



600 NE Grand Ave.  
Portland, OR 97232-2736

# Joint Policy Advisory Committee on Transportation (JPACT) agenda

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Thursday, November 21, 2019

7:30 AM

Metro Regional Center, Council chamber

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1. **Call To Order, Declaration of a Quorum & Introductions (7:30 AM)**
2. **Public Communication on JPACT Items (7:35 AM)**
3. **Update from Chair & JPACT Members (7:40 AM)**
4. **Consent Agenda (7:45 AM)**
  - 4.1 Resolution No. 19-5046, For the Purpose of Adding or Amending Existing Projects to the 2018-21 Metropolitan Improvement Program Involving Eight Projects Impacting Metro, ODOT, Portland and Tigard (NV20-03-NOV)  
Attachments: [Resolution No.19-5046](#)  
[Exhibit A to Resolution No. 19-5046](#)  
[Memo: November 2019 MTIP Formal Amendment](#)  
[COM](#)  
[18-0285](#)
  - 4.2 Consideration of October 17, 2019 Minutes  
Attachments: [October 17, 2019 Minutes](#)  
[18-5314](#)
5. **Action Items**
  - 5.1 Regional Mobility Policy Update: JPACT Approval Requested (7:50 AM)  
Presenter(s): Kim Ellis, Metro  
Lidwien Rahman, ODOT  
Attachments: [Memo: Work Plan and Engagement Plan](#)  
[COM](#)  
[18-0286](#)
6. **Information/Discussion Items**
  - 6.1 Resolution No. 19-5047, For the Purpose of Amending the FY 2019-20 Unified Planning Work Program (UPWP) to Add Funding For the Clackamas Corridor Management, Emerging Technology and Boone Bridge Projects (8:05 AM)  
Presenter(s): John Mermin, Metro  
[COM](#)  
[18-0287](#)

Attachments: [Resolution No. 19-5047](#)  
[Exhibit A Clackamas Connections Integrated Corridor Management](#)  
[Exhibit B Emerging Technology Implementation Study](#)  
[Exhibit C Boone Bridge Study](#)  
[Staff Report for Resolution No. 19-5047](#)

6.2 2022-24 Regional Flexible Funds Allocation (RFFA) Funding [COM](#)  
Package Options (8:15 AM) [18-0289](#)

Presenter(s): Dan Kaempff, Metro

Attachments: [Memo: 2022-24 RFFA Funding Package Options](#)

7. Adjourn (8:45 AM)

Upcoming JPACT Meetings:

- *Thursday, December 19, 2019*

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### សេចក្តីជូនដំណឹងអំពីការមិនរើសអើងរបស់ Metro

ការគោរពសិទ្ធិពលរដ្ឋរបស់ ១ សំរាប់ព័ត៌មានអំពីកម្មវិធីសិទ្ធិពលរដ្ឋរបស់ Metro ឬស្នើសុំទទួលបានការបណ្តឹងរើសអើងសម្រាប់សេវាសេវាសេវា [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights)។  
បើលោកអ្នកត្រូវការអ្នកបកប្រែភាសានៅពេលអង្គប្រជុំសាធារណៈ សូមទូរស័ព្ទមកលេខ 503-797-1700 (ម៉ោង 8 ព្រឹកដល់ម៉ោង 5 ល្ងាច ថ្ងៃធ្វើការ) ប្រាំពីរថ្ងៃ ថ្ងៃធ្វើការ មុនថ្ងៃប្រជុំស្នើសុំអាចឲ្យគេសម្រួលការបណ្តឹងរបស់លោកអ្នក ។

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## 2019 JPACT Work Program

*As of 11/8/19*

*Items in italics are tentative*

<b><u>November 21, 2019</u></b>	<b><u>December 19, 2019</u></b>
<ul style="list-style-type: none"> <li>• Resolution No. 19-5046, For the Purpose of Adding or Amending Existing Projects to the 2018-21 Metropolitan Improvement Program Involving Eight Projects Impacting Metro, ODOT, and Portland (NV20-03-NOV) (<b>consent</b>)</li> <li>• Mobility Policy Update: Approve Work Plan* (Kim Ellis, Metro and Lidwien Rahman, ODOT; 15 min)</li> <li>• Resolution No. 19-5047, For the Purpose of Amending the FY 2019-20 Unified Planning Work Program (UPWP) to Add Funding For the Clackamas Corridor Management, Emerging Technology and Boone Bridge Projects (John Mermin, Metro; 10 min) (Information/Discussion Item)</li> <li>• Regional Flexible Funds: Draft Recommendation* (Dan Kaempff, Metro; 30 min)</li> </ul>	<ul style="list-style-type: none"> <li>• Resolution No. 19-5047, For the Purpose of Amending the FY 2019-20 Unified Planning Work Program (UPWP) to Add Funding For the Clackamas Corridor Management, Emerging Technology and Boone Bridge Projects (<b>consent</b>)</li> <li>• Resolution No. 19-5050, For the Purpose of Adding a New Project to the 2018-21 Metropolitan Transportation Improvement Program Involving ODOT's Interstate 5 Boone Bridge Widening and Seismic Retrofit Study (NV20-03-NOV) (<b>consent</b>)</li> <li>• Resolution No. 19-5052, For the Purpose of Amending the FY 2019-20 Unified Planning Work Program (UPWP) to Add Funding For the Corridor Bottleneck Operations Study 2 (CBOS2) Project (Action Requested)</li> <li>• Resolution No. 19-5051, For the Purpose of Adding a New Project to the 2018-21 Metropolitan Transportation Improvement Program Involving One Project, ODOT's Corridor Bottleneck Operations Study - Two (NV20-03-NOV) (Action Requested)</li> <li>• Regional Flexible Funds: Recommendation to Metro Council* (Dan Kaempff, Metro; 20 min)</li> <li>• Designing Livable Streets (Lake McTighe, Metro; 10 min)</li> <li>• T2020 Transportation Regional Investment Measure Update (Andy Shaw, Metro; 15 min)</li> </ul>

### **Parking Lot:**

- *Burnside Bridge (Multnomah County)*
- *Emergency Transportation Routes Update*

- *Freight Commodity Study (Tim Collins, Metro; 20 min)*

***4.1 Resolution No. 19-5046, For the Purpose of  
Adding or Amending Existing Projects to the 2018-  
21 Metropolitan Improvement Program Involving  
Eight Projects Impacting Metro, ODOT, Portland  
and Tigard (NV20-03-NOV)***

*Consent Agenda*

Joint Policy Advisory Committee on Transportation  
Thursday, November 21, 2019  
Metro Regional Center, Council Chamber

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ADDING OR ) RESOLUTION NO. 19-5046  
AMENDING EXISTING PROJECTS TO THE )  
2018-21 METROPOLITAN TRANSPORTATION ) Introduced by: Chief Operating Officer  
IMPROVEMENT PROGRAM INVOLVING ) Andrew Scott in concurrence with  
EIGHT PROJECTS IMPACTING METRO, ODOT, ) Council President Lynn Peterson  
PORTLAND, AND TIGARD (NV20-03-NOV) )

WHEREAS, the Metropolitan Transportation Improvement Program (MTIP) prioritizes projects from the Regional Transportation Plan (RTP) to receive transportation related funding; and

WHEREAS, the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council approved the 2018-21 MTIP via Resolution 17-4817 on July 27, 2017; and

WHEREAS, JPACT and the Metro Council must approve any subsequent amendments to add new projects or substantially modify existing projects in the MTIP; and

WHEREAS, the U.S. Department of Transportation (USDOT) has issued clarified MTIP amendment submission rules and definitions for MTIP formal amendments and administrative modifications that both ODOT and all Oregon MPOs must adhere to which includes that all new projects added to the MTIP must complete the formal amendment process; and

WHEREAS, MTIP amendments now must also include assessments for required performance measure compliance, expanded RTP consistency, and strive to meet annual Metro and statewide obligation targets resulting in additional MTIP amendment processing practices and procedures; and

WHEREAS, MTIP amendments involving planning projects also must successfully meet Unified Planning Work Program (UPWP) consistency assessments in conjunction with the Regional Transportation Plan (RTP) to ensure new federally funded regionally significant planning projects submitted for MTIP inclusion are included in the current UPWP; and

WHEREAS, Metro and Salem resolved an obligation and expenditure status for a past UPWP Transportation System Management and Operations (TSMO) operations project and determined Key 21038, Metro's Regional TSMO Program (2017) project was a duplicate project and could now be removed from the MTIP without issue; and

WHEREAS, Metro and Portland completed a local fund exchange with TriMet for two of their Metro Regional Flexible Fund Allocation (RFFA) funded projects, Central Eastside Intersection Improvements plus their NE 72<sup>nd</sup> Ave from NE Killingsworth to NE Sandy Blvd, and has completed the required-de-federalization programming actions in the MTIP, developed and executed the required local IGA between Metro, TriMet, and Portland which now allows the locally funded projects to be removed from the MTIP and monitored separately as locally delivered projects; and

WHEREAS, ODOT's ongoing project development and review monitoring efforts identified required scope changes to their OR8 at River Rd and US30 NW Saltzman Rd to NW Bridge Ave operations and safety projects to reduce the project scope of approved work for both projects to keep them within their approved budgets ; and

WHEREAS, ODOT will initiate a federally funded planning study to complete multi-modal planning assessment activities to determine the feasibility of replacing the Interstate 5 Bridge across the Columbia River to Vancouver between Oregon and Washington utilizing up to \$8.2 million of federal Redistribution funds; and

WHEREAS, ODOT and Portland's project development update for Portland's Systemic Signal and Illumination project determined that a re-scoping effort was necessary and is completing the down-scoping efforts to remove of four project site locations to ensure the project stays within its authorized budget; and

WHEREAS, ODOT's local project delivery review with the city of Tigard determined the Fanno Creek Trail project required additional construction funding totaling \$1.5 million of local funds and will require additional preliminary engineering actions resulting in the Right-of-Way phase schedule needing to slip to FY 2020 which will then delay the Construction phase from beginning until FY 2021; and

WHEREAS, the October 2019 Formal MTIP Amendment was subject to MTIP review factors that included project eligibility/proof of funding, RTP consistency with the financially constrained element, consistency with RTP goals and strategies, determination of amendment type, inclusion in the Metro transportation regional models, determination of Regional Significance, fiscal constraint verification, completing a performance measurements assessment, and compliance with MPO MTIP federal management responsibilities to ensure the changes were in compliance with 23 CFR 450.300-338 and accomplished legally; and

WHEREAS, the MTIP's financial constraint finding is maintained as all projects proof of funding has been verified; and

WHEREAS, no negative impacts to air conformity will exist as a result of the changes completed through the November 2019 Formal MTIP Amendment; and

WHEREAS, all projects included in the November 2019 Formal MTIP Amendment successfully completed a required 30-day public notification/opportunity to comment period without any significant issues raised; and

WHEREAS, Metro's Transportation Policy and Alternatives Committee (TPAC) received their notification, amendment summary overview, and recommended approval to Metro Joint Policy Advisory Committee on Transportation (JPACT) on November 1, 2019; and

WHEREAS, JPACT received their notification on November 21, 2019 and provided an approval recommendation to Metro Council; now therefore

BE IT RESOLVED that the Metro Council hereby adopts the recommendation of JPACT on December 5, 2019 to formally amend the 2018-21 MTIP to include the November 2019 Formal Amendment bundle consisting of eight projects.



ADOPTED by the Metro Council this \_\_\_\_ day of \_\_\_\_\_ 2019.

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Lynn Peterson, Council President

Approved as to Form:

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Carrie MacLaren, Metro Attorney

DRAFT

**2018-2021 Metropolitan Transportation Improvement Program  
Exhibit A to Resolution 19-5046**



<p align="center"><b>Proposed November 2019 Formal Amendment Bundle</b>  <b>Amendment Type: Formal/Full</b>  <b>Amendment #: NV20-03-NOV</b>  <b>Total Number of Projects: 8</b></p>					
<b>ODOT Key #</b>	<b>MTIP ID #</b>	<b>Lead Agency</b>	<b>Project Name</b>	<b>Project Description</b>	<b>Description of Changes</b>
Project #1 Key <b>21038</b>	71010	Metro	Regional TSMO Program (2017)	Facilitate implementation of Regional TSMO Plan; grant coordination and management; performance data development and tracking	<b>CANCEL PROJECT:</b> Project awarded STP for SFY 2019 UPWP was obligated during SFY 2018 under a different Key. As a result, Key 21038 becomes a duplicate project in the MTIP and is being removed now.
Project #2 Key <b>20451</b>	70996	ODOT	<del>OR8 at River Rd &amp; OR224 at Lake Rd</del> <b>OR8 at River Rd</b>	Full signal upgrade with illumination and ADA improvements at the intersection of OR8 and River Rd in the City of Hillsboro.	<b>SCOPE CHANGE:</b> The formal amendment completes a scope change to remove the intersection of OR224 and Lake Rd from the approved scope. The project remains a signalization upgrade at OR 8 and River Rd with required ADA improvements. The total project cost of \$2,649,465 remains unchanged.
Project #3 Key <b>20208</b>	70938	ODOT	<del>US30: KITTRIDGE - ST JOHNS</del> <b>US30: NW Saltzman Rd - NW Bridge Ave</b>	Repave roadway; upgrade ADA ramps to current standards; improve access management; and address drainage as needed.	<b>SCOPE CHANGE:</b> The formal amendment reduces project limits and eliminates Bridge Avenue from the approved scope. ADA upgrades will require signal rebuilds at both Bridge Ave and Front Ave. These signal replacements were not anticipated. In order to fund them, the paving limit will be reduced from 3.92-6.46 to 5.23-6.46 and the paving of Bridge Ave will no longer occur. The total project cost remains unchanged at \$8,518,704

<p>Project #4  <b>Key  21570  New  Project</b></p>	<p>TBD</p>	<p>ODOT</p>	<p><b>I-5: Columbia River  (Interstate) Bridge</b></p>	<p>Complete multi-modal planning assessment activities for a replacement Interstate 5 bridge between Oregon and Washington</p>	<p><b><u>ADD NEW PROJECT:</u></b>  The formal amendment adds the new planning study to the MTIP to complete various planning assessments to determine the feasibility of replacing the Interstate 5 Bridge across the Columbia River to Vancouver, Washington. ODOT has approved \$8,299,800 of federal Advance Construction funds plus match (total of \$9 million) The I-5 Bridge over the Columbia River is a major bottleneck for freight and the public traveling across the river. With WSDOT re-establishing this bridge as a priority, ODOT also needs to re-engage on this bi-state effort to improve traffic and mobility.</p>
<p>Project #5  Key  <b>20809</b></p>	<p>70887</p>	<p>Portland</p>	<p><b>Central Eastside  Intersection  Improvements</b></p>	<p>Improve freight access and circulation at key choke points in Portland's Central Eastside Industrial District while leveraging a significant local match to improve bikeways through the district enhancing safety for all modes.</p>	<p><b><u>CANCEL PROJECT:</u></b>  The project has been de-federalized through a fund exchange among TriMet and Metro. Now locally funded, the project does not have any federal approvals or requirements to be programmed in the MTIP. It is being removed from the MTIP through this formal amendment. The project will be delivered as a locally funded project monitored by Metro.</p>
<p>Project #6  Key  <b>20817</b></p>	<p>70879</p>	<p>Portland</p>	<p><b>NE 72nd Ave: NE  Killingsworth - NE  Sandy Blvd</b></p>	<p>Develop a combined pedestrian and bike pathway along NE 72nd Ave and provide safe route for neighborhoods and area schools with concentrations of equity communities.</p>	<p><b><u>CANCEL PROJECT:</u></b>  The formal amendment cancels the project from the MTIP. The project was deemed a good candidate for a fund exchange among Metro and TriMet. The fund exchange has been completed and the Metro local Intergovernmental Agreement (IGA) has been developed and executed. The project does not require federal approvals requiring it to remain in the MTIP. As a result, NE 72nd Ave: NE Killingsworth - NE Sandy is being removed from the MTIP. It will be monitored by Metro and delivered as a locally funded project outside of the MTIP.</p>

<p>Project #7 Key 20334</p>	<p>70949</p>	<p>Portland</p>	<p>Systemic Signal and Illumination (Portland)</p>	<p>Illumination; intersection work; bike and pedestrian improvements; ADA upgrades; signal work; signs; warnings; striping; medians; utility relocation; and other safety improvements.</p>	<p><b><u>SCOPE CHANGE:</u></b> The formal amendment reduces the project scope to fit budget constraints. PE Consultant fees came in much higher than originally anticipated. After evaluating each location based on the benefit cost (B/C), ODOT decided to remove four locations from the project scope. These include: (1) ARTS ID #9: 92nd Ave: Powell - Woodstock, (2) ARTS ID #14: W Burnside Rd: Uptown Terrace - 48th Ave, (3) ARTS ID #20H: NE Halsey St at NE 122nd Ave, and (4) ARTS ID #34H: SE Stark St at SE 148th Ave. The removal of these locations results in a savings of \$494,894 in the CON phase. ODOT is shifting this to PE to address the PE phase shortfall.</p>
<p>Project #8 Key 19327</p>	<p>70690</p>	<p>Tigard</p>	<p>Fanno Crk Trail: Woodard Pk to Bonita Rd/85th Ave - Tualatin BR</p>	<p>This project will construct four sections of the Fanno Creek Trail from Woodward Park to Bonita Road and 85th Avenue to Tualatin River Bridge in Tigard.</p>	<p><b><u>COST INCREASE:</u></b> The latest update to the Project Specifications and Estimates (PS&amp;E) indicated a revised construction cost of \$1.5 million to complete the project. As a result of the cost increase, additional PE time is required delaying Right of Way and Construction. Right of Way is pushed out to 2020 with Construction to 2021 along with the \$1.5 million of local funds added to the Construction phase as part of the formal amendment. The revised Construction phase cost increases to \$4,843,363 with the total project cost increasing to \$6,404,977.</p>



Metro  
2018-21 Metropolitan Transportation Improvement Program (MTIP)  
PROJECT AMENDMENT DETAIL WORKSHEET

**Formal Amendment  
CANCEL PROJECT  
2nd Amendment to Project**

<b>Lead Agency:</b> Metro	Project Type: TSMO	<b>ODOT Key:</b> 21038
<b>Project Name:</b> Regional TSMO Program 2017	ODOT Type: OP-ITS	<b>MTIP ID:</b> 70677
	Performance Meas: No	<b>Status:</b> 0
<b>Project Status:</b> 0 = No activity.	Capacity Enhancing: No	<b>Comp Date:</b> N/A
	Conformity Exempt: Yes	RTP ID: 11104
<b>Short Description:</b> Facilitate implementation of Regional TSMO Plan; grant coordination and management; performance data development and tracking	On State Hwy Sys: No	RFFA ID: N/A
	Mile Post Begin: N/A	RFFA Cycle: N/A
	Mile Post End: N/A	UPWP: Yes
	Length: N/A	UPWP Cycle: SFY 19
	1st Year Program'd: 2019	Past Amend: 1
	Years Active: 2	OTC Approval: No

**Detailed Description:** None

**CANCELED PROJECT**

**STIP Description:** Facilitate implementation of Regional TSMO Plan; grant coordination and management; performance data development and tracking

**PROJECT FUNDING DETAILS**

Fund Type	Fund Code	Year	Planning	Preliminary Engineering	Right of Way	Construction	Other (TSMO/ITS)	Total
<b>Federal Funds</b>								
<del>STP-U</del>	<del>Z230</del>	<del>2019</del>					<del>\$ 65,454</del>	\$ -
								\$ -
							<b>Federal Totals:</b>	<b>\$ -</b>
<b>Federal Fund Obligations:</b>								Federal Aid ID
<b>EA Number:</b>								
<b>Initial Obligation Date:</b>								
<b>State Funds</b>								
								\$ -
							<b>State Total:</b>	<b>\$ -</b>
<b>State Fund Obligations:</b>								
<b>EA Number:</b>								
<b>Initial Obligation Date:</b>								

Local Funds										
Local	Match	2019								
			-					\$ <del>7,492</del>	\$ -	
								\$	-	
								\$	-	
								<b>Local Total</b>	<b>\$ -</b>	
Phase Totals Before Amend:	\$	-	\$	-	\$	-	\$	-	<del>\$ 72,946</del>	<del>\$ 72,946</del>
Phase Totals After Amend:	\$	-	\$	-	\$	-	\$	-	\$	-
Year Of Expenditure (YOE):									\$	-

**Notes and Summary of Changes:**

Red font = prior amended funding or project details. Blue font = amended changes to funding or project details. Black font indicates no change has occurred.

**Amendment Summary:**

The formal amendment cancels Key 21038, Regional TSMO Program (2017) as it was obligated as part of the SFY 2018 UPWP program. However, confirmation of the obligation was under a separate Key in the Master Agreement and thought to be an over obligation to the other project. The obligation against the other UPWP project was recently confirmed resulting in Key 21038 becoming an unnecessary duplicate project in the MTIP. For accounting an auditing purposes it is being removed from the MTIP at this time.

> Will Performance Measurements Apply: Appears No

**RTP References:**

> RTP IDs: 11104 - Regional TSMO Program Investments for 2018-27

> RTP Description: Implement and maintain Transportations System Management and Operations (TSMO) investments used by multiple agencies (e.g., Central Signal System, traffic signal priority, data communications and archiving) and coordinate response to crashes. The regional program also includes strategy planning (e.g., periodic TSMO Strategy updates), coordination of activities for TransPort subcommittee to TPAC, updates to the blueprints for agency software and hardware systems (ITS Architecture), improving traveler information with live-streaming data for connected vehicle and mobile information systems (TripCheck Traveler Information Portal Enhancement), and improving “big data” processing (PSU PORTAL) to support analyzing performance measures

**Fund Codes:**

> STP = Federal Surface Transportation Program funds. Allocated to Metro via a statewide formula for various transportation improvements

> Local = General local funds provided by the lead agency as part of the required match or to cover overmatching project costs and needs

> Other = Additional local funds contributing to the project beyond the required match.



Metro  
2018-21 Metropolitan Transportation Improvement Program (MTIP)  
PROJECT AMENDMENT DETAIL WORKSHEET

**Formal Amendment  
SCOPE CHANGE**  
5th Amendment to Project

<b>Lead Agency:</b> ODOT	Project Type: Ops/Safety	<b>ODOT Key:</b> 20451
<b>Project Name:</b> <del>OR8 at River Rd &amp; OR224 at Lake Rd</del> OR8 at River Rd	ODOT Type: TSMO/Sig	<b>MTIP ID:</b> 70996
	Performance Meas: Yes	<b>Status:</b> 4
<b>Project Status:</b> 4 = (PS&E) Planning Specifications, & Estimates (final design 30%, 60%,90% design activities initiated).	Capacity Enhancing: No	<b>Comp Date:</b> 12/31/2021
	Conformity Exempt: Yes	RTP ID: Nov Ltr
<b>Short Description:</b> Full signal upgrade with illumination and ADA improvements at the intersection of OR8 and River Rd in the City of Hillsboro. <del>Replace overhead flasher with ground mounted advance flashers at the intersection of OR224 and Lake Rd in Clackamas County</del>	On State Hwy Sys: OR8	RFFA ID: N/A
	Mile Post Begin: 11.70	RFFA Cycle: N/A
	Mile Post End: 11.75	UPWP: N/A
	Length: 0.05	UPWP Cycle: N/A
	1st Year Program'd: 2019	Past Amend: 2
	Years Active: 2	OTC Approval: No

**Detailed Description:** On OR8 on River Rd from MP 11.70 to 11.75, Construct full signal upgrade with illumination and ADA improvements at the intersection of OR8 and River Rd in the City of Hillsboro. ~~Replace overhead flasher with ground mounted advance flashers at the intersection of OR224 and Lake Rd in Clackamas County~~

**STIP Description:** Full signal upgrade with illumination and ADA improvements at the intersection of OR8 and River Rd in the City of Hillsboro.

**PROJECT FUNDING DETAILS**

Fund Type	Fund Code	Year	Planning	Preliminary Engineering	Right of Way	Other	Construction	Total
<b>Federal Funds</b>								
ADVCON	ACP0	2019		<del>\$ 1,037,054</del>				\$ -
ADVCON	ACP0	2019		\$ 983,216				\$ 983,216
RAIL HWY CROSS HAZ	ZS40	2019		\$ 54,000				\$ 54,000
STBG STATE	Z240	2020			\$ 82,146			\$ 82,146
RAIL HWY CROSS HAZ	LS40/50	2020				\$ 270,000		\$ 270,000
NHPP	Z001	2021					\$ 939,399	\$ 939,399
ADVCON	ACP0	2021					\$ 49,576	\$ 49,576
								\$ -
							<b>Federal Totals:</b>	<b>\$ 2,378,337</b>

<b>Federal Fund Obligations:</b>		\$	1,037,216					Federal Aid ID
<b>EA Number:</b>			PE003110					SA00(269)
<b>Initial Obligation Date:</b>			5/2/2019					

<b>State Funds</b>								
State	Match	2019		<del>\$ 118,695</del>				\$ -
State	Match	2019		\$ 112,534				\$ 112,534
State	Match	2019		\$ 6,000				\$ 6,000
State	Match	2020			\$ 9,402			\$ 9,402
State	Match	2020				\$ 30,000		\$ 30,000
State	Match	2021					\$ 107,518	\$ 107,518
State	Match	20201					\$ 5,674	\$ 5,674
								\$ -
								<b>State Total: \$ 271,128</b>

<b>State Fund Obligations:</b>								
<b>EA Number:</b>								
<b>Initial Obligation Date:</b>								

<b>Local Funds</b>								
								\$ -
								\$ -
								<b>Local Total \$ -</b>

Phase Totals Before Amend:	\$ -	\$ 1,155,749	\$ 91,548	\$ 270,000	\$ 1,102,167	\$ 2,619,464
Phase Totals After Amend:	\$ -	\$ 1,155,750	\$ 91,548	\$ 300,000	\$ 1,102,167	\$ 2,649,465
Year Of Expenditure (YOE):						\$ 2,649,465

**Notes and Summary of Changes:**  
Red font = prior amended funding or project details. Blue font = amended changes to funding or project details. Black font indicates no change has occurred.

**Amendment Summary:**  
The formal amendment completes a scope change to remove the intersection of OR224 and Lake Rd from the approved scope. The project remains a signalization upgrade at OR 8 and River Rd with required ADA improvements. The latest construction cost analysis for this project revealed that the cost of delivering both the OR8 and OR224 locations will exceed the available funding. The overages are resulting from inflation as well as a new contingency calculation methodology that was not used during original scoping. In order to deliver the project within budget, ODOT decided to remove the OR224 location from the project scope. ODOT Maintenance will consider constructing the improvements at that location using non-federal funds. The total project cost of \$2,649,465 remains unchanged.

> **Will Performance Measurements Apply: Appears Yes**



**RTP References:**

- > RTP IDs: ODOT O&M Project Groupings for the RTP
- > RTP Description: Safety & Operations Projects - Eligible safety and operational improvements for this project grouping may include the following: (1) Highway crossings improvements (2) Roadway safety (non-capacity repairs/rehabilitation, (3) Landslides/rock falls mitigation, (4) Illumination/Signals, ITS.
- > Air Quality Exemption Status: Exempt project per 40 CFR 93.127, Table 3 - Intersection signalization projects at individual intersections

**Fund Codes:**

- > ADVCON = Federal Advanced Construction funds. ADVCON acts as a temporary placeholder until the specific federal fund is known or available for the project. At that time a fund conversion occurs to change the ADVCON to the correct federal fund code.
- > RAIL HWY CROSS HAZ = Federal Rail Highway Crossings Hazards Elimination - FAST ACT. These federal funds are allocated to ODOT in support reducing or eliminating railroad crossing hazards.
- > STBG STATE = Federal Surface Transportation Block Grant (STBG) funds allocated directly to ODOT for various highway improvement uses.
- > NHPP = Federal National Highway Performance Program (FAST ACT) funds. NHPP support transportation improvements to sites on the National Highway System and State Highway System
- > State = General state funds provided by ODOT or the lead state agency as part of the required match or to cover overmatching project costs and needs



**Metro**  
 2018-21 Metropolitan Transportation Improvement Program (MTIP)  
**PROJECT AMENDMENT DETAIL WORKSHEET**

**Formal Amendment**  
**SCOPE CHANGE**  
 3rd Amendment to Project

<b>Lead Agency:</b> ODOT	Project Type: O&M	<b>ODOT Key:</b> 20208
<b>Project Name:</b> <del>US30: KITTRIDGE – ST JOHNS</del> US30: NW Saltzman Rd - NW Bridge Ave	ODOT Type: Preserve	<b>MTIP ID:</b> 70938
<b>Project Status:</b> 4 = (PS&E) Planning Specifications, & Estimates (final design 30%, 60%, 90% design activities initiated).	Performance Meas: Yes	<b>Status:</b> 4
<b>Short Description:</b> Repave roadway; upgrade ADA ramps to current standards; improve access management; and address drainage as needed. <del>Pave Bridge Avenue.</del>	Capacity Enhancing: No	<b>Comp Date:</b> 12/1/2022
	Conformity Exempt: Yes	RTP ID: 11815
	On State Hwy Sys: US30	RFFA ID: N/A
	Mile Post Begin: 5.23	RFFA Cycle: N/A
	Mile Post End: 6.46	UPWP: N/A
	Length: N/A	UPWP Cycle: N/A
	1st Year Program'd: 2017	Past Amend: 4
	Years Active: 4	OTC Approval: No

**Detailed Description:** ADD --> In NW Portland areas on US30 between NW Bridge Ave (MP 6.46) and NW Saltzman Rd (MP 5.23) (1.23 miles total) arterial rehabilitation to include repaving, ADA ramp compliance upgrades, access management improvements, and address drainage as needed

**STIP Description:** Repave roadway, upgrade ADA ramps to current standards, improve access management, and address drainage as needed.

