- d. *FAX Number:*
- e. *Email Address:*

5. PROJECT COST ESTIMATE - Total: Local Match*:

PE: ROW: Construction:

*Applicants must provide at least a 7% local match

6. Year Funding Needed - PE: ROW: Construction:

7. REGIONAL SIGNIFICANCE OF PROJECT -

(Explain how project will benefit the region)

ROAD PROJECT INFORMATION

1. Is project in an approved municipal transportation plan -
2. Describe purpose and need of project -
3. Congestion -
 - a. *What is the current cause of congestion in the project area (i.e. insufficient turn lanes, lack of signal coordination, etc.)*
-
 - b. *What will this project do to alleviate congestion on this or other facilities -*
4. Project Length in miles -
5. Project Data - (Average Daily Traffic (ADT) must be documented with traffic counts for existing road projects. The LTAP Center at USU can provide this service 797-2931).

	Current Year
Average Daily Traffic (ADT)	
Planned Functional Class	
Design Speed	

6. Utility Work -
 - a. *Describe utility work to be performed and indicate who will do work - (funds cannot be used for new utility construction. Municipalities can require utility company to relocate utilities.)*

7. Right-of-Way –
 - a. *What current right-of-way is already secured –*

 - b. *What additional right-of-way is needed –*

8. Pedestrian / Bike / Trail Facilities –
 - a. *Explain how these types of facilities will be incorporated into project -*

9. Plans/Sketches:
 - a. *Proposed Improvements – Provide concept level engineering sketches both plan and section for proposed improvements. Show the transition from existing to the proposed final improvement. Include all proposed lane widths and other dimensions, pedestrian facilities, right-of-way acquisition, etc.*
 - b. *Project Time Line – Provide an outline of the project development and a proposed timeline. The timeline should be detailed from the year funding is requested and show the amount of time needed to complete the various activities associated with the project.*

PROJECT COST ESTIMATE

Item	Description	Quantity and Unit	Unit Price	Total Cost
1. Right-of-way				
2. Utilities	Phone			
	Gas			
	Electric			
	Water			
	Sewer			
	Cable TV			
	Rail Road			
	Fiber			
3. Earthwork				
4. Structures				
5. Drainage	Storm Drain			
	Irrigation			
6. Pavement Sub-base				
7. Landscaping				
8. Environmental Mitigation				
9. Curb, Gutter, Sidewalk				
10. Lighting				
11. Traffic Mitigation				
12. Traffic Control Devises	Signals			
	Signage			
	Marking			
13. Other Costs				
14. Contingency				

TOTAL COSTS

Item	Total Cost
Preliminary Engineering	
Environmental Work	
Construction	
Right of Way	
Construction Engineering	
Total Cost	
Inflation Cost Factor (inflate to year of proposed construction)	Yrs. 0 @ 3%
Total Inflated Cost	

CCCOG Scoring Considerations

Your responses to these items will be used by CCCOG voting members to assign a score to these categories of the criterion.

Cost-Effectiveness Criterion (#2): Identify any extraordinary cost savings expected for your project’s ongoing operation and maintenance. Also, please justify your projects overall cost-benefit. If applicable, what is your projects cost per lane mile?

Compliance with Applicable Federal Laws or Regulations (#3): Will your project meet all applicable Federal laws and regulations?

Community Economic Criterion (#4): Describe the overall economic impact of your project.