**PROJECT FUNDING DETAILS**

Fund Type	Fund Code	Year	Planning	Preliminary Engineering	Right of Way	Other (Utility Relocation)	Construction	Total
<b>Federal Funds</b>								
NHPP	Z001	2017		\$ 1,484,060				\$ 1,484,060
ADVCON	ACPO	2017		\$ 538,380				\$ 538,380
ADVCON	ACPO	2020			\$ 160,721			\$ 160,721
ADVCON	ACPO	2020				\$ 62,811		\$ 62,811
ADVCON	ACPO	2021					\$ 5,397,862	\$ 5,397,862
							<b>Federal Totals:</b>	<b>\$ 7,643,834</b>
<b>Federal Fund Obligations:</b>				\$ 2,022,440				Federal Aid ID
<b>EA Number:</b>				PE002834				S092(60)
<b>Initial Obligation Date:</b>				8/24/2017				

State Funds									
State	Match	2017	\$	169,857			\$ 169,857		
State	Match	2017	\$	61,620			\$ 61,620		
State	Match	2020			\$	18,395	\$ 18,395		
State	Match	2020			\$	7,189	\$ 7,189		
State	Match	2021				\$ 617,809	\$ 617,809		
							<b>State Total:</b>	<b>\$ 874,870</b>	
<b>State Fund Obligations:</b>									
<b>EA Number:</b>									
<b>Initial Obligation Date:</b>									
Local Funds									
							\$ -		
							\$ -		
							<b>Local Total</b>	<b>\$ -</b>	
Phase Totals Before Amend:	\$	-	\$	2,253,917	\$	179,116	\$ 70,000	\$ 6,015,671	\$ 8,518,704
Phase Totals After Amend:	\$	-	\$	2,253,917	\$	179,116	\$ 70,000	\$ 6,015,671	<b>\$ 8,518,704</b>
							Year Of Expenditure (YOE):	\$ 8,518,704	
<b>Notes and Summary of Changes:</b>									
Red font = prior amended funding or project details. Blue font = amended changes to funding or project details. Black font indicates no change has occurred.									
<b>Amendment Summary:</b>									
The formal amendment reduces project limits and eliminates Bridge Avenue from the approved scope. ADA upgrades will require signal rebuilds at both Bridge Ave and Front Ave. These signal replacements were not anticipated. In order to fund them, the paving limit will be reduced from 3.92-6.46 to 5.23-6.46 and the paving of Bridge Ave will no longer occur. The total project cost remains unchanged at \$8,518,704									
> Will Performance Measurements Apply: Appears Yes									
<b>RTP References:</b>									
> RTP IDs: 11815 (Portland) NW St Helens Rd Corridor Safety Improvements									
> RTP Description: Design and implement pedestrian and bicycle facilities and improve traffic safety for all modes.									
> Air Quality Exemption Status: The project is exempt per 40 CFR 93.126 Table 2 - Pavement resurfacing and/or rehabilitation.									
<b>Fund Codes:</b>									
> NHPP = Federal National Highway Performance Program (FAST ACT) funds. NHPP support transportation improvements to sites on the National Highway System and State Highway System									
> ADVCON = Federal Advanced Construction funds. ADVCON acts as a temporary placeholder until the specific federal fund is known or available for the project. At that time a fund conversion occurs to change the ADVCON to the correct federal fund code.									
> State = General state funds provided by the lead agency as part of the required match or to cover overmatching project costs and needs									



Metro  
2018-21 Metropolitan Transportation Improvement Program (MTIP)  
PROJECT AMENDMENT DETAIL WORKSHEET

**Formal Amendment**  
**ADD NEW PROJECT**  
Initial Programming

<b>Lead Agency:</b> ODOT	Project Type: Planning	<b>ODOT Key:</b> 21570
<b>Project Name:</b> I-5: Columbia River (Interstate) Bridge	ODOT Type: Bridge/Pln	<b>MTIP ID:</b> TBD
	Performance Meas: No	<b>Status:</b> A
<b>Project Status:</b> A = Programming in progress or in approved MTIP moving forward to obligate funds	Capacity Enhancing: No	<b>Comp Date:</b> 4/1/2021
	Conformity Exempt: Yes	RTP ID: Apndx S 10893
<b>Short Description:</b> Complete multi-modal planning assessment activities for a replacement Interstate 5 bridge between Oregon and Washington	On State Hwy Sys: I-5	RFFA ID: N/A
	Mile Post Begin: 306.70	RFFA Cycle: N/A
	Mile Post End: 308.72	UPWP: Yes
	Length: 2.02	UPWP Cycle: SFY 20
	1st Year Program'd: 2020	Past Amend: 0
	Years Active: 1	OTC Approval: Yes

**Detailed Description:** In northern Portland on I-5 across the Columbia River to Vancouver, Washington between MP 306.70 to 3.08.72, conduct and complete multi-modal planning assessments for the replacement of the I-5 Columbia River Bridge to improve mobility and address safety problems along the corridor and include possible study items as the development of a locally preferred alternative, recommended number of general purpose travel lanes, inclusion of light rail, incorporation of active transportation improvements, develop opportunity cost assessments, etc. in support of Resolution 08-3960B

**STIP Description:** Planning activities for the replacement of the I-5 Interstate Bridge between Oregon and Washington.

**PROJECT FUNDING DETAILS**

Fund Type	Fund Code	Year	Planning	Preliminary Engineering	Right of Way	Other (Utility Relocation)	Construction	Total
<b>Federal Funds</b>								
ADVCON	ACPO	2020	\$ 8,299,800					\$ 8,299,800
								\$ -
							<b>Federal Totals:</b>	<b>\$ 8,299,800</b>
<b>Federal Fund Obligations:</b>								Federal Aid ID
<b>EA Number:</b>								
<b>Initial Obligation Date:</b>								

State Funds								
State	Match	2020	\$	700,200			\$ 700,200	
							\$ -	
							<b>State Total:</b>	<b>\$ 700,200</b>
<b>State Fund Obligations:</b>								
<b>EA Number:</b>								
<b>Initial Obligation Date:</b>								
Local Funds								
							\$ -	
							\$ -	
							<b>Local Total</b>	<b>\$ -</b>
Phase Totals Before Amend:	\$	-	\$	-	\$	-	\$ -	
Phase Totals After Amend:	\$	<b>9,000,000</b>	\$	-	\$	-	<b>\$ 9,000,000</b>	
<b>Note: Preliminary estimated bridge replacement cost per the RTP = \$3,169,866,000</b>							Year Of Expenditure (YOE):	\$ 9,000,000
<b>Notes and Summary of Changes:</b>								
Red font = prior amended funding or project details. Blue font = amended changes to funding or project details. Black font indicates no change has occurred.								
<b>Amendment Summary:</b>								
The formal amendment adds the new planning study to the MTIP to complete various planning assessments to determine the feasibility of replacing the Interstate 5 Bridge across the Columbia River to Vancouver, Washington. ODOT has approved \$8,299,800 of federal Advance Construction funds plus match (total of \$9 million) in support of the planning effort. The funding originates from the annual nationwide FHWA federal fund redistribution action (Redistribution funds) which Oregon will receive a share. The Oregon Transportation Commission approved the funding for the study during their August 2019 meeting. The I-5 Bridge over the Columbia River is a major bottleneck for freight and the public traveling across the river. With WSDOT re-establishing this bridge as a priority, ODOT also needs to re-engage on this bi-state effort to improve traffic and mobility.								
> Will Performance Measurements Apply: No								
<b>RTP References:</b>								
> RTP IDs: 10893 - I-5 Columbia River Bridge								
> RTP Description: .Replace I-5/Columbia River bridges and improve interchanges on I-5. Project adds protected/buffered bikeways, cycle tracks and a new trail/multiuse path or extension								
> Air Quality Exemption Status: The project is exempt per 40 CFR 93.126 Table 2 - Other - Planning and Technical Studies								
<b>Fund Codes:</b>								
> ADVCON = Federal Advanced Construction funds. ADVCON acts as a temporary placeholder until the specific federal fund is known or available for the project. At that time a fund conversion occurs to change the ADVCON to the correct federal fund code.								
> State = General state funds provided by the lead agency as part of the required match or to cover overmatching project costs and needs								



Metro  
2018-21 Metropolitan Transportation Improvement Program (MTIP)  
PROJECT AMENDMENT DETAIL WORKSHEET

**Formal Amendment  
CANCEL PROJECT**  
1st Amendment to Project

<b>Lead Agency:</b> Portland	Project Type: O&M	<b>ODOT Key:</b> 20809
<b>Project Name:</b> Central Eastside Intersection Improvements	ODOT Type: Preserve	<b>MTIP ID:</b> 70887
	Performance Meas: Yes	<b>Status:</b> 4
<b>Project Status:</b> 4 = (PS&E) Planning Specifications, & Estimates (final design 30%, 60%, 90% design activities initiated).	Capacity Enhancing: No	<b>Comp Date:</b> 12/31/2021
	Conformity Exempt: Yes	RTP ID: 11841
<b>Short Description:</b> Improve freight access and circulation at key choke points in Portland's Central Eastside Industrial District while leveraging a significant local match to improve bikeways through the district enhancing safety for all modes.	On State Hwy Sys: No	RFFA ID: 50303
	Mile Post Begin: N/A	RFFA Cycle: 2019-21
	Mile Post End: N/A	UPWP: N/A
	Length: N/A	UPWP Cycle: N/A
	1st Year Program'd: 2019	Past Amend: 0
	Years Active: 2	OTC Approval: No

**Detailed Description:** None

**STIP Description:** Improve freight access and circulation at key choke points and improve bikeways leading into/through the Central Eastside Industrial

**PROJECT FUNDING DETAILS**

Fund Type	Fund Code	Year	Planning	Preliminary Engineering	Right of Way	Other (Utility Relocation)	Construction	Total				
<b>Federal Funds</b>			<b>CANCELED PROJECT</b>					\$ -				
								\$ -				
<b>Federal Totals:</b>								\$ -				
<b>Federal Fund Obligations:</b>								Federal Aid ID				
<b>EA Number:</b>												
<b>Initial Obligation Date:</b>												
<b>State Funds</b>								\$ -				
								\$ -				
<b>State Total:</b>							\$ -					
<b>State Fund Obligations:</b>												
<b>EA Number:</b>												
<b>Initial Obligation Date:</b>												

Local Funds										
TriMet-GF	Local	2019	\$		<del>563,689</del>		\$	-		
Local	Local	2019	\$		<del>64,517</del>		\$	-		
TriMet-GF	Local	2020				\$	<del>2,032,190</del>	\$	-	
Local	Local	2020				\$	<del>2,742,037</del>	\$	-	
							\$	-		
							\$	-		
							\$	-		
							\$	-		
							<b>Local Total</b>	\$	-	
Phase Totals Before Amend:	\$	-	\$	<del>628,206</del>	\$	-	\$	<del>4,774,227</del>	\$	5,402,433
Phase Totals After Amend:	\$	-	\$	-	\$	-	\$	-	\$	-
								Year Of Expenditure (YOE):	\$	-

**Notes and Summary of Changes:**

Red font = prior amended funding or project details. Blue font = amended changes to funding or project details. Black font indicates no change has occurred.

**Amendment Summary:**

The formal amendment cancels the project from the MTIP. The project originally was a Metro 2019-21 RFFA awarded project. Initially programmed with Surface transportation Program (STP) and local matching funds, the project was identified as a de-federalization candidate. The project was de-federalized by completing a fund swap with TriMet resulting in a locally funded project. Metro has developed a separate Intergovernmental Agreement (IGA) with Portland to manage and deliver the local funds for the project. The project is exempt from air quality analysis, does not contain capacity enhancing scope activities, or now requires federal approvals. The local IGA has been developed and executed. As a result, the project can be removed from the MTIP without issue. The Central Eastside Intersection Improvements project will be monitored by Metro and delivered as a locally funded project outside of the MTIP.

> Will Performance Measurements Apply: Appears Yes

**RTP References:**

- > RTP IDs: 11841 Central Eastside Access and Circulation Improvements
- > RTP Description: Improve access and circulation in the Central Eastside by adding new signals and crossings at Hawthorne & Clay ramp, Salmon & Grand, Salmon & MLK, Washington & Grand, Washington & MLK, Ankeny & Sandy, 16th & Irving, and modifying signals at Stark & Grand, Clay & Grand, and Mill & MLK.
- > Air Quality Exemption Status: The project is exempt per 40 CFR 93.126 Table 2 - Pavement resurfacing and/or rehabilitation.

**Fund Codes:**

- > TriMet GF = Local TriMet General Funds swapped with Metro for the original awarded federal funds.
- > Local = General local agency funds provided by the lead agency as part of the required match or to cover overmatching project costs and needs



Metro  
2018-21 Metropolitan Transportation Improvement Program (MTIP)  
PROJECT AMENDMENT DETAIL WORKSHEET

**Formal Amendment  
CANCEL PROJECT**  
1st Amendment to Project

<b>Lead Agency:</b> Portland	Project Type: Active Trns	<b>ODOT Key:</b> 20817
<b>Project Name:</b> NE 72nd Ave: NE Killingsworth - NE Sandy Blvd	ODOT Type: BikePed	<b>MTIP ID:</b> 70879
	Performance Meas: Yes	<b>Status:</b> 4
<b>Project Status:</b> 4 = (PS&E) Planning Specifications, & Estimates (final design 30%, 60%, 90% design activities initiated).	Capacity Enhancing: No	<b>Comp Date:</b> 12/1/2022
	Conformity Exempt: Yes	RTP ID: 10220
<b>Short Description:</b> Develop a combined pedestrian and bike pathway along NE 72nd Ave and provide safe route for neighborhoods and area schools with concentrations of equity communities.	On State Hwy Sys: No	RFFA ID: 50306
	Mile Post Begin: N/A	RFFA Cycle: 2019-21
	Mile Post End: N/A	UPWP: N/A
	Length: N/A	UPWP Cycle: N/A
	1st Year Program'd: 2019	Past Amend: 0
	Years Active: 2	OTC Approval: No

**Detailed Description:** Provide a high-quality pedestrian and bicycle parkway along NE 72nd Ave through the heart of Cully. This project will connect Cully residents to nearby commercial areas and schools, provide multimodal accessibility to parks and green space in Cully and Roseway, and will connect to the future 70s Bikeway to the south. The project would construct a neighborhood greenway with traffic calming and crossing improvements from Sandy to Prescott, physically separated pedestrian and bicycle pathways on the west side of 72nd from Prescott to Sumner, and a shared multi-use path on the west side of 72nd from Sumner to Killingsworth. The project will also include lighting, street trees, and place-making elements.

**STIP Description:** Provide a bicycle and pedestrian parkway along NE 72nd Ave to connect residents to nearby commercial areas, schools, parks and green spaces in Cully and Roseway neighborhoods. Project to connect to the 70s Greenway to the south.

**PROJECT FUNDING DETAILS**

Fund Type	Fund Code	Year	Planning	Preliminary Engineering	Right of Way	Other (Utility Relocation)	Construction	Total
<b>Federal Funds</b>								
								\$ -
								\$ -
							<b>Federal Totals:</b>	\$ -
<b>Federal Fund Obligations:</b>								Federal Aid ID
<b>EA Number:</b>								
<b>Initial Obligation Date:</b>								

**CANCELED PROJECT**



State Funds						
						\$ -
						<b>State Total:</b> \$ -
<b>State Fund Obligations:</b>						
<b>EA Number:</b>						
<b>Initial Obligation Date:</b>						

Local Funds						
TriMet-GF	Local	2019		<del>\$ 884,446</del>		\$ -
Local	Local	2019		<del>\$ 884,446</del>		\$ -
TriMet-GF	Local	2020		<del>\$ 294,815</del>		\$ -
Local	Local	2020		<del>\$ 294,815</del>		\$ -
TriMet-GF	Local	2021		<del>\$ 50,000</del>		\$ -
Local	Local	2021		<del>\$ 50,000</del>		\$ -
TriMet-GF	Local	2021			<del>\$ 970,739</del>	\$ -
Local	Local	2021			<del>\$ 2,567,045</del>	\$ -
						<b>Local Total</b> \$ -
Phase Totals Before Amend:	\$ -	<del>\$ 1,768,892</del>	<del>\$ 589,630</del>	<del>\$ 100,000</del>	<del>\$ 3,537,784</del>	<del>\$ 5,996,306</del>
Phase Totals After Amend:	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
						Year Of Expenditure (YOE): \$ -

**Notes and Summary of Changes:**  
 Red font = prior amended funding or project details. Blue font = amended changes to funding or project details. Black font indicates no change has occurred.

**Amendment Summary:**  
 The formal amendment cancels the project from the MTIP. NE 72nd Ave: NE Killingsworth - NE Sandy Blvd is a Metro 2019-21 RFFA federally funded grant awarded project. The project was deemed a good candidate for a fund exchange among Metro and TriMet. The fund exchange has been completed and the Metro local Intergovernmental Agreement (IGA) has been developed and executed. The project does not require federal approvals requiring it to remain in the MTIP. As a result, NE 72nd Ave: NE Killingsworth - NE Sandy is being removed from the MTIP. It will be monitored by Metro and delivered as a locally funded project outside of the MTIP.

> Will Performance Measurements Apply: Appears Yes

**RTP References:**  
 > RTP ID: 10220 - Seventies Greenstreet and Bikeway  
 > RTP Description: Develop a combined pedestrian greenway and bike boulevard including crossing improvements from Killingsworth to Springwater.  
 > Air Quality Exemption Status: The project is exempt per 40 CFR 93.126 Table 2 - Other - Pedestrian and Bicycle Facilities

**Fund Codes:**  
 > TriMet GF = Local TriMet General Funds swapped with Metro for the original awarded federal funds.  
 > Local = General local agency funds provided by the lead agency as part of the required match or to cover overmatching project costs and needs



Metro  
2018-21 Metropolitan Transportation Improvement Program (MTIP)  
PROJECT AMENDMENT DETAIL WORKSHEET

**Formal Amendment**  
**SCOPE CHANGE**  
2nd Amendment to Project

<b>Lead Agency:</b> Portland	Project Type: O&M	<b>ODOT Key:</b> 20334
<b>Project Name:</b> Central Systemic Signals and Illumination (Portland)	ODOT Type: Safety	<b>MTIP ID:</b> 70949
	Performance Meas: Yes	<b>Status:</b> 4
<b>Project Status:</b> 4 = (PS&E) Planning Specifications, & Estimates (final design 30%, 60%, 90% design activities initiated).	Capacity Enhancing: No	<b>Comp Date:</b> 12/31/2022
	Conformity Exempt: Yes	RTP ID: Nov Ltr
<b>Short Description:</b> Illumination; intersection work; bike and pedestrian improvements; ADA upgrades; signal work; signs; warnings; striping; medians; utility relocation; and other safety improvements.	On State Hwy Sys: No	RFFA ID: N/A
	Mile Post Begin: N/A	RFFA Cycle: N/A
	Mile Post End: N/A	UPWP: N/A
	Length: N/A	UPWP Cycle: N/A
	1st Year Program'd: 2019	Past Amend: 1
	Years Active: 2	OTC Approval: No

**Detailed Description:** ADD --> Remaining project site locations include the following: SE Hawthorne Blvd at SE Grand Ave, SE Washington St at SE 99th Ave, SE Foster Rd at SE 92nd Ave, SE Stark St at SE 103rd Dr (ARTS PGB for Portland)

**STIP Description:** Illumination, intersection work, bike and pedestrian improvements, ADA upgrades, signal work, signs, warnings, striping, medians, utility relocation, and other safety improvements at various locations.

**PROJECT FUNDING DETAILS**

Fund Type	Fund Code	Year	Planning	Preliminary Engineering	Right of Way	Other (Utility Relocation)	Construction	Total
<b>Federal Funds</b>								
<del>ADVCON</del>	<del>ACP0</del>	<del>2019</del>		<del>\$ 448,005</del>				\$ -
ADVCON	ACP0	2019		\$ 904,396				\$ 904,396
ADVCON	ACP0	2020			\$ 58,560			\$ 58,560
ADVCON	ACP0	2020				\$ 16,692		\$ 16,692
<del>ADVCON</del>	<del>ACP0</del>	<del>2021</del>					<del>\$ 203,068</del>	\$ -
ADVCON	ACP0	2021					\$ 735,233	\$ 735,233
<del>HSIP</del>	<del>MS30</del>	<del>2021</del>					<del>\$ 988,555</del>	\$ -
								\$ -
							<b>Federal Totals:</b>	<b>\$ 1,714,881</b>
<b>Federal Fund Obligations:</b>				\$ 448,005				Federal Aid ID
<b>EA Number:</b>				PE003064				5900(303)
<b>Initial Obligation Date:</b>				12/26/2018				

State Funds								\$	-
						<b>State Total:</b>	\$	-	
<b>State Fund Obligations:</b>									
<b>EA Number:</b>									
<b>Initial Obligation Date:</b>									
Local Funds								\$	
<del>Local</del>	<del>Match</del>	<del>2019</del>		<del>\$ 37,795</del>			\$	-	
Local	Match	2019		\$ 76,298			\$	76,298	
<del>Other</del>	<del>OTH0</del>	<del>2020</del>		<del>\$ 4,940</del>			\$	-	
Local	Match	2020		\$ 4,940			\$	4,940	
<del>Other</del>	<del>OTH0</del>	<del>2020</del>		<del>\$ 1,408</del>			\$	-	
Local	Match	2020		\$ 1,408			\$	1,408	
<del>Other</del>	<del>OTH0</del>	<del>2021</del>		<del>\$ 100,531</del>			\$	-	
Local	Match	2021		\$ 62,027			\$	62,027	
						<b>Local Total</b>	\$	<b>144,673</b>	
Phase Totals Before Amend:		\$ -	\$ 485,800	\$ 63,500	\$ 18,100	<del>\$ 1,292,154</del>	\$	1,859,554	
Phase Totals After Amend:		\$ -	\$ 980,694	\$ 63,500	\$ 18,100	\$ 797,260	\$	1,859,554	
						Note: ADVCON @92.22% federal share	Year Of Expenditure (YOE):	\$ 1,859,554	

**Notes and Summary of Changes:**

Red font = prior amended funding or project details. Blue font = amended changes to funding or project details. Black font indicates no change has occurred.

**Amendment Summary:**

The formal amendment reduces the project scope to fit budget constraints. PE Consultant fees came in much higher than originally anticipated. After evaluating each location based on the benefit cost (B/C), ODOT decided to remove four locations from the project scope. These include: (1) ARTS ID #9: 92nd Ave: Powell - Woodstock, (2) ARTS ID #14: W Burnside Rd: Uptown Terrace - 48th Ave, (3) ARTS ID #20H: NE Halsey St at NE 122nd Ave, and (4) ARTS ID #34H: SE Stark St at SE 148th Ave. The removal of these locations results in a savings of \$494,894 in the CON phase. ODOT is shifting this to PE to address the PE phase shortfall.

> Will Performance Measurements Apply: Appears Yes

**RTP References:**

> RTP IDs: November 27, 2018 Ltr - ODOT Operations & Maintenance Project Groupings for the RTP

> RTP Description: Safety and Operations Projects: Eligible safety and operational improvements for this project grouping may include the following - (1) Highway crossings improvements, (2) Roadway safety (non-capacity repairs/rehabilitation), (3) Landslides/rock falls mitigation, (4) Illumination/Signals, ITS

> Air Quality Exemption Status: The project is exempt per 40 CFR 93.126 Table 2 - Safety, Lighting improvements.

**Fund Codes:**

> ADVCON = Federal Advanced Construction funds. ADVCON acts as a temporary placeholder until the specific federal fund is known or available for the project. At that time a fund conversion occurs to change the ADVCON to the correct federal fund code.

> Local = General local funds provided by the lead agency as part of the required match or to cover overmatching project costs and needs

> Other = Additional local funds beyond the required minimum match in support of phase costs. Often referred to as "Overmatch"



Metro  
2018-21 Metropolitan Transportation Improvement Program (MTIP)  
PROJECT AMENDMENT DETAIL WORKSHEET

**Formal Amendment  
COST INCREASE**  
5th Amendment to Project

<b>Lead Agency:</b> Tigard	Project Type: Active Trns	<b>ODOT Key:</b> 19327
<b>Project Name:</b> Fanno Crk Trail: Woodard Pk to Bonita Rd/85th Ave - Tualatin BR	ODOT Type: BikePed	<b>MTIP ID:</b> 70690
	Performance Meas: Yes	<b>Status:</b> 4
<b>Project Status:</b> 4 = (PS&E) Planning Specifications, & Estimates (final design 30%, 60%, 90% design activities initiated).	Capacity Enhancing: No	<b>Comp Date:</b> 12/1/2022
	Conformity Exempt: Yes	RTP ID: 10766
<b>Short Description:</b> This project will construct four sections of the Fanno Creek Trail from Woodward Park to Bonita Road and 85th Avenue to Tualatin River Bridge in Tigard.	On State Hwy Sys: No	RFFA ID: 50261
	Mile Post Begin: N/A	RFFA Cycle: 2016-18
	Mile Post End: N/A	UPWP: N/A
	Length: N/A	UPWP Cycle: N/A
	1st Year Program'd: 2017	Past Amend: 4
	Years Active: 4	OTC Approval: No

**Detailed Description:** This project will construct four sections of the Fanno Creek Trail in Tigard: 1) Woodard Park to Grant Avenue; 2) Main Street to Hall Boulevard; 3) Tigard Library to Bonita Road, and 4) 85th Avenue to Tualatin River Bridge. Design elements consist of an elevated trail for the Woodard to Grant segment, removal of the existing trail and realigning the new trail for the Main to Hall segment, and a new at-grade trail for the Tigard library to Bonita Road and 85th Avenue to Tualatin River Bridge segments.

**STIP Description:** Construct four sections of the Fanno Creek Trail from Woodward Park to Bonita Road and 85th Avenue to Tualatin River Bridge in Tigard.

**PROJECT FUNDING DETAILS**

Fund Type	Fund Code	Year	Planning	Preliminary Engineering	Right of Way	Other (Utility Relocation)	Construction	Total
<b>Federal Funds</b>								
<del>CMAQ</del>	<del>Z400</del>	<del>2017</del>		<del>\$ 1,151,424</del>				\$ -
CMAQ	Z400	2017		\$ 1,151,236				\$ 1,151,236
<del>CMAQ</del>	<del>Z400</del>	<del>2019</del>			<del>\$ 250,000</del>			\$ -
CMAQ	Z400	2020			\$ 250,000			\$ 250,000
<del>CMAQ</del>	<del>Z400</del>	<del>2019</del>				<del>\$ 3,000,000</del>		\$ -
CMAQ	Z400	2021				\$ 3,000,000		\$ 3,000,000
								\$ -
							<b>Federal Totals:</b>	<b>\$ 4,401,236</b>
<b>Federal Fund Obligations:</b>				\$ 1,151,236				Federal Aid ID
<b>EA Number:</b>				PE002814				7365(014)
<b>Initial Obligation Date:</b>				7/5/2017				

State Funds						
						\$ -
						\$ -
					<b>State Total:</b>	\$ -
<b>State Fund Obligations:</b>						
<b>EA Number:</b>						
<b>Initial Obligation Date:</b>						
Local Funds						
<del>Local</del>	<del>Match</del>	<del>2017</del>	<del>\$ 131,786</del>			\$ -
Local	Match	2017	\$ 131,764			\$ 131,764
<del>Local</del>	<del>Match</del>	<del>2019</del>	<del>\$ 28,614</del>			\$ -
Local	Match	2020	\$ 28,614			\$ 28,614
<del>Local</del>	<del>Match</del>	<del>2019</del>	<del>\$ 343,363</del>			\$ -
Local	Match	2021	\$ 343,363			\$ 343,363
Other	OVM	2021			\$ 1,500,000	\$ 1,500,000
<b>Local Total</b>						<b>\$ 2,003,741</b>
Phase Totals Before Amend:	\$ -	<del>\$ 1,283,210</del>	\$ 278,614	\$ -	\$ 3,343,363	\$ 4,905,187
Phase Totals After Amend:	\$ -	\$ 1,283,000	\$ 278,614	\$ -	\$ 4,843,363	\$ 6,404,977
Year Of Expenditure (YOE):						\$ 6,404,977
<b>Notes and Summary of Changes:</b>						
Red font = prior amended funding or project details. Blue font = amended changes to funding or project details. Black font indicates no change has occurred.						
<b>Amendment Summary:</b>						
The latest update to the Project Specifications and Estimates (PS&E) indicated a revised construction cost of \$1.5 million to complete the project. As a result of the cost increase, additional PE time is required delaying Right of Way and Construction. Right of Way is pushed out to 2020 with Construction to 2021 along with the \$1.5 million of local funds added to the Construction phase as part of the formal amendment. The revised Construction phase cost increases to \$4,843.363 with the total project cost increasing to \$6,404,977.						
> Will Performance Measurements Apply: Appears Yes						
<b>RTP References:</b>						
> RTP ID: 10766 - Regional Trail Gap Closure						
> RTP Description: Infill gaps in regional trail network. Affected trails include Fanno Creek, Washington Square Loop and Westside Trails.						
> Air Quality Exemption Status: The project is exempt per 40 CFR 93.126 Table 2 - Air Quality - Pedestrian and Bicycle Facilities.						
<b>Fund Codes:</b>						
> CMAQ = Federal Congestion Mitigation Air Quality (CMAQ) improvement funds allocated to Metro for a discretionary allocation to projects that provide strong air quality improvement benefits.						
> Local = General local funds provided by the lead agency as part of the required match to the federal funds.						
> Other = General local funds committed by the lead agency as overmatch and to cover phase cost above the required minimum match.						

# Memo



Date: Monday, November 4, 2019  
 To: JPACT and Interested Parties  
 From: Ken Lobeck, Funding Programs Lead, 503-797-1785  
 Subject: November 2019 MTIP Formal Amendment & Approval Request of Resolution 19-5046

## STAFF REPORT

FOR THE PURPOSE OF ADDING OR AMENDING EXISTING PROJECTS TO THE 2018-21 METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM INVOLVING EIGHT PROJECTS IMPACTING METRO, ODOT, PORTLAND, AND TIGARD (NV20-03-NOV)

## BACKGROUND

### What This Is:

The November 2019 Formal Metropolitan Transportation Improvement Program (MTIP) Formal/Full Amendment bundle (for FFY 2020) contains required changes and updates impacting Metro, ODOT, and Portland. Eight projects comprise the amendment bundle.

### What is the requested action?

**TPAC recommends JPACT approve the November 2019 formal amendment plus Resolution 19-5046, and provide Metro Council with their approval recommendation for final Metro approval enabling the projects to be amended correctly into the 2018 MTIP, with final approval to occur from USDOT.**

Proposed November 2019 Formal Amendment Bundle					
Amendment Type: <b>Formal/Full</b>					
Amendment #: <b>NV20-03-NOV</b>					
Total Number of Projects: 8					
ODOT Key #	MTIP ID #	Lead Agency	Project Name	Project Description	Description of Changes
Project #1 Key <b>21038</b>	71010	Metro	Regional TSMO Program (2017)	Facilitate implementation of Regional TSMO Plan; grant coordination and management; performance data development and tracking	<b>CANCEL PROJECT:</b> Project awarded STP for SFY 2019 UPWP was obligated during SFY 2018 under a different Key. As a result, Key 21038 became a duplicate project in the MTIP and is being removed now.
Project #2 Key <b>20451</b>	70996	ODOT	<del>OR8 at River Rd &amp; OR224 at Lake Rd</del> <b>OR8 at River Rd</b>	Full signal upgrade with illumination and ADA improvements at the intersection of OR8 and River Rd in the City of Hillsboro	<b>SCOPE CHANGE:</b> The formal amendment completes a scope change to remove the intersection of OR224 and Lake Rd from the approved scope. The project remains a signalization upgrade at OR 8 and River Rd with required ADA improvements. The total project cost of \$2,649,465 remains unchanged.

<p>Project #3 Key 20208</p>	<p>70938</p>	<p>ODOT</p>	<p><del>US30: KITTRIDGE-ST JOHNS</del> US30: NW Saltzman Rd - NW Bridge Ave</p>	<p>Repave roadway; upgrade ADA ramps to current standards; improve access management; and address drainage as needed.</p>	<p><b>SCOPE CHANGE:</b> The formal amendment reduces project limits and eliminates Bridge Avenue from the approved scope. ADA upgrades will require signal rebuilds at both Bridge Ave and Front Ave. These signal replacements were not anticipated. In order to fund them, the paving limit will be reduced from 3.92-6.46 to 5.23-6.46 and the paving of Bridge Ave will no longer occur. The total project cost remains unchanged at \$8,518,704</p>
<p>Project #4 Key 21570 New Project</p>	<p>TBD</p>	<p>ODOT</p>	<p>I-5: Columbia River (Interstate) Bridge</p>	<p>Complete multi-modal planning assessment activities for a replacement Interstate 5 bridge between Oregon and Washington</p>	<p><b>ADD NEW PROJECT:</b> The formal amendment adds the new planning study to the MTIP to complete various planning assessments to determine the feasibility of replacing the Interstate 5 Bridge across the Columbia River to Vancouver, Washington. ODOT has approved \$8,299,800 of federal Advance Construction funds plus match (total of \$9 million) The I-5 Bridge over the Columbia River is a major bottleneck for freight and the public traveling across the river. With WSDOT re-establishing this bridge as a priority, ODOT also needs to re-engage on this bi-state effort to improve traffic and mobility.</p>
<p>Project #5 Key 20809</p>	<p>70887</p>	<p>Portland</p>	<p>Central Eastside Intersection Improvements</p>	<p>Improve freight access and circulation at key choke points in the Central Eastside Industrial District while leveraging a significant local match to improve bikeways through the district enhancing safety for all modes.</p>	<p><b>CANCEL PROJECT:</b> The project has been de-federalized through a fund exchange among TriMet and Metro. Now locally funded, the project does not have any federal approvals or requirements to be programmed in the MTIP. It is being removed from the MTIP through this formal amendment. The project will be delivered as a locally funded project monitored by Metro.</p>
<p>Project #6 Key 20817</p>	<p>70879</p>	<p>Portland</p>	<p>NE 72nd Ave: NE Killingsworth - NE Sandy Blvd</p>	<p>Develop a combined pedestrian and bike pathway along NE 72nd Ave and provide safe route for neighborhoods and area schools with concentrations of equity communities.</p>	<p><b>CANCEL PROJECT:</b> The formal amendment cancels the project from the MTIP. The project was deemed a good candidate for a fund exchange among Metro and TriMet. The fund exchange has been completed and the Metro local Intergovernmental Agreement (IGA) has been developed and executed. The project does not require federal approvals requiring it to remain in the MTIP. As a result, NE 72nd Ave: NE Killingsworth - NE Sandy is being removed from the MTIP. It will be monitored by Metro and delivered as a locally funded project outside of the MTIP.</p>

Project #7 Key 20334	70949	Portland	Systemic Signal and Illumination (Portland)	Illumination; intersection work; bike and pedestrian improvements; ADA upgrades; signal work; signs; warnings; striping; medians; utility relocation; and other safety improvements.	<b>SCOPE CHANGE:</b> The formal amendment reduces the project scope to fit budget constraints. PE Consultant fees came in much higher than originally anticipated. After evaluating each location based on the benefit cost (B/C), ODOT decided to remove four locations from the project scope. These include: (1) ARTS ID #9: 92nd Ave: Powell - Woodstock, (2) ARTS ID #14: W Burnside Rd: Uptown Terrace - 48th Ave, (3) ARTS ID #20H: NE Halsey St at NE 122nd Ave, and (4) ARTS ID #34H: SE Stark St at SE 148th Ave. The removal of these locations results in a savings of \$494,894 in the CON phase. ODOT is shifting this to PE to address the PE phase shortfall.
Project #8 Key 19327	70690	Tigard	Fanno Crk Trail: Woodard Pk to Bonita Rd/85th Ave - Tualatin BR	This project will construct four sections of the Fanno Creek Trail from Woodward Park to Bonita Road and 85th Avenue to Tualatin River Bridge in Tigard.	<b>COST INCREASE:</b> The latest update to the Project Specifications and Estimates (PS&E) indicated a revised construction cost of \$1.5 million to complete the project. As a result of the cost increase, additional PE time is required delaying Right of Way and Construction. Right of Way is pushed out to 2020 with Construction to 2021 along with the \$1.5 million of local funds added to the Construction phase as part of the formal amendment. The revised Construction phase cost increases to \$4,843,363 with the total project cost increasing to \$6,404,977.


A detailed summary of the amended projects is provided in the tables on the following pages.

<b>Project 1: <u>Regional TSMO Program 2017</u></b>	
Lead Agency:	<b>Metro</b>
ODOT Key Number:	<b>21038</b> <span style="float: right;">MTIP ID Number: 70677</span>
Projects Description:	<p>Project Snapshot:</p> <ul style="list-style-type: none"> <li>• Proposed improvements:             <ul style="list-style-type: none"> <li>○ The project is a Regional Flexible Fund Allocation (RFFA) Step 1 annual allocation that supports various Transportation System Management and Operations (TSMO) planning activities by Metro staff to plan and implement Regional Intelligent Transportation System (ITS) projects</li> <li>○ While most of the RFFA allocation for TSMO activities directly support new ITS projects, this allocation supports Metro staff planning needs.</li> <li>○ The funds are incorporated into the annual Unified Planning and Work Program (UPWP)</li> </ul> </li> <li>• Source: Existing MTIP project</li> <li>• Funding: FHWA Surface Transportation Program (STP) funds allocated to Metro and implemented through Metro's RFFA program.</li> <li>• Type: TSMO/ITS</li> <li>• Location: N/A. The funding supports staff planning activities.</li> <li>• Cross Streets: N/A - various locations recommended</li> <li>• Mile Post Limits: N/A</li> <li>• Current Status Code: 0 =No activity</li> <li>• STIP Amendment Number: TBD</li> <li>• MTIP Amendment Number: NV20-03-NOV</li> </ul>



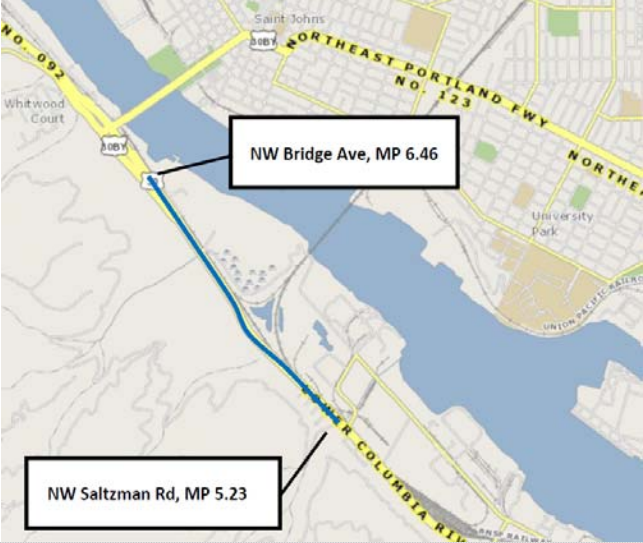
What is changing?	<b>AMENDMENT ACTION: CANCEL PROJECT</b>																																																																										
	<p>The RFFA allocation is committed to TSMO/ITS planning needs on an annual basis. Due to prior year accounting of UPWP allocated funds, Metro chose to program the TSMO planning funds as a stand-alone MTIP project (in Key 21038) rather than incorporate it into the Master Agreement project Key of 21271.</p>																																																																										
	<table border="1"> <thead> <tr> <th colspan="2">LEAD AGENCY</th> <td colspan="5">Metro</td> </tr> <tr> <th colspan="2">PROJECT NAME</th> <td colspan="5">Regional TSMO Program (2017)</td> </tr> <tr> <th colspan="2">Project IDs</th> <th colspan="4">Project Description</th> <th>Project Type</th> </tr> </thead> <tbody> <tr> <td>ODOT KEY</td> <td>21038</td> <td colspan="4" rowspan="3">Facilitate implementation of Regional TSMO Plan; grant coordination and management; performance data development and tracking</td> <td rowspan="3">Transportation System Management Operations</td> </tr> <tr> <td>MTIP ID</td> <td>71010</td> </tr> <tr> <td>RTP ID</td> <td></td> </tr> <tr> <th>Phase</th> <th>Year</th> <th>Fund Type</th> <th>Federal Amount</th> <th>Minimum Local Match</th> <th>Other Amount</th> <th>Total Amount</th> </tr> <tr> <td>Other</td> <td>2019</td> <td>STP - Urban</td> <td>\$65,454</td> <td>\$7,492</td> <td>\$0</td> <td>\$72,946</td> </tr> <tr> <td colspan="3" style="text-align: right;">FY 18-21 Totals</td> <td>\$65,454</td> <td>\$7,492</td> <td>\$0</td> <td>\$72,946</td> </tr> <tr> <td colspan="3" style="text-align: right;">Estimated Project Cost (YOES)</td> <td>\$65,454</td> <td>\$7,492</td> <td>\$0</td> <td>\$72,946</td> </tr> </tbody> </table>		LEAD AGENCY		Metro					PROJECT NAME		Regional TSMO Program (2017)					Project IDs		Project Description				Project Type	ODOT KEY	21038	Facilitate implementation of Regional TSMO Plan; grant coordination and management; performance data development and tracking				Transportation System Management Operations	MTIP ID	71010	RTP ID		Phase	Year	Fund Type	Federal Amount	Minimum Local Match	Other Amount	Total Amount	Other	2019	STP - Urban	\$65,454	\$7,492	\$0	\$72,946	FY 18-21 Totals			\$65,454	\$7,492	\$0	\$72,946	Estimated Project Cost (YOES)			\$65,454	\$7,492	\$0	\$72,946													
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<p>However, the required STP was added to Key 21271 and obligated as part of the regular annual UPWP cycle. Unfortunately, Metro was not notified of this which resulted in confusion over the funding status. Finally resolved last June and re-confirmed during September that the appropriate expenditures were occurring under Key 21271, Key 21038 is now being removed from the MTIP to ensure double programming and obligation of the STP does not occur.</p>																																																																											
Additional Details:	A multi-step verification process is now in place to help avoid similar situations for again occurring																																																																										
Why a Formal amendment is required?	A formal/full amendment is required for any project that is removed/canceled from the MTIP																																																																										
Total Programmed Amount:	The total project programming amount decreases from \$72,946 to \$0																																																																										
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<b>Project 2:</b>	<b>OR8 at River Rd &amp; OR224 at Lake Rd</b>		
	<b>OR8 at River Road</b>		
Lead Agency:	ODOT		
ODOT Key Number:	20451	MTIP ID Number:	70996
Projects Description:	<p>Project Snapshot:</p> <ul style="list-style-type: none"> <li>Proposed improvements: Full signal upgrade with illumination and ADA improvements at the intersection of OR8 and River Rd in the City of Hillsboro. <b>Replace overhead flasher with ground mounted advance flashers at the intersection of OR224 and Lake Rd in Clackamas County</b></li> </ul>		



	<ul style="list-style-type: none"> <li>• Source: Existing MTIP project.</li> <li>• Funding: Combination of multiple federal funds including             <ul style="list-style-type: none"> <li>○ Advance Construction</li> <li>○ Railroad Highway Crossing Hazards Elimination</li> <li>○ State Surface transportation Block Grant (STBG)</li> <li>○ National Highway Performance Program (NHPP)</li> </ul> </li> <li>• Type: O&amp;M – operations/safety – signalization project</li> <li>• Location: On OR8</li> <li>• Cross Streets: At River Rd intersection</li> <li>• Overall Mile Post Limits: 11.70 to 11.75 (0.05 miles)</li> <li>• Current Status Code: 4 = (PS&amp;E) Planning Specifications, &amp; Estimates (final design 30%, 60%, 90% design activities initiated).</li> <li>• STIP Amendment Number: 18-21-3218</li> <li>• MTIP Amendment Number: NV20-03-NOV</li> </ul>
<p>What is changing?</p>	<p><b>AMENDMENT ACTION: SCOPE CHANGE</b></p> <p>The formal amendment drops the planned OR 224 at Lake Rd scope activities from the project. The project remains a signalization improvement project at the OR8/River Rd intersection. The latest construction cost analysis for this project revealed that the cost of delivering both the OR8 and OR224 locations will exceed the available funding. The overages are resulting from inflation as well as a new contingency calculation methodology that was not used during original scoping. In order to deliver the project within budget, ODOT decided to remove the OR224 location from the project scope. ODOT Maintenance will consider constructing the improvements at that location using non-federal funds.</p>
<p>Additional Details:</p>	

	<p style="text-align: center;"><b>STIP PROJECT LOCATION</b> ODOT REGION 1</p> <p style="text-align: center;">Region 1 ACT</p> <p style="text-align: center;"><b>PROJECT LOCATION</b></p> <p style="text-align: center;">Hillsboro</p> <p style="text-align: center;">Washington County</p> <p style="text-align: center;">TUALATIN VALLEY HWY NO.029</p> <p style="text-align: center;">OR8 AT RIVER ROAD KEY NO. 20451</p> <p><b>LEGEND</b>  <span style="display: inline-block; width: 10px; height: 10px; background-color: black; border: 1px solid black;"></span> PROJECT LOCATION  <span style="display: inline-block; width: 10px; border-bottom: 1px solid blue;"></span> HYDRO  <span style="display: inline-block; width: 10px; border-bottom: 1px solid black;"></span> LOCAL ROADS  <span style="display: inline-block; width: 10px; border-bottom: 1px dashed black;"></span> STATE HIGHWAY CLASSIFICATION</p>
<p>Why a Formal amendment is required?</p>	<p>Per the FHWA/FTA/ODOT/MPO Amendment Matrix, adding or cancelling a new project to the MTIP requires a formal amendment</p>
<p>Total Programmed Amount:</p>	<p>The total project programming amount remains unchanged at \$2,649,465</p>
<p>Added Notes:</p>	

<p><b>Project 3:</b> <del>US30: KITTRIDGE - ST JOHNS</del> US30: NW Saltzman Rd - NW Bridge Ave</p>	
<p>Lead Agency:</p>	<p><b>ODOT</b></p>
<p>ODOT Key Number:</p>	<p><b>20208</b></p>
<p>MTIP ID Number:</p>	<p>70938</p>
<p>Projects Description:</p>	<p>Project Snapshot:</p> <ul style="list-style-type: none"> <li>• Proposed improvements - Roadway rehabilitation: Repave roadway; upgrade ADA ramps to current standards; improve access management; and address drainage as needed.</li> <li>• Source: Existing MTIP project</li> <li>• Funding: Federal NHPP plus Advance Construction funds</li> <li>• Type: Roadway rehabilitation</li> <li>• Location: In NW Portland on US30</li> <li>• Cross Street Limits: NW Saltzman Rd to NW Bridge Ave</li> <li>• Overall Mile Post Limits: MP 5,23 to 6.46 (1.23 miles total)</li> </ul>

	<ul style="list-style-type: none"> <li>• Current Status Code: = 4 (PS&amp;E) Planning Specifications, &amp; Estimates (final design 30%, 60%, 90% design activities initiated).</li> <li>• STIP Amendment Number: 18-21-3220</li> <li>• MTIP Amendment Number: NV20-03-NOV</li> </ul>
<p>What is changing?</p>	<p><b>AMENDMENT ACTION: SCOPE CHANGE</b></p> <p>The formal amendment reduces project limits and eliminates Bridge Avenue from the approved scope. ADA upgrades will require signal rebuilds at both Bridge Ave and Front Ave. These signal replacements were not anticipated. In order to fund them, the paving limit will be reduced from 3.92-6.46 to 5.23-6.46 and the paving of Bridge Ave will no longer occur. The total project cost remains unchanged at \$8,518,704</p>
<p>Additional Details:</p>	
<p>Why a Formal amendment is required?</p>	<p>Per the FHWA/FTA/ODOT/MPO approved Amendment Matrix, significant scope changes where the project limits are adjusted by more 0.25 miles require a formal MTIP amendment to explain the change</p>
<p>Total Programmed Amount:</p>	<p>The total project programming amount remains unchanged at \$8,518,704</p>
<p>Added Notes:</p>	

<p><b>Project 4:</b></p>	<p><b>I-5 Columbia River (Interstate) Bridge (New MTIP Planning Project)</b></p>		
<p>Lead Agency:</p>	<p><b>ODOT</b></p>		
<p>ODOT Key Number:</p>	<p><b>21570</b></p>	<p>MTIP ID Number:</p>	<p>TBD</p>
<p>Projects Description:</p>	<p>Project Snapshot:</p> <ul style="list-style-type: none"> <li>• Proposed improvements: Complete multi-modal planning assessment activities for a replacement Interstate 5 bridge between Oregon and Washington</li> <li>• Source: New MTIP project</li> <li>• Funding: Federal Advance Construction funds and matching funds</li> <li>• Type: Planning study</li> <li>• Location: I-5 across the Columbia River</li> <li>• Cross Street Limits: Portland, Oregon to Vancouver, Washington</li> <li>• Overall Mile Post Limits: MP 306.70 to 308.72 (2.02 miles total)</li> <li>• Current Status Code: = A = Programming in progress or in approved MTIP moving forward to obligate funds</li> <li>• STIP Amendment Number: 18-21-3214</li> </ul>		

<p>What is changing?</p>	<ul style="list-style-type: none"> <li>• MTIP Amendment Number: NV20-03-NOV</li> </ul> <p><b>AMENDMENT ACTION: ADD NEW PROJECT</b></p> <p>The formal amendment adds the new planning study to the MTIP to complete various planning assessments to determine the feasibility of replacing the Interstate 5 Bridge across the Columbia River to Vancouver, Washington. ODOT has approved \$8,299,800 of federal Advance Construction funds plus match (total of \$9 million) in support of the planning effort. The funding originates from the annual nationwide FHWA federal fund redistribution action (Redistribution funds) which Oregon will receive a share. The Oregon Transportation Commission approved the funding for the study during their August 2019 meeting. The I-5 Bridge over the Columbia River is a major bottleneck for freight and the public traveling across the river. With WSDOT re-establishing this bridge as a priority, ODOT also needs to re-engage on this bi-state effort to improve traffic and mobility.</p>
<p>Additional Details:</p>	<ul style="list-style-type: none"> <li>• The very preliminary estimated project cost as included in the 2018 RTP for the project is \$3,169,866,000.</li> <li>• The bridge replacement project is included on the RTP as a specific project line item under ID # 10893</li> <li>• Appendix S to the 2018 RTP devotes the entire appendix to the project. Appendix S to the 2018 RTO can be downloaded from the Metro website at <a href="https://www.oregonmetro.gov/regional-transportation-plan">https://www.oregonmetro.gov/regional-transportation-plan</a></li> </ul>  
<p>Why a Formal amendment is required?</p>	<p>Per the FHWA/FTA/ODOT/MPO approved Amendment Matrix, adding a new project to the MTIP requires a formal amendment</p>
<p>Total Programmed Amount:</p>	<p>The total project programming amount is \$9 million dollars.</p>

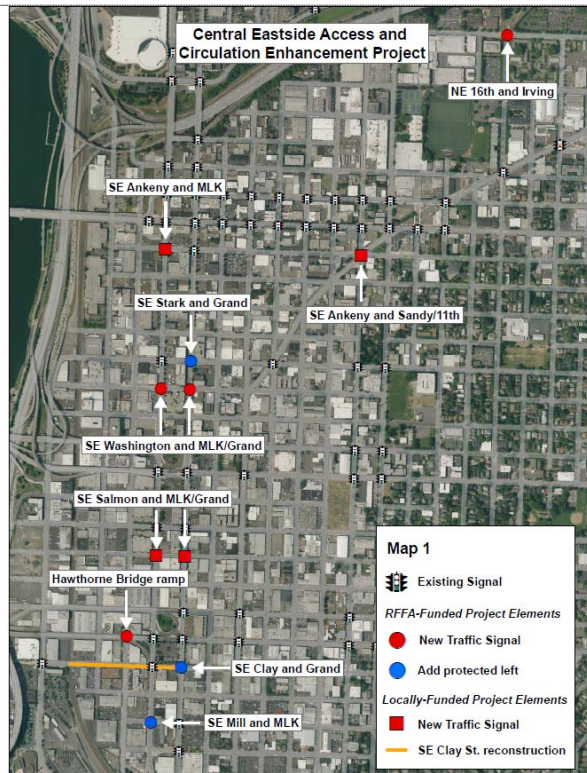
Added Notes:	Approval for the funding was required from the Oregon Transportation Commission which occurred during their August 2019 meeting
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<b>Project 5: Central Eastside Intersection Improvements</b>	
Lead Agency:	<b>Portland</b>
ODOT Key Number:	<b>20809</b> <span style="float: right;">MTIP ID Number: 70887</span>
Projects Description:	<p>Project Snapshot:</p> <ul style="list-style-type: none"> <li>• Proposed improvements: Improve freight access and circulation at key choke points in Portland’s Central Eastside Industrial District while leveraging a significant local match to improve bikeways through the district enhancing safety for all modes.</li> <li>• Source: Existing MTIP project             <ul style="list-style-type: none"> <li>○ Funding: Originally federal Regional Flexible Funds Allocation (STBG) Federal funds</li> <li>○ Now through a completed fund exchange, the project is 100% locally funded</li> </ul> </li> <li>• Type: Operations &amp; Safety</li> <li>• Location: In the central eastside section of Portland</li> <li>• Cross Street Limits: Multiple</li> <li>• Overall Mile Post Limits: N/A</li> <li>• Current Status Code: = 4 (PS&amp;E) Planning Specifications, &amp; Estimates (final design 30%, 60%, 90% design activities initiated).</li> <li>• STIP Amendment Number: TBD</li> <li>• MTIP Amendment Number: NV20-03-NOV</li> </ul>
What is changing?	<p style="color: red; font-weight: bold;">AMENDMENT ACTION: CANCEL PROJECT</p> <p>Portland’s Central Eastside Intersection Improvements project is a 2019-21 RFFA funded project. Upon review of the project, Metro, and Portland determined that the project was a good candidate for de-federalization allowing for a fund exchange among Metro, TriMet, and Portland. De-federalizing the project enables it to be locally delivered faster and possibly with a lower cost than the through the federal transportation delivery process.</p> <p>De-federalizing the programming in the MTIP was completed in through an earlier amendment. Metro has developed and executed a local Intergovernmental Agreement (IGA) with Portland and TriMet, and will monitor the delivery of the project as a locally funded project.</p> <p>As a locally funded project, Portland’s Central Eastside Intersection Improvements project does not require any federal approvals, or is required to be maintained in the MTIP and STIP. Through this amendment the project is being removed from the MTIP and STIP.</p>

2018-2021 Metropolitan Transportation Improvement Program (MTIP)						
Current Approved Project list with Approved Amendments						
LEAD AGENCY		Portland				
PROJECT NAME		Central Eastside Intersection Improvements				
Project IDs		Project Description				Project Type
ODOT KEY	20809	Improve freight access and circulation at key choke points in Portland's Central Eastside Industrial District while leveraging a significant local match to improve bikeways through the district enhancing safety for all modes.				Roadway and bridge
MTIP ID	70887					
RTP ID	10302					
Phase	Year	Fund Type	Federal Amount	Minimum Local Match	Other Amount	Total Amount
Preliminary engineering	2019	TriMet - General Funds	\$0	\$0	\$563,689	\$563,689
Preliminary engineering	2019	Local (COP)	\$0	\$0	\$64,517	\$64,517
Construction	2020	TriMet - General Funds	\$0	\$0	\$2,032,190	\$2,032,190
Construction	2020	Local (COP)	\$0	\$0	\$2,742,037	\$2,742,037
FY 18-21 Totals			\$0	\$0	\$5,402,433	\$5,402,433
Estimated Project Cost (YOES)			\$0	\$0	\$5,402,433	\$5,402,433



Additional Details:



Original project site locations as submitted in Portland's 2019-21 RFFA funding application

Why a Formal amendment is required?	Per the FHWA/FTA/ODOT/MPO approved Amendment Matrix, cancelling a project from the MTIP requires a formal/full amendment to the MTIP
Total Programmed Amount:	The total project programming amount decreases from \$5,402,433 to \$0
Added Notes:	

<b>Project 6:</b>	<b>NE 72nd Ave: NE Killingsworth - NE Sandy Blvd</b>		
Lead Agency:	Portland		
ODOT Key Number:	<b>20817</b>	MTIP ID Number:	70879
Projects Description:	Project Snapshot: <ul style="list-style-type: none"> <li>Proposed improvements: Develop a combined pedestrian and bike pathway along NE 72nd Ave and provide safe route for neighborhoods and area schools with concentrations of equity communities.</li> </ul>		

- Source: Existing MTIP project
  - Funding: Originally federal Regional Flexible Funds Allocation (STBG) Federal funds
  - Now through a completed fund exchange, the project is 100% locally funded
- Type: Active Transportation
- Location: In the central eastside section of Portland
- Cross Street Limits: Multiple
- Overall Mile Post Limits: N/A
- Current Status Code: = 4 (PS&E) Planning Specifications, & Estimates (final design 30%, 60%, 90% design activities initiated).
- STIP Amendment Number: TBD
- MTIP Amendment Number: NV20-03-NOV

**AMENDMENT ACTION: CANCEL PROJECT**

Portland’s NE 72nd Ave: NE Killingsworth - NE Sandy Blvd project is a 2019-21 RFFA funded project. Upon review of the project, Metro, and Portland determined that the project was a good candidate for de-federalization allowing for a fund exchange among Metro, TriMet, and Portland. De-federalizing the project enables it to be locally delivered faster and possibly with a lower cost than the through the federal transportation delivery process.

De-federalizing the programming in the MTIP was completed in through an earlier amendment. Metro has developed and executed a local Intergovernmental Agreement (IGA) with Portland and TriMet, and will monitor the delivery of the project as a locally funded project.

As a locally funded project, Portland’s NE 72nd Ave: NE Killingsworth - NE Sandy Blvd project does not require any federal approvals, or is required to be maintained in the MTIP and STIP. Through this amendment the project is being removed from the MTIP and STIP.

What is changing?

**2018-2021 Metropolitan Transportation Improvement Program (MTIP)**  
Current Approved Project list with Approved Amendments



LEAD AGENCY		Portland				
PROJECT NAME		NE 72nd Ave: NE Killingsworth - NE Sandy Blvd				
Project IDs		Project Description				Project Type
ODOT KEY	20817	Develop a combined pedestrian and bike pathway along NE 72nd Ave and provide safe route for neighborhoods and area schools with concentrations of equity communities.				Active Transportation
MTIP ID	70879					
RTP ID						
Phase	Year	Fund Type	Federal Amount	Minimum Local Match	Other Amount	Total Amount
Preliminary engineering	2019	Local (COP)	\$0	\$0	\$884,446	\$884,446
Preliminary engineering	2019	TriMet - General Funds	\$0	\$0	\$884,446	\$884,446
Purchase right of way	2020	Local (COP)	\$0	\$0	\$294,815	\$294,815
Purchase right of way	2020	TriMet - General Funds	\$0	\$0	\$294,815	\$294,815
Other	2021	TriMet - General Funds	\$0	\$0	\$50,000	\$50,000
Other	2021	Local (COP)	\$0	\$0	\$50,000	\$50,000
Construction	2021	TriMet - General Funds	\$0	\$0	\$970,739	\$970,739
Construction	2021	Local (COP)	\$0	\$0	\$2,567,045	\$2,567,045
FY 18-21 Totals			\$0	\$0	\$5,996,306	\$5,996,306
Estimated Project Cost (YOE\$)			\$0	\$0	\$5,996,306	\$5,996,306



<p>Additional Details:</p>		<p>Project Location map from the original RFFA application for the project</p>
<p>Why a Formal amendment is required?</p>	<p>Per the FHWA/FTA/ODOT/MPO approved Amendment Matrix, canceling a project from the MTIP requires a formal/full amendment.</p>	
<p>Total Programmed Amount:</p>	<p>The total project programming amount decreases from \$5,996,306 to \$0</p>	
<p>Added Notes:</p>		

<p><b>Project 7: Central Systemic Signals and Illumination (Portland)</b></p>		
<p>Lead Agency:</p>	<p><b>Portland</b></p>	
<p>ODOT Key Number:</p>	<p><b>20334</b></p>	<p>MTIP ID Number: 70949</p>
<p>Projects Description:</p>	<p>Project Snapshot:</p> <ul style="list-style-type: none"> <li>Proposed improvements: Illumination; intersection work; bike and pedestrian improvements; ADA upgrades; signal work; signs; warnings; striping; medians; utility relocation; and other safety improvements..</li> <li>Source: Existing MTIP project</li> <li>Funding: Programming is Primarily with Advance Construction</li> <li>Type: O&amp;M/Safety</li> <li>Location: In Portland at multiple site locations.</li> <li>Cross Street Limits: Multiple</li> <li>Overall Mile Post Limits: N/A</li> <li>Current Status Code: = 4 (PS&amp;E) Planning Specifications, &amp; Estimates (final design 30%, 60%, 90% design activities initiated).</li> <li>STIP Amendment Number: 18-21-3290</li> <li>MTIP Amendment Number: NV20-03-NOV</li> </ul>	
<p>What is changing?</p>	<p><b>AMENDMENT ACTION: SCOPE CHANGE</b></p>	

The formal amendment reduces the project scope to fit budget constraints. PE Consultant fees came in much higher than originally anticipated. After evaluating each location based on the benefit cost (B/C), ODOT decided to remove four locations from the project scope. These include:

- ARTS ID #9: 92nd Ave: Powell – Woodstock
- ARTS ID #14: W Burnside Rd: Uptown Terrace - 48th Ave
- ARTS ID #20H: NE Halsey St at NE 122nd Ave
- ARTS ID #34H: SE Stark St at SE 148th Ave.

The removal of these locations results in a savings of \$494,894 in the CON phase. ODOT is shifting this to PE to address the PE phase shortfall. The scope change does not result in a change to the total project cost

Remaining project site locations include the following:

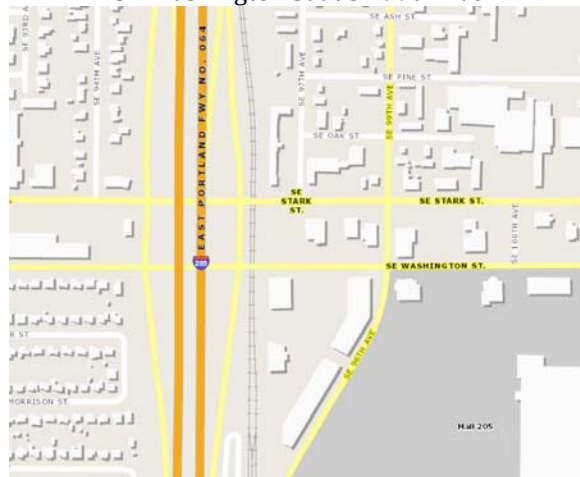
- SE Hawthorne Blvd at SE Grand Ave
- SE Washington St at SE 99th Ave
- SE Foster Rd at SE 92nd Ave
- SE Stark St at SE 103rd Dr.

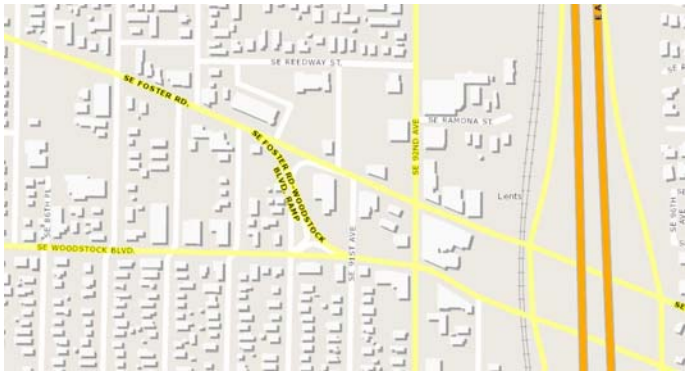

Additional Details:

Removed Site Locations through the Scope Change:  
SE Hawthorne Blvd at SE Grand Ave

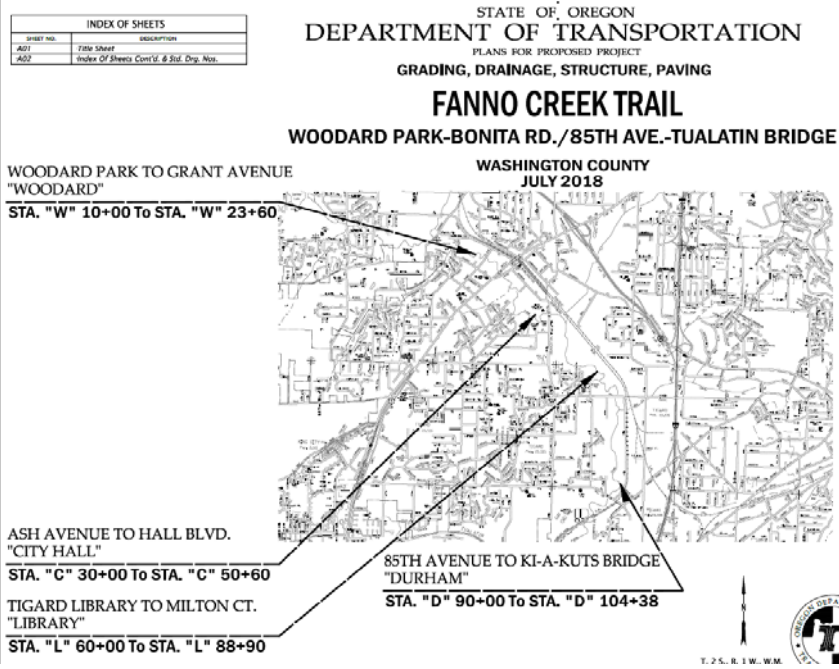


SE Washington St at SE 99th Ave



	 <p>SE Foster Rd at SE 92nd Ave</p>  <p>SE Stark St at SE 103rd Dr.</p>
<p>Why a Formal amendment is required?</p>	<p>Per the FHWA/FTA/ODOT/MPO approved Amendment Matrix, a project scope change that is significant (e.g. deletion of original work sites locations or scope activities) requires a formal/full amendment.</p>
<p>Total Programmed Amount:</p>	<p>The total project programming amount remains unchanged at \$1,714,881</p>
<p>Added Notes:</p>	<p>ODOT Approved ARTS project grouping bucket</p>

<p><b>Project 8: Fanno Crk Trail: Woodard Pk to Bonita Rd/85th Ave - Tualatin BR</b></p>	
<p>Lead Agency:</p>	<p><b>Tigard</b></p>
<p>ODOT Key Number:</p>	<p><b>19327</b></p>
<p>MTIP ID Number:</p>	<p><b>70690</b></p>
<p>Projects Description:</p>	<p>Project Snapshot:</p> <ul style="list-style-type: none"> <li>• Proposed improvements: This project will construct four sections of the Fanno Creek Trail from Woodward Park to Bonita Road and 85th Avenue to Tualatin River Bridge in Tigard.</li> <li>• Source: Existing MTIP project</li> <li>• Funding: Metro RFFA awarded CMAQ funds</li> <li>• Type: Active Transportation</li> <li>• Location: In Tigard along Fanno Creek</li> <li>• Cross Street Limits: Woodard Pk to Bonita Rd/85<sup>th</sup> Ave</li> <li>• Overall Mile Post Limits: N/A</li> <li>• Current Status Code: = 4 (PS&amp;E) Planning Specifications, &amp; Estimates (final design 30%, 60%, 90% design activities initiated).</li> <li>• STIP Amendment Number: 18-21-2605</li> <li>• MTIP Amendment Number: NV20-03-NOV</li> </ul>

<p>What is changing?</p>	<p><b>AMENDMENT ACTION: COST INCREASE</b></p> <p>The latest update to the Project Specifications and Estimates (PS&amp;E) indicated a revised construction cost of \$1.5 million to complete the project. As a result of the cost increase, additional PE time is required delaying Right of Way and Construction. Right of Way is pushed out to 2020 with Construction to 2021 along with the \$1.5 million of local funds added to the Construction phase as part of the formal amendment. The revised Construction phase cost increases to \$4,843.363 with the total project cost increasing to \$6,404,977.</p>
<p>Additional Details:</p>	 <p>The image shows an engineering plan for the Fanno Creek Trail project. At the top, it reads 'STATE OF OREGON DEPARTMENT OF TRANSPORTATION PLANS FOR PROPOSED PROJECT GRADING, DRAINAGE, STRUCTURE, PAVING FANNO CREEK TRAIL WOODARD PARK-BONITA RD./85TH AVE.-TUALATIN BRIDGE WASHINGTON COUNTY JULY 2018'. Below this is a detailed site plan with several sections identified by stationing: 'WOODARD PARK TO GRANT AVENUE "/&gt;</p>
<p>Why a Formal amendment is required?</p>	<p>Per the FHWA/FTA/ODOT/MPO approved Amendment Matrix, a project cost increase above 20% for projects with a total cost of \$1 million or greater requires a formal/full amendment.</p>
<p>Total Programmed Amount:</p>	<p>The total project programming amount increases from \$4,905,187 to \$6,404,977</p>
<p>Added Notes:</p>	<p></p>

Note: The Amendment Matrix located on the next page is included as a reference for the rules and justifications governing Formal Amendments and Administrative Modifications to the MTIP that the MPOs and ODOT must follow.

**METRO REQUIRED PROJECT AMENDMENT REVIEWS**

In accordance with 23 CFR 450.316-328, Metro is responsible for reviewing and ensuring MTIP amendments comply with all federal programming requirements. Each project and their requested changes are evaluated against multiple MTIP programming review factors that originate from 23 CFR 450.316-328. The programming factors include:

- Verification as required to programmed in the MTIP:
  - Awarded federal funds and is considered a transportation project
  - Identified as a regionally significant project.
  - Identified on and impacts Metro transportation modeling networks.
  - Requires any sort of federal approvals which the MTIP is involved.
- Passes fiscal constraint verification:
  - Project eligibility for the use of the funds
  - Proof and verification of funding commitment
  - Requires the MPO to establish a documented process proving MTIP programming does not exceed the allocated funding for each year of the four year MTIP and for all funds identified in the MTIP.
- Passes the RTP consistency review:
  - Identified in the current approved constrained RTP either as a stand- alone project or in an approved project grouping bucket
  - RTP project cost consistent with requested programming amount in the MTIP
  - If a capacity enhancing project – is identified in the approved Metro modeling network
- Satisfies RTP goals and strategies consistency: Meets one or more goals or strategies identified in the current RTP.
- Determined the project is eligible to be added to the MTIP, or can be legally amended as required without violating provisions of 23 CFR450.300-338 either as a formal Amendment or administrative modification:
  - Does not violate supplemental directive guidance from FHWA/FTA’s approved Amendment Matrix.
  - Adheres to conditions and limitation for completing technical corrections, administrative modifications, or formal amendments in the MTIP.
  - Is eligible for special programming exceptions periodically negotiated with USDOT as well.
  - Programming determined to be reasonable of phase obligation timing and is consistent with project delivery schedule timing.
- Reviewed and initially assessed for Performance Measurement impacts to include:
  - Safety
  - Asset Management - Pavement
  - Asset Management – Bridge
  - National Highway System Performance Targets
  - Freight Movement: On Interstate System
  - Congestion Mitigation Air Quality (CMAQ) impacts

ODOT-FTA-FHWA Amendment Matrix	
Type of Change	
<b>FULL AMENDMENTS</b>	
1. Adding or cancelling a federally funded, and regionally significant project to the STIP and state funded projects which will potentially be federalized	
2. Major change in project scope. Major scope change includes:	
• Change in project termini - greater than .25 mile in any direction	
• Changes to the approved environmental footprint	
• Impacts to AQ conformity	
• Adding capacity per FHWA Standards	
• Adding or deleting worktype	
3. Changes in Fiscal Constraint by the following criteria:	
• FHWA project cost increase/decrease:	
• Projects under \$500K – increase/decrease over 50%	
• Projects \$500K to \$1M – increase/decrease over 30%	
• Projects \$1M and over – increase/decrease over 20%	
• All FTA project changes – increase/decrease over 30%	
4. Adding an emergency relief permanent repair project that involves substantial change in function and location.	
<b>ADMINISTRATIVE/TECHNICAL ADJUSTMENTS</b>	
1. Advancing or Slipping an approved project/phase within the current STIP (If slipping outside current STIP, see Full Amendments #2)	
2. Adding or deleting any phase (except CN) of an approved project below Full Amendment #3	
3. Combining two or more approved projects into one or splitting an approved project into two or more, or splitting part of an approved project to a new one.	
4. Splitting a new project out of an approved program-specific pool of funds (but not reserves for future projects) or adding funds to an existing project from a bucket or reserve if the project was selected through a specific process (i.e. ARTS, Local Bridge...)	
5. Minor technical corrections to make the printed STIP consistent with prior approvals, such as typos or missing data.	
6. Changing name of project due to change in scope, combining or splitting of projects, or to better conform to naming convention. (For major change in scope, see Full Amendments #2)	
7. Adding a temporary emergency repair and relief project that does not involve substantial change in function and location.	

- Transit Asset Management impacts
- RTP Priority Investment Areas support
- Climate Change/Greenhouse Gas reduction impacts
- Congestion Mitigation Reduction impacts
- MPO responsibilities completion:
  - Completion of the required 30 day Public Notification period:
  - Project monitoring, fund obligations, and expenditure of allocated funds in a timely fashion.
  - Acting on behalf of USDOT to provide the required forum and complete necessary discussions of proposed transportation improvements/strategies throughout the MPO.

**APPROVAL STEPS AND TIMING**

Metro’s approval process for formal amendment includes multiple steps. The required approvals for the November 2019 Formal MTIP amendment will include the following:

<u>Action</u>	<u>Target Date</u>
● Initiate the required 30-day public notification process.....	October 25, 2019
● TPAC notification and approval recommendation.....	November 1, 2019
● <b>JPACT approval and recommendation to Council.....</b>	<b>November 21, 2019*</b>
● Completion of public notification process.....	November 25, 2019
● Metro Council approval.....	December 5, 2019

Notes:

\* If any notable comments are received during the public comment period requiring follow-on discussions, they will be addressed by JPACT.

USDOT Approval Steps:

<u>Action</u>	<u>Target Date</u>
● Metro development of amendment narrative package .....	December 10, 2019
● Amendment bundle submission to ODOT for review.....	December 11, 2019
● Submission of the final amendment package to USDOT .....	December 11, 2019
● ODOT clarification and approval.....	Late December, 2019
● USDOT clarification and final amendment approval.....	Early to mid-January 2020

**ANALYSIS/INFORMATION**

1. **Known Opposition:** None known at this time.
2. **Legal Antecedents:** Amends the 2018-2021 Metropolitan Transportation Improvement Program adopted by Metro Council Resolution 17-4817 on July 27, 2017 (For The Purpose of Adopting the Metropolitan Transportation Improvement Program for the Portland Metropolitan Area).
3. **Anticipated Effects:** Enables the projects to obligate and expend awarded federal funds.
4. **Metro Budget Impacts:** None to Metro

**RECOMMENDED ACTION:**

**Staff recommends the approval of Resolution 19-5046.**

- TPAC approval date: November 1, 2019

Note: No attachments

**4.2 Consideration of October 17, 2019**  
*Consent Agenda*

Joint Policy Advisory Committee on Transportation  
Thursday, November 21, 2019  
Metro Regional Center, Council Chamber



600 NE Grand Ave.  
Portland, OR 97232-2736  
oregonmetro.gov

JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION (JPACT)  
Meeting Minutes  
October 17, 2019  
Metro Regional Center, Council Chamber

MEMBERS PRESENT

Shirley Craddick (Chair)  
Bob Stacey  
Tim Knapp  
Doug Kelsey  
Paul Savas  
Carley Francis  
Jessica Vega Pederson  
Roy Rogers  
Karylinn Echols  
Denny Dole  
Carley Francis  
Temple Lentz  
Chloe Eudaly

AFFILIATION

Metro Council  
Metro Council  
City of Wilsonville, Cities of Clackamas County  
TriMet  
Clackamas County  
Washington State Department of Transportation  
Multnomah County  
Washington County  
City of Gresham, Cities of Multnomah County  
City of Beaverton, Cities of Washington County  
Washington State Department of Transportation  
Clark County  
City of Portland

MEMBERS EXCUSED

Rian Windsheimer  
Craig Dirksen  
Anne McEnerny-Ogle  
Curtis Robinhold

AFFILIATION

Oregon Department of Transportation  
Metro Council  
City of Vancouver  
Port of Portland

ALTERNATES PRESENT

Mandy Putney  
Emerald Bogue  
Jef Dalin

AFFILIATION

Oregon Department of Transportation  
Port of Portland  
City of Cornelius, City of Beaverton

OTHERS PRESENT: Dwight Brashhear, Sharon Nasset, Jennifer John, Jean Senechal Biggs, Jeff Gudman and Gareth Prior

STAFF: Sara Farrokhzadian, Margi Bradway, Carrie MacLaren, Kate Fagerholm and Marlene Guzman



**1. CALL TO ORDER AND DECLARATION OF A QUORUM**

JPACT Chair Shirley Craddick called the meeting to order at 7:31 am. She asked members, alternates and meeting attendees to introduce themselves.

**2. PUBLIC COMMUNICATION ON JPACT ITEMS**

Mr. Ron Swaren—expressed his concerns about public transit and urged JPACT members to consider the North Connector to address congestion issues. He also noted that reconstructing I-5 caused more congestion issues.

Ms. Anna Kemper—raised concerns about the Corridor Bottleneck Operation Study (CBOS) II. She noted that the Oregon Department of Transportation’s (ODOT) proposals to widen freeways did not adequately address safety concerns. Ms. Kemper stated that JPACT members had an opportunity to take action in Portland in regards to the climate crisis. She suggested that transportation dollars for ODOT’s Rose Quarter Freeway Expansion be reallocated to expand active transportation options.

Ms. Charlet Andersen—spoke in opposition to CBOS and the Rose Quarter Freeway Expansion. She noted that widening freeways would further encourage driving dependence. Ms. Andersen raised concerns about traffic safety, notably Harriet Tubman Middle School’s proximity to the I-5 freeway.

Ms. Adah Crandall—noted that freeway expansion projects contributed to the climate crisis by increasing greenhouse gas emissions. She urged JPACT members to support green policies and oppose freeway expansion. Ms. Crandall suggested that ODOT’s project proposals undermined the Greater Portland region’s commitment to sustainable policies.

Mr. Aaron Brown—submitted testimony on behalf of the No More Freeway Expansions Coalition. He expressed direct opposition to ODOT’s freeway expansion proposals included in CBOS. Mr. Brown shared that 40 percent of Oregon’s carbon emissions originated from transportation use. He suggested that congestion pricing had demonstrably impacted traffic congestion. Mr. Brown also raised concerns about freeway projects’ potential impacts on safety and air pollution.

**3. UPDATES FROM THE CHAIR AND JPACT MEMBERS**

*There were none*

**4. CONSENT AGENDA**

**MOTION:** Commissioner Roy Rogers and Mayor Denny Dole seconded to adopt the

consent agenda.

**ACTION:** With all in favor, motion passed.

## 5. **INFORMATION/DISCUSSION ITEMS**

### 5.1 Corridor Bottleneck Operations Study II

Chair Craddick introduced Scott Turnoy, ODOT Principal Planner, to present on the Corridor Bottleneck Operations Study (CBOS) II.

*Key elements of the presentation included:*

Mr. Turnoy provided a brief background for the study. He noted that CBOS was originally completed in 2013 as a response to the Federal Localized Bottleneck Reduction Program. Mr. Turnoy explained that the most recent CBOS II effort extended the 2013 study by examining new problem areas and potential solutions. He shared recent CBOS projects, including the I-5 auxiliary lane.

Mr. Turnoy explained that the CBOS II effort aimed to generate cost-effective improvements for the Portland area freeway system by identifying bottlenecks and developing alternative improvement concepts. He shared insight about the top recurring bottlenecks in the Greater Portland region, including I-205, I-405 and I-5.

Mr. Turnoy suggested potential opportunities to consider, including crash types, impacts to structures right-of-way and environmental impacts. He noted that these opportunities were measured against each other to prioritize opportunity areas. Mr. Turnoy shared next steps and noted that the finalized report was to be completed in November 2019. He explained that traffic analysis, planning level design and agency coordination began in 2020.

*Member discussion included:*

- Councilor Karylenn Echols asked if auxiliary lane improvements would require land acquisition. Mr. Turnoy noted that most of the proposed projects did not require land acquisitions.
- Mr. Doug Kelsey asked about ODOT's efforts to prioritize transit use over single occupancy vehicles. Ms. Mandy Putney explained that operational improvements aimed to improve access for all vehicles, including bus fleets.

- Mayor Denny Dole inquired about the potential project funding sources. He asked about how ODOT determined which projects were funded and implemented. Mr. Turnoy noted that regional partners determined which projects were prioritized and funded.
- Commissioner Chloe Eudaly thanked the students for testifying and attending the meeting. She spoke in opposition to ODOT's project proposals and urged ODOT to consider projects on high crash surface street corridors. Commissioner Eudaly raised concerns about the study's failure to adequately address climate change and equity. She asked if ODOT conducted an environmental assessment on the proposed projects. Mr. Turnoy stated that most projects were small in scope and therefore did not trigger an environmental assessment. Ms. Putney remarked that ODOT's project proposals were part of a multi-faceted solution. She noted that ODOT was considering several solutions, including transit options, congestion pricing and reducing bottlenecks.
- Commissioner Jessica Vega Pederson expressed her appreciation for the presentation. She asked about how congestion pricing factored into the study and its next steps.
- Councilor Bob Stacey raised concerns about CBOS' II potential to encourage freeway expansion projects. He expressed his disapproval for freeway expansion projects and highlighted the potential impacts to the transportation system and marginalized communities. Councilor Stacey emphasized that widening freeways increases driving dependency and facilitates urban sprawl.
- Commissioner Paul Savas highlighted the lack of alternative transportation modes in Clackamas County. He noted that in order to reduce congestion ODOT needed to create alternative mobility modes in Clackamas County.

#### **5.4 Regional Flexible Funds Allocation Update**

Chair Craddick moved agenda item 5.4 to the second item due to time constraints. She introduced Mr. Dan Kaempff, Metro Principal Transportation Planner, to present on the Regional Flexible Funds Allocation Update.

*Key elements of the presentation included:*

Mr. Kaempff provided an overview of the Regional Flexible Fund Allocation process. He explained the project's policy direction, which prioritized equity, safety, climate

and congestion. He noted two project funding categories, including active transportation and freight.

Mr. Kaempff shared allocation objectives, such as making investments throughout the region and considering project delivery risks. He explained that projects were evaluated in four policy, including equity, climate, safety and congestion. Mr. Kaempff noted that the evaluation process compared project performance across both project funding categories. He added that projects were also evaluated using a risk assessment report. Mr. Kaempff noted that the risk assessment report was used to identify issues in the final project scoping phase.

Mr. Kaempff described the public comment process and report, which comprised feedback from 2,895 online survey responses. He explained that the coordinating committees had the opportunity to share local insights on projects' policy allocation objectives. Mr. Kaempff provided an overview of the project selection process. He shared next steps which included feedback from the Transportation Policy Alternative Committee (TPAC) and Council action on the JPACT-approved package in January 2020.

*Member discussion included:*

- Councilor Karylinn Echols raised concerns about the lack of prioritization of the Division Street Project. She asked about how the project weighed information that was not presented in the data. Mr. Kaempff noted that the coordinating committees brought attention to issues that were not presented in the technical discussion.

### **5.3 Regional Mobility Policy Update: Introduction to Draft Work Plan**

Chair Craddick noted that agenda item 5.2 would be moved to the November 13<sup>th</sup> MPAC meeting. She introduced the presenters Ms. Kim Ellis, Metro Principal Transportation Planner, and Mr. Lidwien Rahman ODOT Principal Transportation Planner, to provide the Regional Mobility Policy Update.

*Key elements of the presentation included:*

Ms. Ellis noted the project purpose, including its aim to address the Greater Portland region's transportation system needs by updating its mobility policy. Ms. Ellis explained that the update was created in response to the 2018 Regional Transportation Plan's (RTP) failure to meet the region's mobility needs.

Ms. Ellis explained that the Regional Mobility Policy Update aimed to better align policy to regional values, goals and desired outcomes. She discussed how state, regional and local decisions were connected to the mobility policy. Ms. Ellis noted that transportation system plans set performance expectations to identify needs as defined in the Regional Transportation Plan and the Oregon Highway Plan.

Ms. Ellis discussed the two-year timeline for updating Regional Mobility Policy. She noted that Metro was in the project scoping phase and was conducting a background policy analysis. Ms. Ellis explained that Metro was also conducting coordinated stakeholder engagement, including gathering feedback from the Metro Council and JPACT members. She described several mobility measures that the policy update explored. Ms. Ellis shared key work plan tasks for 2021, such as developing mobility policies for the RTP.

*Member discussion included:*

- Commissioner Savas asked if Regional Mobility Policy focused on identifying transportation gaps. Ms. Ellis noted that the work plan included efforts to identify active transportation gaps. Commissioner Savas emphasized that Clackamas County was severely underserved despite being in the TriMet district.
- Mr. Doug Kelsey encouraged Metro to consider a carbon mobility reduction metric.
- Councilor Stacey commented on system completeness and the transportation infrastructure disparities throughout the region. Councilor Stacey added that Portland had extensive system development charges to fund transportation development. He explained the barriers to developing bus access without system development charges.
- Chair Craddick asked if state owned facilities needed to comply with different standards. Ms. Ellis noted that state owned facilities utilized different standards.

**6.0 ADJOURN**

Chair Craddick adjourned the meeting at 9:00 am.

Respectfully Submitted,



Marlene Guzman

Recording Secretary

**ATTACHMENTS TO THE PUBLIC RECORD FOR THE MEETING OF OCTOBER 17, 2019**

ITEM	DOCUMENT TYPE	DATE	DOCUMENT DESCRIPTION	DOCUMENT NO.
5.1	Presentation	10/17/19	Corridor Bottleneck Operations Study II Presentation	101719j-01
5.1	Fact Sheet	10/17/19	Corridor Bottleneck Operations Study II Fact Sheet	101719j-02
5.1	Opportunity List	10/17/19	Corridor Bottleneck Operations Study II Opportunity List	101719j-03
5.1	Public Testimony	10/17/19	Corridor Bottleneck Operation Study II Public Testimony I	101719j-04
5.1	Public Testimony	10/17/19	Corridor Bottleneck Operation Study II Public Testimony II& III	101719j-05
5.1	Public Testimony	10/17/19	Corridor Bottleneck Operation Study II Public Testimony III	101719j-06
5.2	Presentation	10/17/19	Regional Transportation Funding Measure Update Presentation	101719j-07
5.2	Presentation	10/17/19	Regional Transportation Funding Measure Public Testimony	101719j-08
5.2	Presentation	10/17/19	Regional Mobility Policy Update: Introduction to Draft Work Plan Presentation	101719j-09
5.4	Presentation	10/17/19	Regional Flexible Funds Allocation Update Presentation	101719j-10

**5.1 Regional Mobility Policy Update:  
JPACT Approval Requested**

*Action Items*

Joint Policy Advisory Committee on Transportation  
Thursday, November 21, 2019  
Metro Regional Center, Council Chamber

# Memo



**Metro**

600 NE Grand Ave.  
Portland, OR 97232-2736

Date: November 7, 2019  
To: Joint Policy Advisory Committee on Transportation (JPACT) and interested parties  
From: Kim Ellis, Metro Project Manager and Lidwien Rahman, ODOT Project Manager  
Subject: Regional Mobility Policy Update Work Plan and Engagement Plan – **JPACT APPROVAL REQUESTED**

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## **ACTION REQUESTED**

JPACT approval of the work plan and the engagement plan contained in **Attachments 3 and 4** is requested.

## **BACKGROUND**

Metro and the Oregon Department of Transportation (ODOT) are working together to update the policy on how the region defines and measures mobility in regional and local transportation system plans (TSPs) and during the local comprehensive plan amendment process in the Portland area. The current “interim” 20-year old mobility policy is contained in both the [Regional Transportation Plan](#) (RTP) and Policy 1F (Highway Mobility Policy) of the [Oregon Highway Plan](#) (OHP). The current policy is vehicle-focused and measures congestion levels using the ratio of motor vehicle volume to motor vehicle capacity during peak travel periods.

The need for this project was identified in the 2018 RTP in part because the Portland region cannot meet the current mobility policy targets and standards as they are now set for the Portland region in the 2018 RTP and OHP. The 2018 RTP failed to demonstrate consistency with Policy 1F of the OHP for state-owned facilities, particularly for the region’s throughway<sup>1</sup> system. Moreover, growing congestion on Portland area throughways is impacting economic competitiveness for the region and entire state and is of regional and statewide concern.

This planning effort will be completed from January 2020 to August 2021 and will recommend amendments to the mobility policy (and associated measures, targets, standards and methods) in the RTP and Policy 1F of the OHP. As called for in the work plan, the project will develop a holistic mobility policy that addresses all modes of travel and considers a broader array of outcomes, beyond the level of congestion. The project will advance the RTP policy goals for advancing equity, mitigating climate change, improving safety and managing congestion as well as support other state, regional and local policy outcomes, including implementation of the 2040 Growth Concept and the region’s Climate Smart Strategy.

The updated policy will provide a clear policy basis for management of and investment in the throughway and arterial system to better manage growing motor vehicle congestion in the region in order to maintain interstate and statewide mobility on the throughway system while providing for intra-regional mobility and access by transit, freight and other modes of travel on the arterial roadway network and other modal networks defined in the RTP.

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<sup>1</sup> Throughways are designated in the 2018 RTP and generally correspond to Expressways designated in the OHP.



## PROJECT SCOPING ACTIVITIES

Since April, Metro and ODOT have worked closely together and with local, regional and state partners to scope the project, seeking feedback on the project objectives and proposed approach. A schedule of key scoping meetings is provided in **Attachment 1**. Comments and feedback have been received since mid-April through:

- two **Metro Council work sessions** (June and November);
- more than twenty-eight **discussions with local and regional policy and technical advisory committees**, including county-level coordinating committees, **and local, regional and state agency staff** aimed at understanding the intersection of the mobility policy and land use and other transportation issues (April – October);
- one **forum with community leaders** (August);
- one **consultation meetings with Oregon Department of Land Conservation and Development** staff (September); and
- **interviews with more than sixty stakeholders** from across the greater Portland region representing state, regional and local government, transit, business, freight movement, commuter, public health, environmental, affordable housing and racial equity perspectives, among other stakeholders (July – October).

A [Scoping Summary factsheet](#) describing the scoping process and key themes from stakeholder feedback is provided in **Attachment 2**. Overall, there is broad support and enthusiasm for an updated policy that accounts for all modes of travel and a broader array of outcomes beyond the level of congestion. Stakeholders also broadly supported the draft project objectives and the need for an updated policy. The comments and feedback received throughout the scoping phase shaped refinements to the draft project objectives and proposed approach reflected in the draft work plan and the draft stakeholder and public engagement plan in **Attachments 3 and 4**, respectively.

Since, JPACT's last meeting:

- The [Scoping Engagement Report](#) and the [Stakeholder Interviews Report](#) have been finalized and are provided in **Attachments 5 and 6**, respectively.
- On **October 23**, Metro Policy Advisory Committee (MPAC) reviewed the draft the draft work plan and the draft engagement plan.
- On **November 1**, the Transportation Policy Alternatives Committee (TPAC) recommended JPACT approval of both the work plan and the engagement plan.
- On **November 5**, the Metro Council indicated support for both the work plan and the engagement plan, pending JPACT approval.

## NEXT STEPS

Anticipated next steps for finalizing the work plan and the engagement plan:

- **November 21** – JPACT considers TPAC's recommendation
- **December 5** – Metro Council considers JPACT's recommendation on approval of the work plan and the engagement plan (by consent)
- **December and January** – Metro and ODOT staff finalize an Intergovernmental Agreement (IGA) and Request for Proposals for consultant support (technical and communications)

/attachments

**Attachment 1.** Key Scoping Meetings (11/6/19)

**Attachment 2.** Scoping Factsheet (10/23/19)

**Attachment 3.** Draft Work Plan (11/1/19)

**Attachment 4.** Draft Stakeholder and Public Engagement Plan (11/1/19)

**Attachment 5.** Stakeholder Interviews Report (10/23/19)

**Attachment 6.** Scoping Engagement Report (11/1/19)

**REGIONAL MOBILITY POLICY UPDATE**  
**KEY SCOPING MEETINGS | APRIL TO DECEMBER 2019**



The Regional Mobility Policy Update project is a joint effort of Metro and ODOT. Throughout 2019, Metro and ODOT staff have worked closely together with local, regional and state partners to scope the project. Reports summarizing scoping engagement activities and feedback received are available on the project website at [oregonmetro.gov/mobility](http://oregonmetro.gov/mobility).

Month	Who	When	What
April	CTAC	4/23	<ul style="list-style-type: none"> <li>• Project update</li> <li>• Seek feedback on initial scoping questions</li> </ul>
	PBOT	4/29	
May	EMCTC TAC	5/1	
	WCCC TAC	5/2	
	TPAC	5/3	
June	Portland Freight Committee	6/6	<ul style="list-style-type: none"> <li>• Project update</li> <li>• Seek feedback on project goals, approach and potential issues to address to inform development of work plan and engagement plan</li> </ul>
	TPAC/MTAC workshop	6/19	
	Metro Council WS	6/25	
July	Stakeholder interviews	All month	
	JPACT	7/18	
	County public health and transportation staff discussion	7/22	
August	Stakeholder interviews	All month	
	WCCC TAC	8/1	
	Community Leaders Discussion Forum	8/2	
	CTAC	8/27	
September	Stakeholder interviews	All month	
	EMCTC TAC	9/4	
	TPAC	9/6	
	Portland Pedestrian Advisory Committee	9/17	
	C-4 Metro	9/18	
	MTAC	9/18	
October	DLCD/Metro/ODOT State Agency Coordination	10/2	<ul style="list-style-type: none"> <li>• Project update</li> <li>• Seek feedback on draft work plan and engagement plan</li> </ul>
	TPAC	10/4	
	EMCTC	10/14	
	WCCC	10/14	
	JPACT	10/17	
	Portland Bicycle Advisory Committee	10/22	
	MPAC	10/23	
	DLCD/Metro State Agency Coordination	10/30	
November	TPAC	11/1	<ul style="list-style-type: none"> <li>• Seek recommendation to JPACT on work plan and engagement plan</li> <li>• Seek feedback on draft work plan and engagement plan</li> <li>• Seek recommendation to the Metro Council on work plan and engagement plan</li> </ul>
	Metro Council WS	11/5	
	JPACT	11/21	

REGIONAL MOBILITY POLICY UPDATE  
KEY SCOPING MEETINGS | APRIL TO DECEMBER 2019



Month	Who	When	What
December	Metro Council	12/5	<ul style="list-style-type: none"><li>• Consider JPACT's recommendation</li></ul>



## REGIONAL MOBILITY POLICY UPDATE

# Scoping summary

*This joint effort between Metro and the Oregon Department of Transportation will update the way the region defines mobility and measures success.*

### **Project overview**

The project will establish an updated policy for planning purposes that considers all modes of travel and a broader array of outcomes, beyond the level of congestion, to guide this work. These outcomes include healthy communities, air quality, climate, safety and equity. The updated mobility policy will guide development of regional and local transportation plans and the evaluation of potential impacts of plan amendments and zoning changes on the transportation system.

Greater Portland is on the move – and a region that is rapidly growing. More than a million people need to get to work, school, doctor's appointments, shopping, parks and home again each day. With a half-million more people expected to live in the Portland area by 2040, it's vital to our future to have a variety of safe, equitable, affordable and reliable options for people to get where they need to go – whether they're driving, riding a bus or train, biking, walking or moving goods.

Our growing and changing region needs an updated policy to better align the mobility policy with the outcomes we would like to see for greater Portland, our transportation system and our communities.

### **Project scoping**

Scoping is an early phase of project management that helps the project team and decision-makers hear from stakeholders about what should be included in a project and how to define success.

In April, the project team began seeking feedback on draft project objectives and a proposed approach to the project. Comments and feedback were solicited through October 2019 through more than 28 discussions with local and regional advisory committees, one forum with community leaders and a combination of briefings and interviews with stakeholders from across greater Portland representing local government, transit, business, freight movement, commuter, affordable housing, public health, environmental and racial equity perspectives, among other stakeholders. In addition, regional planning staff were interviewed to understand the intersection of the mobility policy and land use and other transportation issues.

Based on the comments and feedback received during these discussions and interviews, staff has updated the draft project outcomes and proposed approach for further discussion with and decisions by JPACT and the Metro Council in fall 2019.

## Key themes from comments and feedback

### Key terms

**Policy:** a statement of intent and direction for achieving desired outcomes at the regional and system level.

**Measure:** a metric that is used to set targets and standards and to assess progress toward achieving the policy. The current measure for mobility is defined as a ratio of vehicle volume-to-capacity (v/c ratio).

**Target:** a specific level of performance that is desired to be achieved within a specified time period. The RTP defines v/c-based targets to implement the current mobility policy.

**Standard:** a performance threshold that is less flexible than a target. ODOT and local governments use the v/c ratio to regulate plan amendments, mitigate development impacts and determine road design requirements at a local or project level.



### Feedback informing project outcomes

#### Outcomes generally

There is broad support for updating the policy, the draft project outcomes and the need for an updated policy that accounts for all modes and focuses on people and goods. Other comments urged that the region clearly define its goals for mobility and what we want to accomplish and then begin to define the best way to measure it. In addition, many people highlighted the importance of a final regional mobility policy that should advance multiple outcomes for the system, such as goals around safety, racial equity and climate.

Participants at the community leaders' forum encouraged recognizing the authority inherent in the policy to seek opportunities to move both transportation and land use goals forward, specifically around equity, safety, climate, travel options and affordable housing. On this point, some participants at the forum asked about including Vision Zero as a goal within this framework to prioritize pedestrian safety over vehicle throughput.

People also raised issues regarding the current policy, including concerns that it doesn't fully capture the experience on urban arterials, benefits of multimodal projects and the distribution of benefits and impacts. Comments also expressed frustrations with the current policy and how it impacts other planning decisions, with a sense that land use decisions should be leading transportation decisions not having the transportation policy constraining land use decisions.

On the other hand, there was an argument for an additive process rather than simply replacing the current measure and a request for the project to build a full understanding of the influence of the current policy, measures and standards and the impact of proposed changes. In addition, some people appreciated the simplicity of the current measure.

*"We need to measure for the most efficient system for the most people."*

*"We should measure for equitable travel time across travel options by race and income."*

*"Standards should be clear and objective, providing a fair way to get mitigation from developers."*

#### Equity

Many respondents felt the policy should result in basic adequate service for all people across age, income, gender and abilities with a focus on the experiences of historically marginalized communities. Specifically, lower income employees rely more on off-peak travel times, and people with lower income and people of color more often have to travel longer distances and have fewer travel options.

*"The policy should result in basic adequate service for all groups across age, income, gender and abilities with further benefits accruing progressively so that those at greater initial disadvantage receive greater initial benefit."*



### **Development and housing production**

Some people highlighted the impact of the mobility policy on potential land use decisions, development and housing production and how an updated policy could be used to encourage development in line with local and regional land use goals, including compact, mixed-use development and the provision of affordable housing.

*“The mobility standards help guide long-term plans but are also used in development decisions today.”*

### **Affordable travel options**

Many participants emphasized the need to support affordable travel options, with some specifically pointing to including travel options in a mobility performance measure. There were some respondents who specifically wanted measures that included connectivity, both in addressing gaps in the system and also the interrelationship between land use and walking, biking and using transit.

### **Context-sensitive approach**

Most participants encouraged a policy that took different communities and conditions into consideration, either through variability in performance measures or the targets/standards in applying those measures.

*“Different parts of the region have different travel options available and different land use patterns; many areas are underserved by bike, pedestrian and transit connections.”*

### **Implementation**

Several people raised the need for the policy to align at different levels of implementation and use from both transportation and land use perspectives as well as from the state and regional levels to the county and city level. Some respondents encouraged ensuring that it could clearly translate to guidance during project development.

### **Feedback informing project approach**

#### **General approach**

Overall, there is broad support for the approach, particularly the use of examples and case studies to illustrate the issues with the current policy and then test alternative mobility policy approaches in line with a context-sensitive approach. Some comments encouraged strong consideration of key issues, including the regulatory framework around the policy, implications for project design and system development charge programs, and how it is implemented during plan amendment versus development review, and potential impacts on addressing climate change, equity and safety.

#### **Engagement strategies**

Ideas and requests around who to engage included local communities and historically marginalized communities to ensure they have a voice in changes; local jurisdictions on data and analysis methods that impact multimodal planning; Metro’s Research Center and ODOT’s Transportation Planning and Analysis Unit (TPAU) in defining the analysis methodologies early in the process; public health practitioners; Southwest Washington Regional Transportation Council; and the county coordinating committees.

#### **Evaluation and prioritization of measures**

There were some comments that reflected participants’ contemplation of how organize, evaluate and prioritize potential measures, including finding the right balance between modern and smart measures that account for complexity of systems, are intuitive and can be readily calculated at different scales. Legal defensibility was also raised by many stakeholders as a key criterion.

*“Replacement measures need to be evaluated with criteria that include: simplicity, consistency, sensitivity, granularity, tractability and, to the extent possible, metrics that connect to broader goals such as greenhouse gas reduction and safety improvements.”*

## Defining mobility

Some conversations specifically asked participants to define mobility. During these conversations, the concern was raised that the term is more generally thought of in relation to disability and personal mobility devices. That being said, the concept of regional or travel mobility was generally described in terms of the individual or community experience.

*“Getting to where you need to go safely, affordably and reliably no matter your age, gender, race, income level, ZIP code – mobility is strongly influenced by equitable access to transportation options.”*

*“The movement of people from place to place by multiple forms of travel.”*

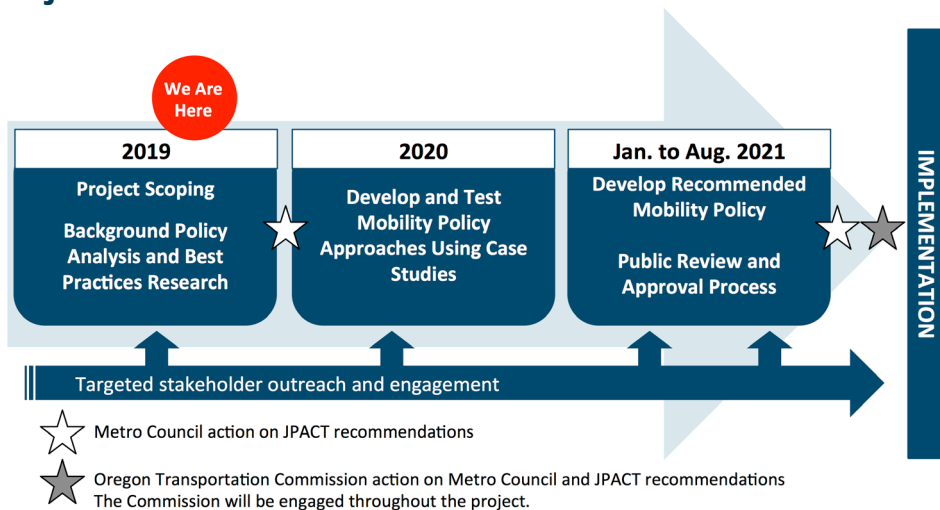
*“The region needs to define mobility from the user experience perspective, on the ground, reality... [A] ratio of experienced travel time to free flow travel time... is important to compare congestion across the region in understandable terms.”*

*“Ease of getting around, but people have different thresholds about what “ease” means, so it’s hard to measure.”*

*“We cannot talk about mobility without talking about accessibility, predictability and efficiency, which are all really important for mobility.”*



## Project timeline



### Questions?

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Learn more and sign up for project updates at [oregonmetro.gov/mobility](http://oregonmetro.gov/mobility).

## Next steps for 2019

### Fall

Transportation Research and Education Center (TREC)/Portland State University begins background research

Project team finalizes work plan and engagement plan for JPACT and Metro Council consideration and prepares reports documenting engagement activities and feedback

### October - December

JPACT and Metro Council discussions and consider approval of work plan and engagement plan

## 11/1/19 TPAC RECOMMENDATION TO JPACT



## Metro/ODOT Regional Mobility Policy Update Work Plan

*A joint effort between Metro and the Oregon Department of Transportation will update the way the region defines mobility and measures success for our transportation system.*

This Work Plan defines the project purpose, objectives, background and major tasks to be completed by Metro and the Oregon Department of Transportation (ODOT) with the support of a Consultant in the time period between January 1, 2020 and Fall 2021.

This work plan was shaped by and builds on significant engagement and technical work completed during the project scoping phase from April to December 2019, including stakeholder interviews and background research conducted by the Transportation Research and Education Consortium (TREC) housed within Portland State University (PSU).

### Project purpose

The purpose of this project is to:

- Update the regional transportation policy on how the Portland area defines and measures mobility for people and goods to better align how performance and adequacy of the transportation system is measured with broader local, regional and state goals and policies.
- Recommend amendments to the Regional Transportation Plan and Policy 1F of the Oregon Highway Plan (Table 7 and related policies for the state-owned facilities in the Portland metropolitan planning area boundary).

The updated policy will be considered for approval by the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council as an amendment to the Regional Transportation Plan (RTP) as part of the next RTP update (due in 2023). The updated policy for state owned facilities will be considered for approval by the Oregon Transportation Commission (OTC) as an amendment to Policy 1F of the Oregon Highway Plan.

The updated policy will be applied within the Portland area metropolitan planning area boundary and guide the development of regional and local transportation system plans and the evaluation of the potential impacts of plan amendments and zoning changes on the transportation system as required by Section 0060 of the Transportation Planning Rule (TPR). In addition, the updated policy will provide a foundation for recommending future implementation actions needed to align local, regional and state codes, standards, guidelines and best practices with the new policy, particularly as it relates to mitigating development impacts and managing, operating and designing roads.

### Project objectives

The 2018 RTP is built around four key priorities of advancing equity, mitigating climate change, improving safety and managing congestion. The plan recognizes that our growing and changing region needs an updated mobility policy to better align how we measure the performance and adequacy of the transportation system for both people and goods. The comprehensive set of shared regional values, goals and related desired outcomes identified in the 2018 RTP and 2040 Growth Concept, as well as local and state goals will provide overall guidance to this work.



## 11/1/19 TPAC RECOMMENDATION TO JPACT

**Metro/ODOT Regional Mobility Policy Update Work Plan**

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The following project objectives will direct the development of the updated mobility policy that meets these broad desired outcomes for the Portland metropolitan region.

The project will amend the RTP and Policy 1F of the OHP to:

1. Advance the region's desired outcomes and local, regional and state efforts to implement the 2040 Growth Concept and 2018 RTP.
2. Support implementation of the region's Climate Smart Strategy, the Statewide Transportation Strategy for Reducing Greenhouse Gas Emissions and related policies.
3. Provide a clear policy basis for management of and investment in the throughway<sup>1</sup> and arterial system to better manage growing motor vehicle congestion in the region in order to maintain interstate and statewide mobility on the throughway system while providing for intra-regional mobility and access by transit, freight and other modes of travel on the arterial roadway system and other modal networks.
4. Develop a holistic alternative mobility policy and associated measures, targets, and methods for the Portland region that focuses on system completeness for all modes and system and demand management activities to serve planned land uses. The updated policy will:
  - a. Clearly and transparently define and communicate mobility expectations for multiple modes, users and time periods, and provide clear targets for local, regional and state decision-making.
  - b. Address all modes of transportation in the context of planned land uses.
  - c. Be innovative and advance state of the art practices related to measuring multimodal mobility.
  - d. Use transportation system and demand management to support meeting mobility needs.
  - e. Help decision-makers make decisions that advance multiple policy objectives.
  - f. Address the diverse mobility needs of both people and goods movement.
  - g. Balance mobility objectives with other adopted state, regional and community policy objectives, especially policy objectives for land use, affordable housing, safety, equity, climate change and economic prosperity.<sup>2</sup>
  - h. Distinguish between throughway and arterial performance and take into account both state and regional functional classifications for all modes and planned land uses.
  - i. Consider system completeness and facility performance for all modes to serve planned land uses as well as potential financial, environmental and community impacts of the policy, including impacts of the policy on traditionally underserved communities and public health.
  - j. Recognize that mobility into and through the Portland region affects both residents across the region and users across the state, from freight and economic perspectives, as well as access to health care, universities, entertainment and other destinations of regional and statewide importance.
  - k. Be financially achievable.
  - l. Be broadly understood and supported by federal, state, regional and local governments, practitioners and other stakeholders and decision-makers, including JPACT, the Metro Council and the Oregon Transportation Commission.
  - m. Be legally defensible for implementing jurisdictions.
  - n. Be applicable and useful at the system plan, mobility corridor and plan amendment scales.

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<sup>1</sup> Throughways are designated in the 2018 RTP and generally correspond to Expressways designated in the OHP.

<sup>2</sup> Including the Oregon Transportation Plan, state modal and topic plans including OHP Policy 1G (Major Improvements), Oregon Transportation Planning Rule, Metro 2040 Growth Concept, Metro Regional Transportation Plan, Metro Regional Transportation Functional Plan and the Metro Congestion Management Process.

## 11/1/19 TPAC RECOMMENDATION TO JPACT Metro/ODOT Regional Mobility Policy Update Work Plan

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### Project requirements and considerations

The project will address these requirements and considerations:

1. Comply with federal, state and regional planning and public involvement requirements, including Oregon's Statewide Planning Goals, ORS 197.180, the process set forth in OHP Policy 1F3 and associated Operational Notice PB-02.
2. Consider implications for development review and project design.
3. Consider implications for the region's federally-mandated [congestion management process](#) and related performance-based planning and monitoring activities.
4. Coordinate with and support other relevant state and regional initiatives, including planned updates to the Oregon Transportation Plan and Oregon Highway Plan, ODOT Region 1 Congestion Bottleneck and Operations Study II (CBOS II), ODOT Value Pricing Project, Metro Regional Congestion Pricing Study, Metro Regional Transportation System Management and Operations (TSMO) Strategy update, jurisdictional transfer efforts and Metro's update to the 2040 Growth Concept.
5. Document data, tools and methodologies for measuring mobility.
6. Provide guidance to jurisdictions on how to balance multiple policy objectives and document adequacy, i.e. consistency with the RTP and OHP, in both transportation system plans (TSPs) and plan amendments, when there are multiple measures and targets in place.
7. Recommend considerations for future local, regional and state actions outside the scope of this project to implement the new policy and to reconcile differences between the new system plan and plan amendment measures and targets and those used in development review and project design.

## 11/1/19 TPAC RECOMMENDATION TO JPACT

### Metro/ODOT Regional Mobility Policy Update Work Plan

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#### Background

The greater Portland area is a region on the move – and a region that is rapidly growing. More than a million people need to get to work, school, doctor’s appointments, shopping, parks and home again each day. The Portland region is the economic engine of the state and main hub for products made from all corners of the state to be exported to domestic and international markets. The region’s transportation system provides statewide and regional access to the state’s largest airport and marine port and provides critical connections to major industrial areas, intermodal facilities and recreational, healthcare and cultural destinations that attract visitors from the entire state.

With a half-million more people expected to be living in the region by 2040, the significant congestion we experience today is expected to grow. As congestion grows, vehicle trips take longer and are less predictable, which impacts our quality of life and the economic prosperity of the region and state. It’s vital to our future to have a variety of safe, equitable, affordable, and reliable options for people to get where they need to go – whether they are driving, riding a bus or train, biking, or walking. Moreover, growing congestion in the Portland area is affecting the ability of businesses statewide and out of state to move goods through the region and to state and regional intermodal facilities and in the Portland area.

In December 2018, JPACT and the Metro Council adopted a significant update to the Regional Transportation Plan (RTP) following three years of extensive engagement with community members, community and business leaders, and state, regional and local partners. Through the engagement that shaped the plan, Metro heard clear desires from policymakers and community members for safe, equitable, reliable and affordable transportation options for everyone and every type of trip.

Reasons Metro and ODOT are working together to update the current mobility policy include:

- **The greater Portland region cannot meet the current mobility targets and standards as they are now set in the 2018 RTP and Oregon Highway Plan (OHP).** As the region continues to grow in population, jobs, travel and economic activity, and continues to focus growth in planned mixed-use and employment centers and urban growth boundary expansion areas, there will be increasing situations in which the current RTP and OHP mobility targets and standards cannot be met.
- **The 2018 RTP failed to meet the current policy, particularly for the region’s throughway system,** triggering the need to consider alternative approaches for measuring and addressing mobility and transportation system adequacy under state law.
- **Congestion on Portland area throughways<sup>3</sup> is impacting economic competitiveness for the region and entire state and is of regional and statewide concern.**<sup>4</sup> Clear performance expectations for the entire system are needed to provide a policy basis for management of and investment in the throughway system to maintain interstate and statewide mobility for people and goods.
- **Cities and counties are increasingly unable to meet the current policy or pay for needed transportation investments.** This is especially true in planned urban growth areas and in new urban growth boundary expansion areas that require plan amendments and zoning changes. The OHP establishes the volume-to-capacity (v/c) measure as a standard for plan amendments.

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<sup>3</sup> See definition in footnote 1.

<sup>4</sup> [One Oregon: A Vision for Oregon’s Transportation System](#), Transportation Vision Panel Report to Governor Kate Brown, May 2016.

## 11/1/19 TPAC RECOMMENDATION TO JPACT

**Metro/ODOT Regional Mobility Policy Update Work Plan**

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- **The current policy focuses solely on motor vehicles** and does not adequately measure mobility for people riding a bus or train, biking, walking or moving goods, nor does it address important concepts such as reliability, system completeness, system and demand management strategies or access to destinations.
- **The current policy has led to planned and constructed transportation projects that are increasingly more expensive and that may have undesirable impacts** on land use, housing, air quality, climate, public health and the natural environment, conflicting with local, regional and state goals.
- **ODOT will begin updating Oregon Transportation Plan (OTP) and Oregon Highway Plan (OHP) next year** – this provides an opportunity to coordinate both efforts and to help inform the statewide efforts.

The development of alternative mobility targets and standards must address the requirements of the Oregon Highway Plan, Policy 1F, Action 1F3, consistent with the guidance provided in Operational Notice PB-02, Alternative Mobility targets.

Excerpt from OHP Policy 1F, Action 1F.3

*“In the development of transportation system plans or ODOT facility plans, where it is infeasible or impractical to meet the mobility targets in Table 6 or Table 7, or those otherwise approved by the Oregon Transportation Commission, ODOT and local jurisdictions may explore different target levels, methodologies and measures for assessing mobility and consider adopting alternative mobility targets for the facility. While v/c remains the initial methodology to measure system performance, measures other than those based on v/c may be developed through a multi-modal transportation system planning process that seeks to balance overall transportation system efficiency with multiple objectives of the area being addressed...”*

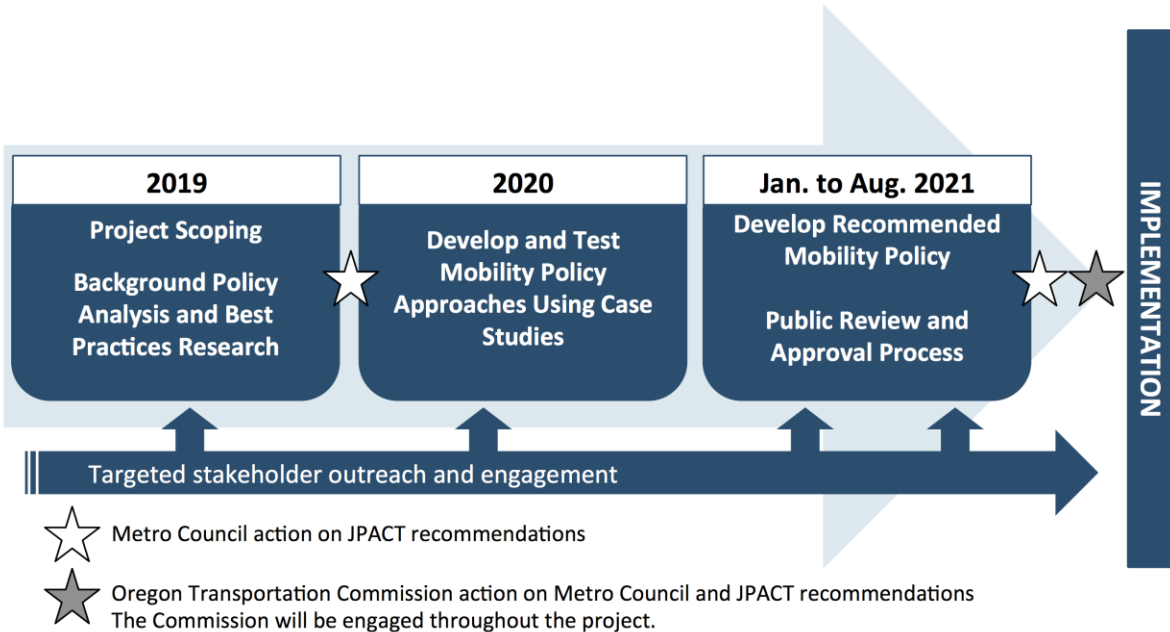
Adoption of alternative mobility targets by the Oregon Transportation Commission constitutes a major amendment to the Oregon Highway Plan and as such must follow the requirements in the State Agency Coordination (SAC) program under “Coordination Procedures for Adopting Final Modal System Plans.” This effort will address all required consultation, coordination, public involvement and documentation requirements.

## 11/1/19 TPAC RECOMMENDATION TO JPACT Metro/ODOT Regional Mobility Policy Update Work Plan

### Project timeline

The planning effort started in 2019, and will be completed between January 2020 and August 2021.

### Anticipated timeline for updating mobility policy for Portland region



Beginning in Spring 2019, the **first phase** consisted of engaging local, regional, state, business and community partners to shape this work plan and supporting public engagement plan. During this phase, TREC/PSU researchers conducted background research to provide a foundation of information that will help develop a shared foundation of understanding of the current status of RTP and OHP mobility measures for the Portland area, their history and uses in the region and potential options for new mobility measures, targets and standards for application during regional and local transportation system planning and evaluation of local plan amendments. This phase concluded in December 2019 following JPACT and Council approval of the work plan and public engagement plan for the mobility policy update.

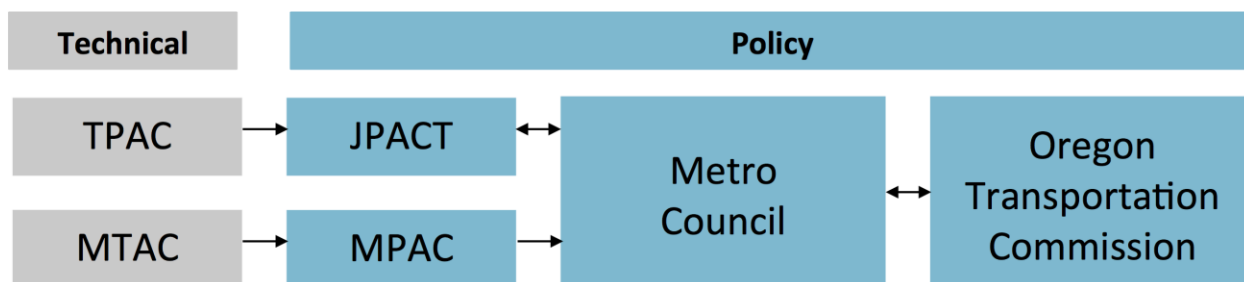
The **second phase** is anticipated to occur throughout 2020 and will include sharing key findings from the TREC/PSU research, development of criteria for evaluating and selecting potential measures for testing through case studies, identifying case study locations and conducting an analysis of the case studies. Key findings from the case study analysis will be reported in at the beginning of the third, and final, phase in 2021.

During the **third phase**, from January to June 2021, the region will work together to develop and recommend an updated mobility policy and an action plan for implementation of the updated policy for consideration by JPACT and the Metro Council in August 2021.

## 11/1/19 TPAC RECOMMENDATION TO JPACT Metro/ODOT Regional Mobility Policy Update Work Plan

### Decision-making process and roles

Recommendations prepared through this project will have a variety of review paths prior to being considered for approval by different decision-making bodies.



For deliverables identified for review in the engagement process, these are the primary venues:

**Metro Technical Advisory Committee (MTAC):** Makes broader technical recommendation to MPAC

**Transportation Policy Alternatives Committee (TPAC):** Makes technical transportation recommendation to JPACT

**Metro Policy Advisory Committee (MPAC):** Makes broader policy recommendation to Metro Council

#### Decision-makers

**Joint Policy Advisory Committee on Transportation (JPACT):** Makes transportation policy recommendation to Metro Council on RTP policy and implementation recommendations and proposed amendment to Oregon Highway Plan Policy 1F (Table 7 and related policies for the state-owned facilities in the Portland region)

**Metro Council:** Considers MPAC and JPACT policy recommendations and must concur with JPACT in reaching final action

**Oregon Transportation Commission (OTC):** Considers Metro Council recommendation on proposed amendments to Oregon Highway Plan Policy 1F (Table 7 and related policies for the state-owned facilities in the Portland region) that incorporates updated mobility policy

All meetings are open to the public and include opportunities for public testimony. In addition, summary reports of public outreach and information gathered from engagement activities will be shared with advisory committees and decision-makers in a variety of ways to ensure they have opportunity to contemplate and fully consider stakeholder and public input. More information about stakeholders and planned engagement activities can be found in the Regional Mobility Policy Update Stakeholder and Public Engagement Plan.

11/1/19 TPAC RECOMMENDATION TO JPACT  
**Metro/ODOT Regional Mobility Policy Update Work Plan**

Decisions (and direction) anticipated

☆	<b>December 2019</b>	Metro Council and JPACT consider approval of work plan and public engagement plan
	<b>June 2020</b>	Metro Council and JPACT provide policy direction on measures to be tested
	<b>March 2021</b>	Metro Council and JPACT provide policy direction on development of staff recommendation for updated regional mobility policy and local, regional and state action plan to implement recommended policy
☆	<b>June – Aug. 2021</b>	Metro Council and JPACT consider approval of updated regional mobility policy and implementation recommendations and proposed amendments to Oregon Highway Plan Policy 1F (Table 7 and related policies for the state-owned facilities in the Portland region) that incorporate updated mobility policy
★	<b>TBD</b>	Oregon Transportation Commissions considers approval of Metro Council recommendation on proposed amendments to Oregon Highway Plan Policy 1F (Table 7 and related policies for the state-owned facilities in the Portland region) that incorporate updated mobility policy following the State Agency Coordination agreement process <sup>5</sup>

<sup>5</sup> Oregon Revised Statutes [197.180](#)

11/1/19 TPAC RECOMMENDATION TO JPACT  
**Metro/ODOT Regional Mobility Policy Update Work Plan**

**Summary of Key Tasks and Anticipated Schedule**

Task		Anticipated Schedule
<b>Task 1</b>	<b>Project Management and Agency Coordination</b> Project management and agency coordination activities necessary to implement this Work Plan and supporting Stakeholder and Public Engagement Plan, manage project organization and delivery of products in a timely and effective manner and enable effective coordination and collaboration.	Jan. 2020 to Aug. 2021
<b>2020</b>		
<b>Task 2</b>	<b>Illustrate Current Approaches (Strengths and Weaknesses)</b> Illustrate “on-the-ground” examples of applications of the current v/c measure and targets. The examples will cover a range of regional facilities (throughways and arterials), 2040 Growth Concept land use types, geographies and availability of travel options. The purpose of the illustrative examples is to identify strengths and weaknesses of the current policy, to be addressed with the updated regional mobility policy. This task includes development of initial evaluation criteria for assessing strengths and weaknesses that will be further refined in Task 6.	Jan. to March 2020
<b>Task 3</b>	<b>Report on 2018 RTP Mobility Performance</b> Document performance of 2018 RTP transportation system (2015 base year and 2040 Constrained networks) for all modes to identify where the region is meeting its mobility goals or falling short, and why it is not feasible to meet current mobility targets in the OHP and RTP. Consistent with <a href="#">ODOT Operational Notice PB-02</a> , the performance documentation will describe existing and future performance at the system plan and mobility corridor levels, distinguishing between arterials and throughways. Performance measures include: traffic conditions, duration of congestion, system completeness (gaps), fatal and serious injury crashes, mode share, transit reliability/delays, average travel times across modes, accessibility to jobs and community places across modes (and comparing households in equity focus areas and households outside of equity focus areas) and average trip length. The documentation will also qualitatively describe other trends that may affect travel in the region, but are not able to be modeled or quantitatively estimated, such as autonomous vehicles, use of ridehailing and other new modes/mobility services and teleworking.	Jan. to March 2020
<b>Task 4</b>	<b>Report on Best Practices Assessment (approaches and measures)</b> Use the best practices review information compiled by the PSU TREC researchers in the scoping phase to illustrate “on-the-ground” examples of the most promising “best practices” measures and approaches for consideration in updating the regional mobility policy. Identify key lessons learned from their application locally and in other states and regions, considering Oregon’s unique legal framework. Recommend potential new policy approaches and related measures as well as improvements to current policy approaches and related measures for consideration in Task 6.	Jan. to March 2020



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Task		Anticipated Schedule
<b>Task 5</b>	<p><b>Identify Case Study Locations</b>            Work with TPAC and MTAC to identify and select case study locations. The case study locations may draw from examples identified in Task 2. The process for selecting case study locations will include selecting plan amendment case study locations first, and then selecting mobility corridor geographies that encompass the plan amendment case study locations to allow for leveraging data and analysis to the extent possible and consideration of the relationship between system planning and plan amendment analysis needs. The case study locations will use selected 2018 RTP mobility corridor geographies and distinguish between arterials and throughways designated in the RTP. The case studies will test potential measures identified in Task 6 at system plan, mobility corridor and plan amendment scales and consider their applicability at the development review and project design scales.</p>	April to June 2020
<b>Task 6*</b>	<p><b>Develop Criteria and Select Potential Mobility Measures for Testing</b>            Refining evaluation criteria developed in Task 2, develop and select criteria to evaluate existing and potential measures. The assessment of measures in this task will inform selection of measures to carry forward for testing in Task 7. The project team will seek feedback and direction from JPACT, the Metro Council and the Oregon Transportation Commission on the draft criteria and measures selected for testing.</p>	April to Sept. 2020
<b>Task 7</b>	<p><b>Conduct Case Study Analysis and Prepare Findings</b>            Evaluate potential mobility measures identified in Task 6 at case study locations identified in Task 5 to illustrate potential approaches for application at the system plan, mobility corridor and plan amendment scales. The case study analysis will compare the current mobility policy approach to other new potential approaches and measures being tested. The findings will describe consistency with the evaluation criteria identified in Subtask 6.3 as well as the potential impacts of the policy approaches tested on addressing regional priorities outlined in the 2018 RTP: addressing climate change, managing congestion, improving safety and addressing equity by reducing disparities experienced by communities of color and lower income households.</p>	Sept. to Dec. 2020
<b>2021</b>		
<b>Task 8*</b>	<p><b>Develop Recommended Mobility Policy for the for RTP and Proposed Amendments to OHP Policy 1F</b>            Use the findings prepared in Task 7 to develop a recommended mobility policy for the RTP and proposed amendments to Policy 1F of the OHP, including measures, targets, data, methodologies and processes (e.g., documentation of findings) for the Portland metropolitan planning area. The recommended Regional Mobility Policy will be transferrable to local governments and ODOT and will support planning and analysis for future RTP and TSP updates, plan amendments subject to 0060 of the TPR,</p>	Jan. to May 2021

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Task		Anticipated Schedule
	system performance monitoring activities and other relevant planning activities in the Portland region. <sup>6</sup>	
<b>Task 9</b>	<p><b>Develop Local, Regional and State Action Plan to Implement Recommended Mobility Policy</b></p> <p>Develop matrix of actions and proposed timeline recommended to implement the updated mobility policy through local, regional and state plans, standards, guidelines and best practices. This task will identify data and tool needs to support analysis and monitoring activities. This task will develop guidance to jurisdictions on how to balance multiple policy objectives and document adequacy, i.e. consistency with the RTP and OHP, in both transportation system plans (TSPs) and plan amendments, when there are multiple measures and targets in place. This task will recommend considerations for future local, regional and state actions outside the scope of this project to implement the new policy and to reconcile differences between the new system plan and plan amendment measures and targets and those used in development review and project design.<sup>5</sup></p>	Jan. to May 2021
<b>Task 10*</b>	<p><b>Conduct Public Review and Refinement Process</b></p> <p>Seek feedback on Public Review Drafts developed in Tasks 8 and 9 through a 45-day public review and comment period with two public hearings. Additional refinements will be recommended to address feedback received during the public comment period.</p>	June to Aug. 2021
<b>Task 11*</b>	<p><b>Conduct Approval Process</b></p> <p>Prepare final documents and findings for consideration by JPACT and the Metro Council, including a Metro resolution and ODOT staff report, with updated regional policy, including recommended alternative performance measures and targets, recommended analysis data and methods, recommended plan amendments and updates needed to implement new policy in state, regional and local plans and codes. The project team will seek approval of final recommendations for updating the mobility policy by JPACT and the Metro Council. If approved by JPACT and the Metro Council, the recommended amendments to Policy 1F of the Oregon Highway Plan for the Portland metropolitan planning area and supporting ODOT staff report will be forwarded to the OTC for consideration.</p>	June to Aug. 2021

\* Key tasks that will include seeking feedback and direction from JPACT, the Metro Council and the Oregon Transportation Commission.

<sup>6</sup> A Discussion Draft will be prepared for review by Metro's regional technical and policy advisory committees, the Metro Council and the Oregon Transportation Commission. A Public Review Draft will be prepared that incorporates feedback received on the Discussion Draft. The Public Review Draft will be available for broader public and stakeholder review during the 45-day public comment period in Task 10.

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## Metro/ODOT Regional Mobility Policy Update Stakeholder and Public Engagement Plan

*A joint effort between Metro and the Oregon Department of Transportation will update the way the region defines mobility and measures success for our transportation system.*

The stakeholder and public engagement plan supporting the Regional Mobility Policy update guides the strategic engagement approach to be used and identifies desired outcomes for sharing information with and seeking input from identified stakeholders and the public throughout the process. This engagement plan describes project engagement objectives, key stakeholders, the decision-making process and activities that will be implemented to ensure identified stakeholders and the public have adequate opportunities to provide meaningful input to the update. This plan also describes the timeline and milestones and an evaluation strategy to measure success.

The regional advisory committees and county coordinating committees will serve as the primary engagement mechanisms for collaboration and consensus building. In addition to these committees and, focused engagement with other potentially affected and/or interested individuals, communities, and organizations are also important elements of the engagement plan. The information gathered from engagement activities will be shared with decision-makers in a variety of ways to ensure they have opportunity to contemplate and fully consider stakeholder and public input.

### Engagement objectives

1. Communicate complete, accurate, accessible, and timely information throughout the project.
2. Provide meaningful opportunities for key stakeholders and the public to provide input and demonstrate how input influenced the process.
3. Actively seek input prior to key milestones during the project and share information learned with Metro Council, regional advisory committees and the Oregon Transportation Commission in a manner that best supports the decision-making and adoption process.
4. Provide timely notice of engagement opportunities and reasonable access and time for review and comment on the proposed changes.
5. Build broad support by federal, state, regional and local governments, key stakeholders and decision-makers, including JPACT, the Metro Council and the Oregon Transportation Commission.
6. Share information and improve transparency.
7. Comply with all public participation requirements.<sup>1</sup>
8. Seek out and consider the mobility perspectives of diverse key stakeholders, including local jurisdictions businesses, freight industries, providers of intermodal facilities and distribution centers, transit providers, historically marginalized communities and those traditionally underserved by existing transportation systems who may face challenges accessing employment and other services, such as low-income households, communities of color, youth, older adults and people living with disabilities.
9. Coordinate engagement efforts with relevant Metro and ODOT initiatives, including planned updates to the Oregon Transportation Plan (OTP) and Oregon Highway Plan (OHP).

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<sup>1</sup> This includes Metro's Public Engagement Guide, Title VI of the Civil Rights Act, the Environmental Justice Executive Order, Oregon's Statewide Planning Goal 1 for citizen involvement, the Oregon Transportation Commission Public Involvement Policy and ORS 197.180, ODOT State Agency Coordination Program and the process set forth in Oregon Highway Plan Policy 1F3 and associated Operational Notice PB-02.

## 11/01/19 TPAC RECOMMENDATION TO JPACT

**Metro/ODOT Regional Mobility Policy Update Stakeholder and Public Engagement Plan****Key stakeholders**

To date, the project team has identified a number of key stakeholders that will be the focus of engagement efforts throughout the process:

- **Community leaders and community-based organizations** through community leaders forums (at two key decision/information points)
- **Business, economic development and freight groups**, including statewide freight and economic perspectives (4-6, with touch points at two key decision/information points in coordination with OTP/OHP updates, as appropriate and considering staff and committee availability)
- **Local jurisdictions and elected officials representing counties and cities in the region** (through county coordinating committees, TPAC/MTAC workshops and regional technical and policy advisory committees, as appropriate and considering staff and committee availability)
- **Special districts**, including TriMet, SMART, Port of Portland and Port of Vancouver (through TPAC, MTAC, JPACT and MPAC briefings and consultation activities)
- **Southwest Washington Regional Transportation Council (RTC) and other Clark County governments** (through Regional Transportation Advisory Committee (RTAC), SW RTC, TPAC, JPACT and MPAC briefings)
- **State agencies**, including the Oregon Department of Transportation, the Oregon Transportation Commission (OTC), the Oregon Department of Land Conservation and Development (DLCD), the Oregon Land Conservation and Development Commission (LCDC), the Oregon Department of Environmental Quality (DEQ) and the Oregon Health Authority (OHA) (through TPAC, MTAC, JPACT and MPAC briefings and consultation activities)
- **State advisory committees**, including the Region 1 Area Commission on Transportation (R1ACT) and and State Modal committees (through briefings conducted in coordination with planned updates to the OTP and OHP)
- **Federal agencies**, including the Federal Highway Administration and Federal Transit Administration (through TPAC and consultation activities)
- **Practitioners**, including consultants involved in the development of transportation system plans, transportation modeling and impact studies and plan amendments in the Portland region (through Oregon Modeling Steering Committee Modeling Subcommittee briefings, technical workshops and expert panels at two key decision/information points)

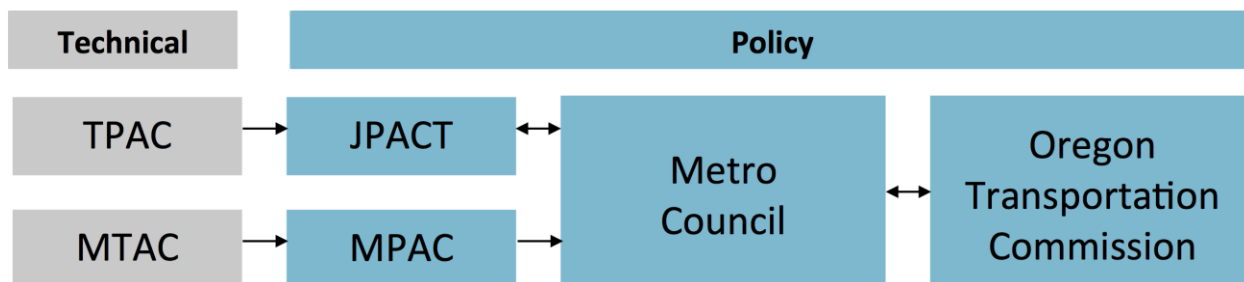
Opportunities for other potentially affected stakeholders and the public to provide input will also be provided as part of regular TPAC, MTAC, JPACT, MPAC and Metro Council meetings, and during the 45-day public comment period.



## 11/01/19 TPAC RECOMMENDATION TO JPACT

**Metro/ODOT Regional Mobility Policy Update Stakeholder and Public Engagement Plan****Decision-making process and roles**

Recommendations prepared through this project will have a variety of review paths prior to being considered for approval by different decision-making bodies.



For deliverables identified for review in the engagement process, these are the primary venues:

**Metro Technical Advisory Committee (MTAC):** Makes broader technical recommendation to MPAC

**Transportation Policy Alternatives Committee (TPAC):** Makes technical transportation recommendation to JPACT

**Metro Policy Advisory Committee (MPAC):** Makes broader policy recommendation to the Metro Council

**Joint Policy Advisory Committee on Transportation (JPACT):** Makes transportation policy recommendation to Metro Council on RTP policy and implementation recommendations and proposed amendment to Oregon Highway Plan Policy 1F (Table 7 and related policies for the state-owned facilities in the Portland region)

**Metro Council:** Considers MPAC and JPACT recommendations and must concur with JPACT in reaching final action

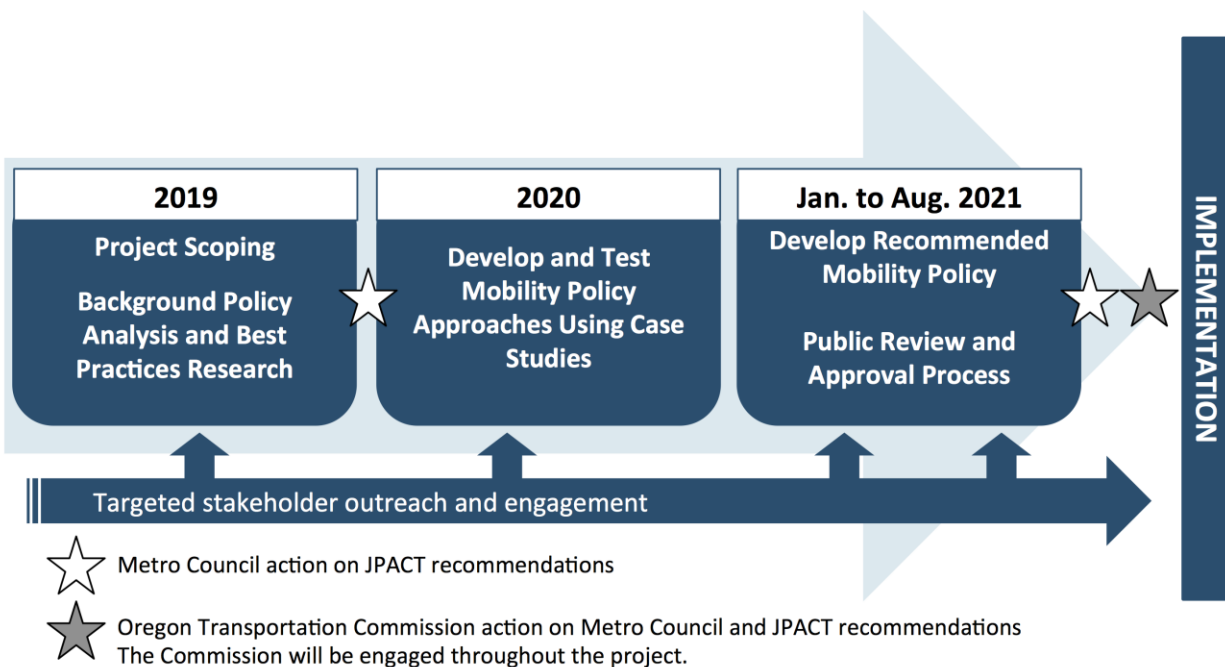
**Oregon Transportation Commission (OTC):** Considers Metro Council recommendation on proposed amendments to Oregon Highway Plan Policy 1F (Table 7 and related policies for the state-owned facilities in the Portland region) that incorporates updated mobility policy.

All meetings are open to the public and include opportunities for public testimony. In addition, summary reports of public outreach and information gathered from engagement activities will be shared with advisory committees and decision-makers in a variety of ways to ensure they have opportunity to contemplate and fully consider stakeholder and public input.

11/01/19 TPAC RECOMMENDATION TO JPACT  
**Metro/ODOT Regional Mobility Policy Update Stakeholder and Public Engagement Plan**

**TIMELINE AND DECISION MILESTONES**

The Regional Mobility Policy update will be completed from January 2020 to Fall 2021.



Decisions and direction anticipated

☆	<b>December 2019</b>	Metro Council and JPACT consider approval of work plan and public engagement plan
	<b>June 2020</b>	Metro Council and JPACT provide policy direction on measures to be tested
	<b>March 2021</b>	Metro Council and JPACT provide policy direction on development of staff recommendation for updated regional mobility policy and local, regional and state action plan to implement recommended policy
☆	<b>June – Aug. 2021</b>	Metro Council and JPACT consider approval/adoption of updated regional mobility policy and implementation recommendations and proposed amendments to Oregon Highway Plan Policy 1F (Table 7 and related policies for the state-owned facilities in the Portland region) that incorporate updated mobility policy
★	<b>TBD</b>	Oregon Transportation Commissions considers approval of Metro Council recommendation on proposed amendments to Oregon Highway Plan Policy 1F (Table 7 and related policies for the state-owned facilities in the Portland region) that incorporate updated mobility policy following the State Agency Coordination agreement process <sup>2</sup>

<sup>2</sup> Oregon Revised Statutes [197.180](#)

11/01/19 TPAC RECOMMENDATION TO JPACT

**Metro/ODOT Regional Mobility Policy Update Stakeholder and Public Engagement Plan**

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**Communications timeline** to support decision milestones

Phase 1 (Jan – Mar 2020): Prepare materials to explain the issue/problem.

Phase 2 (April-June 2020): Collect feedback to form criteria, pick proposed local case study locations and select measures to test. Technical expert panel(s)/workshop(s)/Forum to develop options.

Phase 3 (Jan-Mar 2021): Share what was learned, opportunities to shape recommended mobility policy and future implementation actions recommendations. Technical expert panel(s)/workshop(s)/Forum to understand impact of options and shape staff recommendations.

Phase 4 (June–Aug. 2021): Public process for review/approval.



## 11/01/19 TPAC RECOMMENDATION TO JPACT

**Decision and communications coordination timeline concept**




TIMEFRAME	January – March 2020	April – June 2020	January – March 2021	April – May 2021	June – August 2021
<b>Who</b>	Metro Council and JPACT	Metro Council and JPACT	Metro Council and JPACT	Metro Council and JPACT	Metro Council and JPACT
		OTC and LCDC	OTC		OTC and LCDC
	Cities, counties and special districts	Cities, counties and special districts	Cities, counties and special districts		Cities, counties and special districts
		CBO Leadership	CBO Leadership		Interested public
	Business & Freight groups	Business & Freight groups			
	R1ACT	R1ACT, OMPOC, OMSC and State modal committees <sup>3</sup>	R1ACT, OMPOC, OMSC and State Modal committees <sup>3</sup>		
<b>Materials</b>	Handout/fact sheet(s) on illustrative examples and best practices	Handout/fact sheet(s) on proposed criteria and case study locations	Handout/fact sheet(s) on case study analysis and findings	Staff recommendation (discussion draft)	Revised staff recommendation (public review draft)
	Video (explaining issue & purpose)		Case study findings report	Handout/fact sheet on staff recommendation	Legislation, including staff report and findings
	Powerpoint(s)	Powerpoint(s)	Powerpoint(s)	Powerpoint(s)	Powerpoint(s)
<b>How</b>	Website information	Panel of technical experts #1	Panel of technical experts #2/ policymaker forum	Website information and comment tool	Website information
	Regional technical and policy committees meetings	Community leadership forum #1	Community leadership forum #2	Hearing(s)	Legislative hearing
		Regional technical and policy committees meetings	Regional technical and policy committees meetings	Regional technical and policy committees meetings	Regional technical and policy committees meetings
		County coordination committees' briefings	County coordination committees' briefings		County coordination committees' briefings
<b>What</b>	Explain the issue	Criteria for selecting measures to test	What we learned	Staff recommendation/ Discussion Draft	Revised staff recommendation/ Public Review Draft
	What we learned in background research	Case study: proposed local locations	Key things for implementation Process for review/approval	<ul style="list-style-type: none"> <li>Mobility Policy</li> <li>Action Plan</li> </ul>	<ul style="list-style-type: none"> <li>Mobility policy</li> <li>Action Plan</li> </ul>
<b>Decision</b>		Direction on measures to be tested (~June 2020)	Direction on development of updated policy and implementation actions (~March 2021)		Consider approval/ adoption

<sup>3</sup> Briefings will be coordinated with briefings to support planned updates to the Oregon Transportation Plan and Oregon Highway Plan.

## 11/01/19 TPAC RECOMMENDATION TO JPACT

**Public engagement tools and materials**

These tools and materials will be used and timed to best leverage the needs of the project and inform technical advisory committees and decision-makers:

- **Public Engagement Plan (December 2019)** Details public engagement and decision-making framework, key audiences, schedule and engagement tools and activities.
- **Website (ongoing)** Maintained by Metro staff, the project website will be the primary portal for sharing information about the project. It includes pages that describe project activities and events, the process timeline, and support documents and materials. The site will be used to host an interactive web tool to seek input from the broader public during the 45-day public comment period. At any time, members of the public may submit comments through the project website. Metro and ODOT staff will receive and track comments, and coordinate responses as needed. 
- **Video (Jan-March 2020)** – Develop video to explain the purpose of project, what the mobility policy is, how it is used, what the policy affects (and how) and its strengths and weaknesses. The video will be hosted on the project website to serve as a key information piece throughout 2020 and 2021. It will also be shown in advance of and at briefings and meetings to help explain the update.
- **Technical expert panels/workshops/forums** – A focused effort will be made to engage topical experts, practitioners and key stakeholders to provide input on updating the mobility policy, selecting measures to test and developing implementation recommendations through:
  - TPAC/MTAC workshops (~quarterly)
  - Two expert panels/forums (~June 2020 and Feb. 2021)
  - One policymaker forum (~March '21, possibly combined with technical expert panel)
  - Oregon Modeling Steering Committee Modeling Subcommittee (~Jan. 2020, April 2020 and April 2021)
- **Equity engagement activities (ongoing)** A focused effort will be made to engage historically underrepresented populations. The project team will conduct outreach to leaders of these communities, and seek input on principles to guide updating the mobility policy, select measures to test and develop implementation recommendations through:
  - Two Community Leaders Forums (~June 2020 and Feb. 2021)
- **Hearings** At least two hearings will be jointly hosted by the Metro Council during the 45-day public comment period (~June 2021). The Metro Council will host at least one legislative hearing prior to their final action on the recommended policy (~Aug. 2021). Members of JPACT and the Oregon Transportation Commission will be invited to attend the hearings. A separate hearing before the OTC may also be necessary prior to their action on the JPACT/Council recommendation. 
- **Project newsfeeds and electronic newsletters (ongoing)** Metro staff will develop newsfeeds and e-newsletters to provide information about key milestones, and to invite key audiences and

## 11/01/19 TPAC RECOMMENDATION TO JPACT

**Metro/ODOT Regional Mobility Policy Update Stakeholder and Public Engagement Plan**

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the public to participate in engagement opportunities. The project will maintain an interested parties email list that will be an ongoing feature of the public engagement plan.

It is expected that newsfeeds and e-newsletters will be developed during these key points:

- Introduction and announcement of the project kick-off (Jan. 2020)
  - Principles to guide refinement of mobility policy, measures and methods (Spring 2020)
  - Release of case study analysis and findings (~Jan 2021)
  - JPACT/Council direction to staff on development of recommended mobility policy and future local, regional and state implementation actions (~March 2021)
  - Public notice and invitation to participate in the 45-day public comment period and release of recommended policy and implementation actions document (~June 2021)
  - Announcement of Metro Council action on Regional Mobility Policy, proposed amendments to the Oregon Highway Plan (Policy 1F) and implementation next steps (~Fall 2021)
- **Publications (ongoing)** Fact sheets, project updates and other materials will be developed to describe the project and specific aspects of the update at key milestones. The materials will be distributed at briefings and meetings. Summary reports documenting the results and findings of major tasks will also be developed and made available on Metro's website and at meetings.
    - Series of fact sheets
      - Explain the policy, issue, and project purpose and process (~Jan. – March 2020)
      - Explain criteria and information about case studies (~Fall 2020)
      - Explain analysis of case studies and findings (~Winter 2021)
      - Explain mobility policy recommendation, effect and recommendations for how it will be implemented at local, regional and state levels (~June 2021)
      - Other topics may be identified through the process
    - Technical memorandums and meeting materials (ongoing)
    - Regional Mobility Policy Recommendations Reports – Discussion Draft and Public Review Draft (~spring 2021)
    - Implementation Recommendations Reports - Discussion Draft and Public Review Draft (~spring 2021)
    - Final report (~summer/fall 2021)
    - Presentations (ongoing)
  - **Consultation activities (ongoing)** The project team will consult with regulatory and other public agencies and stakeholders, including OTC, LCDC, DLCD, FHWA, FTA, OHA and others identified during the scoping process. Activities will include: email updates, in-person briefings, offering two group consultation meeting opportunities to provide feedback (~June '20 and March '21) and an invitation to provide feedback during the public comment period (June – July '21).
  - **Public engagement reports (ongoing)** Throughout the process, the project team will document all public involvement activities and key issues raised through the process.
  - **Final public comment log and stakeholder engagement report (~June 2021)** A public comment log and stakeholder engagement report will be compiled and summarized at the end of the formal 45-day public comment period. The public comment log will summarize comments received and recommended actions to address comments.

Oregon Department of Transportation  
and Metro

# Regional Mobility Policy Update

STAKEHOLDER INTERVIEW REPORT

Prepared by JLA Public Involvement

10/23/2019



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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.

**Project website:** [www.oregonmetro.gov/mobility](http://www.oregonmetro.gov/mobility)

*The preparation of this strategy 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 strategy are not necessarily those of the U.S. Department of Transportation, Federal Highway Administration and Federal Transit Administration.*

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# 1.0 Introduction

## 1.1 BACKGROUND

Metro and the Oregon Department of Transportation (ODOT) are working together to review and revise the policy on how the region defines and measures mobility in regional and local transportation system plans (TSPs) and during the local plan amendment process in the Portland area. The updated policy will guide development of future regional and local transportation plans and the evaluation of potential impacts of plan amendments and zoning changes on the transportation system.

The current 20-year old mobility policy is adopted in the Regional Transportation Plan (RTP) and Policy 1F (Highway Policy) of the Oregon Highway Plan (OHP), and measures the ratio of motor vehicle volume to motor vehicle capacity during peak travel periods to identify transportation needs and adequacy of the transportation system to serve planned land uses. These thresholds are referred to as the volume-to-capacity ratio (v/c ratio).

This project to update the Regional Transportation Plan's 20-year old "interim" mobility policy was identified in the 2018 Regional Transportation Plan (RTP) as necessary to better align the mobility policy with the comprehensive set of shared regional values, goals and desired outcomes identified in the RTP and 2040 Growth Concept, as well as with local and state goals.

## 1.2 PURPOSE OF THE INTERVIEWS

This planning effort is in the scoping phase. Policy makers, business and community representatives, and transportation and land use practitioners (consultants and city/county/ regional/state/federal staff) were interviewed with the purpose of understanding how they define mobility, as well as to collect insights as to their desired outcomes from the update to the current mobility policy. Additionally, interviewees were asked to share the challenges and opportunities they see or experience related to the region's mobility and/or the mobility policy.

The feedback from these interviews supplements other project scoping engagement activities conducted by ODOT and Metro since April 2019, and have been used to help develop both a work plan and public engagement plan for consideration by the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council that will guide the planning process as the project moves forward in 2020.

## 1.3 PROCESS

Stakeholders from a mix of interests and experience were interviewed to ensure a wide range of viewpoints and perspectives, including:

- Elected officials and policy makers from the Metro Council, Land Conservation and Development Commission and the Oregon Transportation Commission, commissioners from each of the three counties (Clackamas, Multnomah, and Washington), and public officials from TriMet, ODOT, and Metro
- Staff transportation and land use practitioners from all three counties, as well as from ODOT Region 1, the Federal Highway Administration, Port of Portland, Department of Land Conservation and Development, and from select cities within the Portland area



- Transportation and land use consultants or experts from DKS Associates, Kittelson and Associates, Angelo Planning, WSP, and Radler White Parks & Alexander. LLP
- Business, economic development, freight, and trade representatives
- Community representatives from a variety of backgrounds and organizations ranging from equity, environmental justice, sustainability/environmental protection, transit/bike/pedestrian advocacy, seniors and disability rights, and transportation advocacy

A total of 64 people were interviewed in person or by phone from July to September of 2019, with a total of 10 group interviews and 31 individual interviews. For a full list of the stakeholders involved in these interviews, refer to **Appendix A**.

Interviewees were asked to answer a series of questions with topics ranging from personal or agency-specific definitions of mobility, potential measures of mobility, application of the policy, as well as mobility as it relates to equity, safety, and other modes of transportation. Questions varied depending on the level of experience or expertise the interviewee had in regards to the current mobility policy. Interviewers also asked for suggestions on the public engagement process for the mobility policy update.

This document summarizes the results of those interviews.

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## 2.0 Summary of Major Messages

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- **Broad support and enthusiasm expressed for an updated policy.** While suggestions or preference for how to update the policy varied, all interviewees expressed support, and most expressed enthusiasm, for updating and adapting the mobility policy to better serve the region.
- **Develop a broader, more holistic mobility policy.** Nearly all interviewees supported developing a mobility policy that is not just vehicle based and does not just measure volume/capacity. Interviewees suggested a number of ways the policy could be more holistic including expanding the policy to include all modes, applying an equity lens, and taking into account safety, accessibility, network connectivity, connectivity between modes, and system completion.
- **Ensure the new policy is legally defensible and not overly complex.** The primary value of the current policy is that it is widely understood and accepted by those to whom it applies. It is regional, it is legally defensible for plan amendments and development review because it has been tested over time, and it is relatively easy to explain and apply. Jurisdictions, in particular, are concerned that a complex policy can lead to confusion, a lack of accountability or use in decision-making, and further barriers to development and transportation improvements.
- **The current policy, standards and measures are insufficient or not working:**
  - Most jurisdictions and transportation consultants noted that, given our growth and funding constraints, it is not always possible to meet the policy and standards; therefore the policy has decreased in its impact on planning. While it may help prioritize projects for the TSPs, it is not realistic to assume additional capacity required to meet the policy will actually be funded, or that vehicle capacity is appropriate in all situations.
  - All jurisdictions and many community stakeholders agreed that the policy does not recognize or take into account opportunities for moving people and goods by other modes, and can inhibit investments that promote use of travel options, such as walking, biking, and use of transit.

- Many policy makers, community members, and staff of other jurisdictions pointed out that the policy is dated and does not address other goals of the region, such as climate change, public health, equity, and housing.
- **A policy with one set of measures, but different targets:** Most interviewees felt the policy and measures should remain the same regardless of land use context or type of road, but were supportive of developing a toolkit for applying the measures and assigning targets in a way that considers the planned land uses in an area and/or the function of the road. Many participants were undecided about *how* the application of the measures and assigned targets should differ, but a large majority expressed that a “one-size-fits-all” approach was not appropriate. There was general support for having a policy that had a consistent set of measures and:
  - Applying different targets for more urbanized areas with more travel options available versus the developing areas that have fewer options; and/or
  - Applying different targets and/or measures based on the purpose or function of the facility (eg. throughways and freight routes versus arterials).

A few stakeholders suggested the policy’s measures and targets should be applied uniformly, with the expectation that all of the region should be developed to ultimately support the land use and transportation goals of the region.

- **Most commonly suggested measures:**
  - Travel time and reliability
    - Easily understood by the public
    - Supports the freight industry
    - May be more effective than v/c for systems that cannot meet v/c targets
  - Transit coverage and frequency
    - Can be linked to bike and pedestrian network completion
    - Supports transit dependent populations, but needs to consider paratransit and deviated routes
    - Helps reduce the need to drive, drive alone trips, and vehicle miles traveled
  - Safety
    - Needs to be included either as a part of measuring mobility, or included as a separate measure
  - Access to destinations
    - Include first/last mile connectivity to transit from jobs, housing, and other destinations (e.g., 20-minute neighborhoods)
    - Promotes mobility for all modes and complete communities
    - Can help meet equity goals
  - Network connectivity
    - Can be applied on both a large and small scale (e.g., system-level and plan amendment scales)
    - Needs to have a defined and agreed-upon network before setting as a measure
  - Vehicle miles traveled (VMT)
    - Look to California as a guide
    - May help achieve other goals, such as reducing greenhouse gas emissions and equity goals
    - Difficult to defensibly measure, may only work at the system level
  - Volume to capacity (v/c)
    - Too simplistic to be the only measure

- Useful for identifying issues in the system
  - Can help with vehicle movement which benefits the economy
  - Provides legally defensible data
- **Significant support for an equitable transportation system, but no agreement on what that is or how to accomplish it.** Generally, most define an equitable system as one that serves all people with safe, reliable, efficient, and affordable options, especially for those with the most need in order to access affordable housing, jobs, and services.
  - Many stress that to achieve this we should invest where there are identified communities with the most need.
  - Many others stress that multimodal investments intended for equity are now serving the young, white privileged population. Housing affordability and other factors have contributed to displacement, dispersing communities of color and low income residents to outer areas of the region with fewer options to find affordable housing. They are now car dependent so vehicle capacity is an equity issue.
  - Others point out that historically marginalized communities will continue to move in the region, and that the best way to serve them is to ensure sufficient transportation choices throughout the region.

*Note: Each of these perspectives was raised by a variety of interviewees representing the spectrum of stakeholders, including those representing historically marginalized and underserved communities.*

- **Align with the current uses of the mobility policy.** This update should aim to sync up the full range of uses of the current policy, including development review and project design.
- **The most common success factors mentioned by stakeholders were:**
  - A more holistic approach to measuring mobility
  - More carrot, less stick approach to reducing VMT
  - A policy that uses an equitable and culturally responsive approach, specifically in regards to how the transportation system supports historically marginalized and vulnerable communities as they relate to social and demographic identity
  - Implementation – the policy will be broadly supported and adopted by all jurisdictions and used
  - Reduction of congestion
- **Comments on the update process and stakeholder engagement:**
  - Engage typical users
  - Engage stakeholders from outside the region that travel through the region or to key destinations in the region (e.g., Portland International Airport, freight intermodal facilities, universities, hospitals, etc.)
  - Look to California’s work on VMT measures, call on experts that worked on developing that legislation and implementation at regional and local levels
  - Work with representatives from underserved communities to define an equitable transportation system
  - Provide opportunities for practitioners from jurisdictions across the region to learn about each other’s needs in building a new policy

## 3.0 Summary by Question

This section is broken down by question, as well as by the type of interviewee (policy makers, community and business representatives, and transportation and land use practitioners). The icons below can help identify the type of interviewee responses that are being summarized.

### Policy Makers



### Community and Business Representatives



### Transportation and Land Use Practitioners



## 3.1 DEFINE MOBILITY

Policy makers and community/business representatives were asked: **“What does the term “mobility” mean to you in the context of a community?”**

### COMMON RESPONSES:

The definitions volunteered by interviewees generally fell into one of the following two related categories:

- *All transportation system users can access their destinations – home, work, services – in a timely, efficient, and affordable way by their choice of mode.*
- *Movement of goods and people.*

### VARIATIONS AND ADDITIONAL POINTS:

- Flexibility in the system
- How the system handles the volume of all movement
- How transportation and mobility contributes to livability
- Transportation that is responsive to individual needs
- Proximity as it relates to and promotes mobility
- People-centered transportation
- Mobility is broader and more complex than just congestion
- Transportation is not an end, but a means to an end for healthy, engaged, and successful communities
- “Isn’t transportation for transportation’s sake”

## 3.2 INTERVIEWEES' BACKGROUND ON THE EXISTING POLICY



### POLICY MAKERS' AND COMMUNITY/BUSINESS REPRESENTATIVES' FAMILIARITY WITH THE EXISTING POLICY

Policy makers and community/business representatives were asked: **“Are you familiar with the current regional mobility policy?”**

- Most community members did not have former experience with the mobility policy and some felt that, based on the factsheet and information they were provided, they would not be qualified to participate. However, following encouragement and gaining an understanding that the interview would be based more on values than technical knowledge, they were more comfortable and eager to voice their perspective.
- A majority of policy makers were familiar with the mobility policy and its purpose, but not with the specifics or general application. *Note: Some had a significant depth of knowledge on the policy due to their history and/or responsibilities.*



### PRACTITIONERS' USE OF THE EXISTING POLICY

The transportation and land use practitioners (transportation agency staff and consultants) were asked: **“How do you/does your agency use the current regional mobility policy, standards and targets?”**

*Note: This does not provide details on how each interviewee uses the policy, but represents the range of responses.*

The practitioners noted they use the policy and standards in the context of their TSPs, plan amendments, development review, projects, federal NEPA process to define purpose, establishing alternative mobility standards, and TPR compliance.

- The policy can help identify problems and prioritize road projects at the system level.
- Most stated that it is not a useful tool or else that it is not an adequate planning tool, and that it's becoming less and less viable. They pointed out that the standards are frequently not achievable and/or are not helpful for creating TSPs that meet today's goals of multimodal plans and walkable neighborhoods.
- Practitioners pointed out that they will move forward with planning even when it is a challenge to meet the policy:
  - TSPs – local jurisdictions will prioritize local projects, but for facilities that are subject to the standards and requirements of the policy, jurisdictions will often defer the problem by referring to the need for a refinement study.
  - Plan amendments – in order to meet the policy in their plans, practitioners will often create a “polite fiction” and include projects that have a low likelihood of getting built or funded.
  - Development review – when a development proposal is submitted that doesn't meet the mobility standards, but is not expected to receive significant opposition and is supported by the jurisdiction, the jurisdiction will make a calculated risk and approve the proposal with the assumption that there won't be an appeal.

- There's a disconnect between mobility for travel through the region and mobility as it relates to access and safety.
- The TSPs need to be manipulated in order to meet the demands of the policy.
- The table of mobility standards and targets is a precise measuring tool in an imprecise environment.
- The policy still works for smaller MPOs and the jurisdictions outside the Metro area.
- The current policy can impede planned development, particularly new housing, and the implementation of the Beavercreek Concept Plan in Oregon City was held up as an example by several interviewees.
- The TSPs are required by the TPR to coordinate land use and transportation planning. When planners are not able to adequately reconcile the planned land use and transportation within the TSP, it pushes the responsibility to meet the mobility policy down the line to the plan amendment and then development review.
- Practitioners that are responsible for healthy industry noted that it is helpful in development review and capital projects for understanding third party impacts to adjacent businesses.
- It is used as a basis for requesting exceptions.
- One jurisdiction stated that they feel the policy has been successful and they continue to use it to plan for and build out their system.
- The mobility policy can pose an issue during jurisdictional transfers, such as Barbur Blvd. or 82<sup>nd</sup> Ave.
- In TSPs it is used to identify needs and priorities.
- The designation of a mixed-use multimodal area (MMA) is not fully utilized because of the City of Portland Transportation Impact Analysis (TIA) requirements. Due to past practices, there have been changes at the local level that take advantage of what the MMA designation allows. However, the City of Portland has not updated their local master plan process to remove the requirement for additional traffic analysis.

### 3.3 STRENGTHS AND WEAKNESSES OF THE EXISTING POLICY AND SYSTEM



#### POLICY MAKERS' PERSPECTIVES ON THE EXISTING SYSTEM

Policy makers were asked **“When thinking about mobility, what do you believe is working/not working with the current system?”**

#### WHAT'S WORKING

- The policy is consistent between state and regional plans.
- There has been a lot of community and regional discussion about how to address mobility issues, and efforts have been made to develop solutions.
- The hub and spoke transit model was effective when building out the initial system.
- In regards to plan amendments:
  - The policy forces a conversation that ensures the community understands the implications of decisions – it doesn't force compliance, but builds understanding and support.
  - The current policy provides an opportunity to say “no, this isn't going to work,” which avoids the difficulties that result from saying “no” at the development review stage.

- In regards to TSPs:
  - The policy creates a conversation about the purpose and need for projects.
- One policy maker noted, the policy has accomplished what it was intended to accomplish, however it's dated and doesn't address the goals for serving other modes, reducing climate impacts, promoting equity, etc.

## WHAT'S NOT WORKING

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- The targets aren't effective at helping communities get to the vision and goals they are trying to achieve.
- The targets can't be met which has resulted in confusion as to what is able to be done.
- The current policy doesn't allow for the growth of the region, specifically in regards to population and congestion.
- There is public frustration with overall congestion and flaws in the transportation system.
- There is a sense of disconnect between the public and transportation planners and decision-makers.
- The current policy doesn't work for multimodal transportation planning.
  - Ex. Lloyd Center is very multimodal (I-5, streetcar, MAX, bus, bike, ped), but the mobility standards can only look at vehicle capacity and they don't allow for flexibility or consideration of the vehicle trip reduction benefits of compact land use and increased walking, biking, and use of transit. Nor does it allow for the benefits of limiting vehicle capacity in order to promote the other modes.
- The hub and spoke model for transit doesn't serve the region in terms of connecting communities and employment centers, and there is a growing need to build out a grid system for transit.
- The interstate system and throughways should serve longer through trips, not shorter local trips, and needs to remain functional for the commerce that relies on through trips.
- Inefficient and/or poor coordination between the federal, state, and local systems.
- There are not enough resources to accomplish what needs to be done.
- It is thwarting development: SDCs, affordable housing, TODs, and jobs.
- The policy needs to be flexible to allow it to be scaled up to the vision.
- The policy doesn't allow for significant densification around key rapid transit facilities.
- There are serious gaps in mobility for all modes – particularly in regards to transit in Clackamas and Washington counties.
- The current policy is too obtuse for the public to understand easily.
- The standards still point to large, expensive transportation projects when there is very little money to fund those projects.
- The policy doesn't incorporate an equity lens or link to affordable housing, and doesn't allow for increased densities in areas designated for future growth and development.
- Measurements are focused on transportation, but transportation is only a part of how communities work.
- The infrastructure doesn't support population growth and makes it difficult for people to get around quickly and easily without relying on automobiles.
- It takes too long to get exceptions or go through the process to develop and request approval of alternative mobility standards by the Oregon Transportation Commission.
- The policy doesn't address issues related to first/last mile connectivity in regards to accessing transit.
- In regards to TSPs, it's easy to understand and identify the problems, but no one has come up with ways to realistically address the problems in ways that meet the policy when they require unfundable or

unbuildable capacity improvements, or improvements that are counter to the planned land uses, such as walkable neighborhoods.



## COMMUNITY AND BUSINESS REPRESENTATIVES' PERSPECTIVES ON THE EXISTING SYSTEM

Community/business representatives were asked **“When thinking about mobility, what do you believe is working/not working with the current system?”**

### WHAT'S WORKING

A majority of community/business representatives either did not respond to how the system functions well, or explicitly noted that the system is not effective. Of those few that provided ways in which the system is functioning well, the most common response acknowledged that **the system has been effective at connecting people to Portland's downtown urban core by a variety of modes**. Other comments included:

- Efforts to expand transit
- Promoting active transportation
- Vision Zero
- Applying an age-friendly lens to transportation decisions

### WHAT'S NOT WORKING

**Congestion and lack of transit coverage and service expansion to keep up with growth** were the most common issues mentioned by community/business representatives. Other issues included:

- Safety issues
  - Vulnerable communities are at a much higher risk of traffic-related injuries or fatalities
- The “one-size-fits-all” approach to road planning and design resulting in conflicts between modes, safety issues, inefficiency, and poor traffic management
- Inequitable distribution of travel options
- Significant gaps in travel options exist in some parts of the region
- Current hub and spoke model for transit
- Conflicts between modes
- Displacement and gentrification
- Lack of affordability (housing and transportation)
- Inadequate transportation for the mobility-challenged population
- System gaps and lack of connectivity between modes
- A system that doesn't support the goal of reducing drive alone trips, reliance on automobiles, and VMT
- Lack of attention to travel needs other than the traditional home-to-work system user, i.e. travel for needs other than employment, alternative work hours, etc.





## PRACTITIONERS' USE OF THE EXISTING POLICY

The transportation land use and transportation practitioners were asked: **“What do you believe is working and not working with the current regional mobility policy, standards and targets?”**

### WHAT'S WORKING

While most practitioners agreed that the current policy is inadequate, nearly all agreed that a primary value of the current policy is that it is known, understood and accepted by those who must rely on it.

*“There is a threshold. You know how to measure it. You know how to mitigate. No one questions its validity. Developers don't argue. Engineers get it.”*

Additional points included:

- It identifies where the congestion problems are in a TSP and therefore helps when prioritizing projects for a 20-year timeframe.
- It is effective and legally defensible for exactions.
- The public is concerned about congestion and wants auto mobility; the policy identifies congestion and auto mobility deficiencies. *Note: This issue was acknowledged by jurisdictions responsible for planning for developing outer parts of the region, as well as for those established in urban centers in the region.*
- Several traffic engineers stressed that v/c is still one of the best tools for understanding the safety and capacity of intersections.
- The staff of one jurisdiction stated that the policy has been working for implementing their concept plans.
- The policy makes it easy to collect data and measure.
- Freight is essential to our economy and it relies on vehicle mobility.
- If a plan amendment fails, ultimately the local jurisdiction can move forward regardless.
- It provides a link to identify consistency with the Transportation Planning Rule.

### WHAT'S NOT WORKING

Nearly all practitioners agreed that the policy is either insufficient or just unworkable.

- “It's dated.” “It's all about moving cars.” It does not allow for movement of people and goods through other modes.
- “It's antiquated.” It doesn't reflect the region's goals for climate change, VMT reduction, health, equity, etc. and actually works against those goals. It is in conflict with our city's goals and policies.
- “It's broken. It no longer works to create continuity from long-range planning to projects.” (TSP, to plan amendment, to development review, to projects).
- The transportation system doesn't work. Freeways aren't working. Arterials aren't working.

- Freight chooses to move outside of peak travel times when possible, but increasingly throughout the day there is not enough capacity to support them during off-peak travel times.
- The measures work but the policy doesn't help us achieve the goals we want to achieve.
- The OTC alternative mobility process is too onerous, and potential solutions are unclear.
- No land use balance – can't implement concept plans.
- The results of Metro's peak spreading model can be misinterpreted in how it addresses the measure.
- Does not do a good job of addressing connectivity and system gaps.
- The policy only takes into account peak hour travel, not how a street works during off-peak hours.
- Doesn't get you the nuances that travelers experience, such as delay and travel time.
- V/c doesn't make sense to the public.
- If you use the peak spreading model it doesn't work with the standards.
- The standards are often impossibly high, specifically with the 30<sup>th</sup> highest hour measure.
- Doesn't address how to create a quality community.
- The land use solutions, just as other modes, are not seen as mitigating factors in meeting the mobility policy. Feels like the developer is being punished for making choices that reduce drive alone trips and reliance on automobiles.
- The policy requires capacity improvements, i.e. left turn lanes that impede MAX travel and therefore make the train less attractive to users.
- For jurisdictions that have a hierarchy of transportation (e.g., pedestrian, bike, transit, etc.), drive along trips are the lowest priority, yet the policy prioritizes vehicle trips to be the highest priority, (e.g., Portland).

### 3.4 THINKING ABOUT POTENTIAL ALTERNATIVE MEASURES OF MOBILITY

All interviewees were asked to review the potential new measures of mobility to be explored in the update to the Regional Mobility Policy and identify the measures they felt would best serve the region's needs. The potential measures include:

- Movement capacity for people and goods throughput, all modes (driving, riding a bus or train, biking, walking or moving goods)
- Vehicle miles traveled (VMT)
- Travel time and reliability for motor vehicles, including freight and transit
- Transit service coverage and frequency
- Bike and pedestrian network completion
- Mode share
- Network connectivity
- Access to destinations by a variety of modes

Interviewees were also given the opportunity to suggest additional measures for exploration, as well as comment on whether the volume/capacity measure (v/c ratio) should continue to be used as a part of the updated Regional Mobility Policy.



## POLICY MAKERS' RECOMMENDED MEASURES

For the policy makers, the following measures received the strongest support.

### Transit service coverage

- Need to be making transit-friendly planning decisions, specifically in regards to future growth, development, population, and need
- Remove barriers to using transit

### Access to destinations by a variety of modes

- Choice of mode needs to be a main aspect of this measure
- Need to consider flexibility in regards to access to transportation and destinations
- Can be difficult to measure
- Need to consider equity
- Support complete communities (20-minute neighborhoods)
- Can have different needs depending on the functional class and usage along a corridor

### Travel time and reliability

- This is something the public can understand and has meaning

Policy makers provided comments or support on the following measures:

- People and goods movement capacity and throughput
  - Throughput is a key aspect of this measure
  - Needs to explicitly call out other modes
- Volume/capacity
  - Considers congestion and vehicle movement which can benefit the economy
  - Should be used as a diagnostic tool, not as the base for decision-making
- VMT
  - Use California as a guide
- Bike and pedestrian network completion
  - Addresses gaps in the system
- Network connectivity
  - It's critical to have a defined network that is agreed upon prior to using network connectivity as a measure
- Mode share
  - Most suggested that measures for alternative modes would be more effective, and that this was better understood as an outcome, not a measure.
  - A few explicitly opposed this as a potential measure due to concerns that the trips were not fungible between modes, or that it would not be easily understood.

**Some general comments included:**

- This shouldn't be about how it works for the Portland area, but rather how we serve statewide needs in the context of the system in the Portland area.
- Measure trend lines for future planning.
- Develop a measure for technology and innovation, i.e. AV, EV, rideshare, ridehailing, etc.
- Limit the number of measures (3-4) in order to accomplish goals.
- Measures need to support multimodal transportation.
- Safety is an outcome – find measures that ensures that outcome.




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## **BUSINESS AND COMMUNITY REPRESENTATIVES' RECOMMENDED MEASURES**

Business and community representatives provided feedback on all of the suggested measures, summarized below.

Access to destinations by a variety of modes (*this measure received the strongest support from the community/business representatives*)

- Enables comparisons between and promotes mobility for all modes
- Should be the standard for measuring success
- Can help address needs resulting from growth
- Can help address needs based on social and demographic identity – needs specific to age, location, income, race, gender, etc.
- Promotes development and transportation investments that are place-based (proximity to destinations)
- Addresses congestion
- Engage the community to better understand what destinations are most important – use community input to develop a destination value hierarchy
- Connect to commercial corridors
- Safety needs to be explicit
- Needs to address system gaps
- Needs to include freight

Travel time and reliability

- Important for the freight industry
- Supports the workforce
- Include other modes of transportation, specifically active transportation modes (pedestrian, bikes, etc.)
- Needs to consider environmental justice
- Focus on efficiency, not just trying to force people out of cars by making driving inefficient
- Ensure the assessment is based on reality, i.e. peak hour travel for various modes
- Create a mode hierarchy
- Should serve as the overarching measure

People and goods movement capacity and throughput for all modes

- This should serve as the baseline or “umbrella” for transportation decisions
- Ensure transit is included
- Does not take into account the factors that impact use of all modes of transportation
- Link to the access to destinations measure
- Should be guided by the travel time and reliability measure

Vehicle miles traveled

- Proven and has had success in California
- Can be used to track congestion
- Meets the needs of the community
- Aligns with the goals of addressing climate change, creating livability, and measuring the impacts of development
  - One interviewee felt that climate goals need to be explicit in the measure

Bike and pedestrian network completion

- Can address safety in regards to mode conflicts and access
- Can address gaps in the system (sidewalks, bike paths/lanes, etc.)
- Investments shouldn't be at the expense of freight and vehicle travel
- Has the potential to promote future displacement and issues related to equity
- Needs to be holistic in terms of addressing system gaps

Transit service coverage

- Supports transit dependent people
- Reduces drive alone trips
- Addresses issues related to first/last mile connections to transit
- Should take into account paratransit and deviated routes

Mode share

- Make decisions that incentivize people to use modes other than SOVs
- Needs to be more explicit about climate change

Network connectivity

- Connect to commercial corridors
- Don't use a “one size fits all” approach to connectivity
- Make connectivity for all modes explicit in the measure
- Could be built into the access to destinations measure
- Seems too abstract

Volume/capacity

- Can serve as a good measuring tool
- Too simplistic to serve as the only measure

- Needs to be rational when determining capacity
- Useful for identifying congestion hotspots
- Is legally defensible

**Some general comments included:**

- Accessibility needs to account for the housing and transportation cost burden - specifically in regards to displacement.
- Safety is important to consider in relation to congestion and conflicts between modes.
- Equity needs to be explicit in all measures included in the policy.
- Measures need to account for transportation innovation, i.e. AV, EV, rideshare, etc.
- Measure changing behavior, i.e. telecommuting, alternative work hours, etc.
- Climate needs to be explicit.
- Measure impacts to natural and regional resources.
- Measure the effectiveness of coordinating land use and transportation planning.



## PRACTITIONERS' RECOMMENDED MEASURES

Most practitioners acknowledged all the listed measures were valuable considerations, but almost all practitioners also stressed that, to be effective, the policy would need a clear and narrow set of measures.

The following measures were most commonly suggested:

### Bicycle and pedestrian network completion and transit coverage and frequency

- Interviewees frequently discussed these two measures in combination.
- A broader *system* completion (bike, pedestrian, transit, etc.) was discussed as a measure:
  - The City of Portland has developed and tested a tool, tying it to SDCs.
  - California has done market-based work – a developer can be required to pay into a system completeness fund.
- There would need to be clear criteria to define system completion and the targets to completion.
- Topography and/or density need to be considered when defining appropriate levels.
- Need to stop thinking of bike and pedestrian investments as the mitigation.
- Participants discussed a variety of ways to measure transit service, including proximity to jobs and housing, trip time, and seats per hour.
- Clackamas County developed but did not adopt a more holistic mobility policy. They identified multiple measures for bike and pedestrian connectivity, including a bicycle level of stress and measure.

### A vehicle measure: Travel time reliability for vehicles, including freight and transit AND/OR Volume to Capacity – v/c

- Most interviewees suggested that a measure for vehicles still needs to be included in the updated mobility policy.

- Most who preferred travel time and reliability suggested it was more intuitive for communication with non-practitioners and more meaningful.
- It was suggested that travel time and reliability may be more useful than v/c for systems that can't be fixed to meet v/c targets
- Reliability is critical for the movement of freight.
- Transit reliability could be measured separately.
- Many – particularly the practitioners with the technical expertise and responsibility to assess the v/c – felt that v/c is still one of the best tools.
  - Provides the most legally defensible data
  - Particularly useful for measuring capacity and safety of intersections
  - Supporters of v/c believed it was easier for people to understand
- Some believed both measures should be used, practitioners within several agencies debated among themselves about which of these measures were most useful.
- A return to Level of Service – LOS – was suggested only once, noting it is still used by some of the jurisdictions for at least some of their facilities. However, several interviewees cautioned that returning to LOS would be a regression.
- A few supported establishing a vehicle cap, such as the cap established by the City of Portland.

#### Vehicle Miles Traveled (VMT)

This measure received the most polarized feedback.

##### **Support:**

- Some saw great potential for using VMT as an overarching measure to achieve many of the other measures as well as regional goals (mode shift, equity, etc.).
- There was a suggestion that a tool could be built from a VMT system metric in combination with a system completeness measure.
- A couple practitioners saw benefit in having consistency between western states and building on California's work.
- Some noted that VMT supports the Statewide Transportation Strategy (STS) for reducing greenhouse gas emissions.

##### **Concern:**

- Some felt VMT was not practical or defensibly measurable, especially for development review and project design.
- Some practitioners pointed to Oregon's different state regulatory framework. California has CEQA (the California Environmental Quality Act) that drives decision making. Oregon has the Statewide Planning Goals and related land use laws, including Goal 12 and the TPR.
- One jurisdiction expressed concern that as a community at the edge of the region with an imbalance of jobs to housing, most residents would commute out of their jurisdiction to work in another community making it difficult for them to compete.

The practitioners provided some feedback on the other measures, as described below:

- Movement of people and goods, all modes – This received broad support, but most felt it was more of a goal or the fundamental purpose of the mobility policy, rather than a measure.
- Network connectivity was recommended by several practitioners as a measure that could be applied on a large and small scale (e.g., TSP and plan amendment scales).
- Access to destinations was a consistent priority or used as a key part of the definition of mobility, but a number of practitioners stated that other measures could be effective at achieving accessibility.
- Mode share was generally not supported and was suggested as an outcome rather than a measure.

#### Some general comments included:

- There will be great benefit to a regionally adopted set of measures. They will be legally challenged and therefore need broad support and application.
- Many of these are all high-level planning goals; they won't work as measures when developing a plan or looking at a proposed development.
- Using the terms "target" and "measure" instead of "standard" is a good step.
- The measures ultimately need to work for development review, as well. They need to help establish a defensible nexus between the development and any required improvements or investments.
- The measures need to be able to identify incremental change. Using a bunch of measures won't work.
- Consider the possibility of different measures for the plan and for development review.
- We do not yet have good predictive tools for other modes.
- Which should come first – adopting a policy that creates a demand for better tools to generate the needed data, or adopting a policy that is dependent on data from tools that are currently available?

## 3.5 CONSISTENCY/FLEXIBILITY OF POLICY, MEASURES, AND TARGETS



### POLICY MAKERS ON POLICY CONSISTENCY/FLEXIBILITY

Policy makers were asked: **“Do you feel the policy, associated measures, and targets should be applied differently depending on the areas?”**

- A majority of policy makers felt there should be a common set of measures with potentially different targets – specificity depending on the area.
- The application of the policy/measures/targets needs to take into account density.
- The application should recognize the needs in employment centers.
- Any variation in the application of the policy/measures/targets should not promote urban sprawl.
- “It’s like the blind man and the elephant, the region looks very different across the region, for Portland and Metro staff they’re great and very smart, but they don’t understand. They’re looking at the world as a blind man, from the perspective of the urban center. If you look in the outer suburbs you don’t have a grid system, you don’t have transit. They need to be measured differently.”
- Some policy makers felt any necessary variations could be captured through functional class.
- It was noted that it would depend on what the measures are, but that the policy needs to allow for differences in the areas.



- It's important to consider topography, geography, and development, as well as look at gaps – ex. kids in landlocked areas only have the option of using SOVs to leave their area and we need to provide alternative modes in suburbs.
- One policy maker felt the policy/measures/targets should not be applied differently depending on the area, unless there are benefits, noting that there's been an unequal way of measuring across the region.

Policy makers were asked: **“Do you feel the policy, associated measures, and targets should be applied differently depending on the type of road and road use?”**

- It was suggested that the application of the policy/measures/targets should address the purpose of the roadway.
- Many felt that having modes existing side by side doesn't work on all roadways and can create safety issues.
- One policy maker felt it could be problematic because the functional class can look different depending on the community, and that it will change over time, i.e. 82<sup>nd</sup> Ave.
- One policy maker noted that there is not enough money to make every road function for all modes safely.



## COMMUNITY AND BUSINESS REPRESENTATIVES ON POLICY CONSISTENCY/FLEXIBILITY

Community/business representatives were asked: **“Do you feel the policy, associated measures, and targets should be applied differently depending on the areas?”**

- A strong majority (80%) of the community/business representatives felt that application of the policy/measures/targets should differ depending on the area.
- Many felt that the policy should remain the same throughout the region, but that the targets should be applied differently based on the reality of the area (i.e. existing infrastructure, population, density, need, etc.)
- Many suggested the concept of a “sliding scale” for applying targets in order to motivate different areas to meet regional mobility goals, while being conscientious of what is achievable at a given point in time within that area.
- The different stages of development across the region and differences in the availability of travel options we a common reason for supporting varied applications of the policy/measures/targets.
- **Other comments included:**
  - Apply the policy in a local, neighborhood, and/or community specific way
  - Assess the activity in the area and apply the policy accordingly
  - Ensure the policy is formed in a way that reflects the regional values

Community/business representatives were asked: **“Do you feel the policy, associated measures, and targets should be applied differently depending on the type of road and/or road use?”**

- All of the community/business representatives that gave a direct response to this question expressed mild to strong support for applying the policy/measures/targets differently based on the type of road and/or road use. Interviewees commonly suggested performing analyses of the road to identify the primary mode usage in order to determine how best to apply the policy/measures/targets.

- Many felt that applying a “one-size-fits-all” approach to roadways has a negative impact on the mobility of all modes.
- Many felt that allowing the policy/measures/targets to be applied differently based on the type of road would help alleviate issues in the system resulting from conflicts between modes.
- **Other comments included:**
  - Allowing for variations in how the policy/measures/targets are applied will help freight mobility
  - Create a “toolkit” for each road type and use it to help when applying the policy/measures/targets
  - The built form of a road should be the driving force in making transportation investments
  - Ruling out the addition of lanes or capacity has a negative impact on freight



## PRACTITIONERS ON POLICY CONSISTENCY/FLEXIBILITY

When asked whether there should be differences in the policy, measures or targets, it was a quick and easy, “Yes!” for many of the practitioners.

Others required more thought. While nearly all eventually decided there should be an allowance for differences either based on area or road type, they were deeply concerned about “future proofing” areas that will likely become more dense in time, ensuring our region’s goals are achieved, and protecting the region from sprawl.

Only one jurisdiction’s staff did not support flexibility. They noted that ultimately our outer suburban areas want the same access and mobility options, so it makes sense to include these targets even at the beginning to ensure the system can accommodate them.

### Regarding differences based on area:

- Most replied that they supported allowing *different* targets with the *same* policy and measures. Suggested considerations for varied application of targets were:
  - Need to acknowledge that different areas have different barriers to mobility.
  - Density and/or topography. What are the existing and future limitations and opportunities for meeting the targets?
  - Connectivity and availability of other modes. For instance, if TriMet is not investing in the outer areas, we can’t hold them to the same transit targets, but it should still be a measure, and we can create facilities that provide for safe, accessible bus stops or park and rides.
  - Land uses (industrial vs residential), affordable housing. What are the access needs? Aspiration should be to ultimately make complete communities throughout the metro area.
  - May not even need vehicle standards for areas that have achieved a specified level of development with a specified level of available travel options. Some roads should or can be only so wide.

### Regarding differences based on functional class or type of roadway:

- Several practitioners supported allowing different targets and, potentially, measures, with the same vision/policy. The primary rationale was for the difference to be based on the designated users or purpose of the road. For instance:

- The role of interstates and throughways is to support statewide and interstate travel through the Portland area and cross-regional travel; not local trips.
- For the sake of freight mobility, designated freight routes need different and/or higher standards for vehicle travel time reliability.
- Designated bike routes need measures and targets that ensure the function and safety for cyclists.
- As a caution, one interviewee stressed that drivers all have apps on their phones that don't care if it's an arterial, collector, or throughway. From a user perspective it won't matter what type of road it is.

### 3.6 ACCESSIBILITY, SAFETY, EQUITY, AND OTHER MODES



#### POLICY MAKERS' PERSPECTIVES ON ACCESSIBILITY, SAFETY, EQUITY, AND OTHER MODES

Policy makers were asked **“How would you determine if we have a transportation system that promotes accessibility?”** (Note: Interviewees were informed that the definition of accessibility, in this sense, is not limited to ADA considerations.)

- Addressing first/last mile connectivity, specifically as it relates to transit
- 20-minute neighborhoods
- Transit based on connectivity and/or a transit grid system

Policy makers were asked to address equity and issues related to equity as it relates to mobility:

- “Feels like we’re playing whack-a-mole”
  - Look at underserved communities from a modality perspective, speaking to basic gaps. How much bike/pedestrian infrastructure, transit is within reach.
- Past policies have thwarted affordable housing and have isolated underserved communities
- “We need to do a better job, to agree we’re not going to get it right the first time, and give ourselves the grace to learn and improve. I’m not sure we know what equity is, and we can’t define it based on what we think it is. We need to go to the underserved communities to get their definition of equity.”
- Ex. Happy Valley has a huge Asian-American community and they choose it because of the ability to have a home with enough room for multigenerational families, but they still need access to transit.
- Include people of color and different income groups to help define equitable transportation.
- We don’t have the same resources as other “head-office” cities (Seattle, San Jose, San Francisco), we can’t do it all at once. However, we can’t wait for “perfect,” we have to make imperfect decisions in order to get the “boat to rise for all.”
- Understanding equity areas and ensuring they have access to what they need by a variety of modes
- Need to build a system that serves all people, first/last mile connections to transit are part of that
- A functioning system and region relies on people of all communities being able to get where they need to go – the ripple effect



## COMMUNITY AND BUSINESS REPRESENTATIVES' PERSPECTIVES ON ACCESSIBILITY, SAFETY, EQUITY, AND OTHER MODES

Community/business representatives were asked **“How would you determine if we have a transportation system that promotes accessibility?”** (Note: Interviewees were informed that the definition of accessibility, in this sense, is not limited to ADA considerations.)

- Many community/business representatives felt that to promote accessibility you need a system that is affordable, efficient, easy, and safe for all users on all modes – *“cheap, fast, safe, and easy.”*
- Other comments included:
  - Address the “first mile, last mile” barrier to using modes other than SOVs – provide multimodal options within a reasonable distance of all users
  - Build complete multimodal systems that seamlessly connect to each other
  - Create a hierarchy of destinations based on need in order to measure accessibility

Community/business representatives were asked **“How would you determine if we have a transportation system that is equitable?”**

- Many suggested developing a policy that helps protect communities from gentrification and displacement.
- A common theme among community/business representative comments was that the transportation system needs to be serving those with the most need. Specifically:
  - Addressing the geographic disparities in the transportation system that have disproportionate impacts on displaced, gentrified, and/or vulnerable communities, specifically in regards to transit coverage.
  - Addressing the housing and transportation cost and travel time burdens
- Multiple community/business representatives suggested performing robust community engagement in current and historically underserved communities to identify and address equity issues. It was noted that commonly multimodal/active transportation investments in communities of color can be seen as an indicator of impending gentrification.
- Other comments included:
  - Increase access to modes
  - Link affordable housing, employment, and development when making transportation investments
  - Make equity the primary lens
  - Include aging and disabled populations in equity discussions and seek universal design when possible
    - *“Age is an equalizer. The system serves you less as you age, regardless of race, gender, income, or location.”*
  - Geography plays a key part in equity. The transportation system is consistently lacking in areas with vulnerable communities.

*Age is an equalizer. The system serves you less as you age, regardless of race, gender, income, or location.*

Community/business representatives were asked **“How would you determine if we have a transportation system that is safe?”**

- Many noted that conflicts between modes lead to safety issues.
- Many felt that safety was missing from the potential measures.
- A common comment noted the importance of considering the perception of safety for individual users. Examples included:
  - How users feel with the presence of transit police based on experience and identity
  - User confidence and comfort when navigating the transportation system during different times of day and on different modes, i.e. women, aging adults, disabled individuals, people of color, etc.
- The Vision Zero goal was mentioned multiple times both in regards to suggestions for using it as a measure for safety (injuries and fatalities related to traffic incidents), and because some felt the measure was too simplistic and did not adequately demonstrate the safety of the network.
- Other comments included:
  - Safety is addressed in other policies and regulations in the region and does not need to be built into the update
  - Engage the community in order to determine the best way to address safety issues

Community/business representatives were asked “**How would you determine if we have a transportation system that supports other modes?**”

- Key themes from community/business representatives answers to this question included:
  - Considerations for ADA and paratransit, including exploring place-based options for transit coverage, i.e. deviated routes, shuttles for transit dependent users to meet basic needs (groceries, social interaction, etc.)
  - Providing for users that use multiple modes within a single commute, i.e. providing adequate parking and bike storage at MAX stations
  - Providing multimodal options in communities with the most need



## PRACTITIONERS' PERSPECTIVES ON EQUITY

Practitioners generally covered the issues of accessibility and safety when discussing measures and the current system. When asked “**How do we determine whether we have an equitable transportation system?**” the key messages were as follows:

- There was universal support for striving for a more equitable transportation system, one that provides for all modes, ensuring transportation options at a basic level.
- There was also a lack of confidence that the field of practitioners have the right qualifications to define an equitable transportation system. They encouraged the project team to seek input from communities of color, low-income, disabled and other underserved communities.
- Displacement was a major concern with two primary perspectives:
  - We need to target investments to underserved communities and identify actions to avoid and mitigate displacement
  - Transportation investments will create displacement, so the best approach is to work toward a complete system throughout the Portland area.

- A number of practitioners noted that some of the biggest historical displacement has been due to major infrastructure projects (I-5), so the mobility policy should include protection of neighborhoods.
- A few expressed concerns that there are racist policies on which some engineering practices are based, creating substantial impacts to black and lower income communities, and a hypothesis that v/c and LOS have contributed to those impacts.
- Areas with a higher concentration of underserved populations will have a higher percentage of transportation disadvantaged – transit dependent and mobility challenged – so should receive priority for investments in alternative modes.
- Community colleges are a good resource for tracking where the populations are moving.
- On the other hand, a number of practitioners discussed challenges to investing in serving underserved populations:
  - Some areas have significant diversity, but it is dispersed, not concentrated. Nonetheless, they need the mode options.
  - The industrial areas employees are often from underserved populations. Transit doesn't serve these communities. They must rely on cars.
  - Investing in transportation for industry creates family-wage jobs for non-college educated.

### 3.7 MANAGING FOR PROJECT SUCCESS

All interviewees were asked what outcomes *would* and *would not* want to see as a result of this update to the policy.



#### POLICY MAKERS

##### Good Outcomes:

- This effort needs to provide a roadmap for the policy from the TSP to plan amendments to development review to capital projects
- Relevant today and tomorrow – planning for future – way people live and want to live
- Reduce trips people have to take and don't want to take - choices
- Support the economy
- Flexibility with clarity, that allows context but is easily understood and can be applied
- Leads to implementation with an eye for plan amendments and projects
- Something that is fully embraced by the Council and OTC
- Process in place for making decisions that we all agree on
- Identify the underserved areas and gaps and use that to provide better service and options for all
- Transportation improvements done through an equity lens
- Understandable to real people, not just transportation professionals
- A policy that doesn't just look at v/c, but looks at the goals of safety, equity, and capacity in order to give a better measurement of our strengths for all modes
- Something more flexible to meet goals

**Concerns/Bad Outcomes:**

- Something that works for the Portland area and the communities within but not for the State as a whole
  - “We can’t put walls around what happens in the metro area, we still need a functional state system through the metro area. Can’t be parochial.”
- Something that puts us at a disadvantage to winning dollars and meeting goals – it’s a planning tool, the current policy falls short
- Something that contributes to sprawl




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**COMMUNITY AND BUSINESS REPRESENTATIVES**
**Good Outcomes:**

- A more equitable and culturally nuanced approach to measuring mobility
- Using a “less stick, more carrot” approach to reducing SOV use
- Taking a broader, more regional approach to the policy
  - Not applying a “one size fits all” approach across the region, understanding the different needs
- Using more than one measure for mobility
- Policy that measures both for mobility as well as accessibility (they are not the same, but go hand in hand)
- Reduction of congestion and traffic
- Identifying the shared goals of reducing conflicts between the modes
- A policy that is framed to address externalities, i.e. climate, public health, safety, displacement, etc.

**Concerns/Bad Outcomes:**

- A continuation of the same policy and measures, or keeping the status quo
- Taking an approach that tries to force people out of cars, rather than providing better options
- A rigid, “one size fits all” approach to areas and roads with different needs
- A measure that focuses too heavily on vehicle mobility
- Freeway expansion
- Prohibiting increased capacity




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**PRACTITIONERS**
**Good Outcomes:**

- It will define and measure moving people and goods, not just vehicles.
- It will support our broader community goals.
- It will be measurable and clear, easy to understand and apply, and therefore is implemented.
- It will support, not de-incentivize, the 2040 plan, allowing for increased development in centers and corridors.
- It will advance equity, safety and address climate change.
- It supports freight reliability.

- A clear policy with targets and measures for the TSP and plan amendments, but also a roadmap on how to carry it through development review and capital projects.

#### Concerns/Bad Outcomes:

- It will just be a tweak of the existing system, because it's known and comfortable.
- It reduces freight mobility.
- We don't want a thick manual on how to apply the policy.

*We don't want a thick manual on how to apply the policy.*

## 3.8 PROJECT PROCESS AND FUTURE ENGAGEMENT

### INTEREST IN FUTURE ENGAGEMENT

Interviewees were asked if they were **interested in participating in further engagement opportunities related to this effort to update the Regional Mobility Policy**. All interviewees expressed interest in further participation, with a few community and business representatives indicating tentative apprehension to further participation based on availability and level commitment, and/or suggesting that the perspective they were chosen to represent could be better represented through an alternative individual.

### INDIVIDUALS AND/OR ORGANIZATIONS TO INCLUDE IN FUTURE ENGAGEMENT

Interviewees were asked to suggest additional individuals and/or organizations to include in future engagement. A full list of their responses is included in **Appendix B**.

### MESSAGING AND PROJECT COMMUNICATION

Policy makers, practitioners, and business/community representatives were asked for their thoughts on how to adapt the messaging and communication for the project and Regional Mobility Policy.



#### POLICY MAKERS

Many policy makers felt there was need for a broader range of voices involved in the process. Additionally, some policy makers felt that the project would benefit from improving the messaging to explain what the policy is and why the update is happening in a way that is tailored to those without technical experience.



#### COMMUNITY AND BUSINESS REPRESENTATIVES

Many business and community representatives had suggestions for future messaging around the project. Of those that provided feedback on this topic, a significant number felt the factsheet language was too focused on the



technical details of the policy and felt it distracted from how the policy actually relates to the average person, regardless of background, community, or industry. Other comments included:

- Personalize and tell a story in the messaging, and tailor it to the audience
- Explain the purpose and goals of this project as it relates to the region, communities, and industries in a way that is high level and tangible – summarize
- Explaining in terms of the year 2040 can be hard to comprehend – express the urgency and actionable nature of the project and policy
- Make the values explicit
- Use examples of how it impacts transportation and land use decisions
- Express the urgency and relevancy of this update for the region
- Coordinate and engage affordable housing representatives, the major shipping industry, business associations, and chambers of commerce



## PRACTITIONERS

While many transportation and land use practitioners focused mainly on how best to improve the mobility policy, a number had suggestions for future communication and engagement practices during the update process. One of the major suggestions came from **both small and large jurisdictions and requested the opportunity for jurisdictions to learn about each other's needs to better understand what would make the mobility policy work across the region.** Other comments included:

- Engage more people within the agencies that perform the technical work in applying the standards
- Reach out to and engage members of underserved and historically marginalized communities to better define an equitable transportation system
- Use and learn from similar efforts in other parts of the country, specifically in California
- Look to existing and relevant case studies, as well as perform case studies in order to test the different concepts being considered and build confidence that the resulting policy will be defensible and practical
- Look to Clackamas County's work developing an alternative mobility policy

## SUGGESTED INFORMATIONAL TOOLS

Interviewees were asked to supply any additional documents or tools that could help inform this effort. Documents are included in **Appendix C.**

# 4.0 Key Challenges to Address in the Update Process

As discussed in previous sections, there is unquestionable support for developing a policy that takes into account a broader definition of mobility than just motor vehicle capacity and v/c. There is also broad commitment to the

region's hallmark land use, climate and social equity goals and values. However, as is also evident in the previous sections, there are a number of challenges to address in order to develop a policy that balances these objectives and that is broadly accepted and used. Key among those challenges are the following:

- Stakeholders urge Metro and ODOT to adopt a mobility policy that will be **practical – simple, applicable and legally defensible**.
  - Stakeholders stressed that the policy needs to remain simple enough to ensure it will actually be broadly adopted and applied. Most interviewees supported a narrow set of measures that would account for transit and active transportation, as well as motor vehicles. However, the set of their suggested measures varied significantly from stakeholder to stakeholder, especially for vehicle capacity.
  - In addition to being simple, stakeholders stressed that the new policy needs to be legally defensible at each stage of its application – TSP, plan amendment, development review, and design of capital projects.
  - Stakeholders, especially practitioners and policy makers, will want tangible evidence that the policy works and can be applied by agencies with diverse needs, and with a range of resources and abilities. *To accomplish the practicality and legal defensibility, stakeholders would like measures that are tested and proven – such as through case studies that illustrate how the policy works in different areas of the Portland region – and that rely on data that is readily available now or will be before the policy is implemented.*
- The process for updating the mobility policy needs to explore how to provide **flexibility based on area and/or road type**, while maintaining and supporting the region's goals and values for a well-connected, integrated, multimodal system. While nearly all stakeholders recognized a need for flexibility, very few expressed confidence about how best to do so. Most stakeholders will approach this challenge with an open mind, but will want evidence that any variations are justified. For areas and roads that are in earlier stages of development, most stakeholders will want the update process to *explore the concept of allowing flexible targets while also ensuring the application of lower targets does not remain stagnant, and that if lower targets are applied it does not imply that an area or road will not have to meet higher targets in the future in order to maintain the goals and values of the region.*
- Many of the **community and business stakeholders found the purpose and nature of the policy confusing**. While the information in the factsheet helped to some degree, it was only after providing more tangible examples of how the policy is used and how it affects them that they were able to have a meaningful discussion about the policy. Additionally, many community and business stakeholders came to the interview with the impression that they would need to have technical knowledge in order to meaningfully participate. In future communications during the mobility policy update process, information about the policy and process needs to be developed in a way that is easily understood by those being engaged, and highlights the value-based nature of discussion. *Tailor communications to the stakeholders using real world examples of how the mobility policy is used and how it affects them, their industry, their interests, and/or the community they represent.*
- Stakeholders were very supportive of updating the mobility policy in a way that **promotes an equitable transportation system**, however, there were varying opinions on how to define equity as it relates to transportation, as well as how to make transportation investments in order to achieve an equitable transportation system. Despite the differing viewpoints, stakeholders across the board suggested that the

mobility policy should be updated using an equity lens. They stressed that Metro and ODOT should first *reach out to underserved and historically marginalized communities to more clearly understand how they would define an equitable transportation system and to understand how the policy could best help achieve that.* Many suggested not only reaching out to the representatives of advocacy organizations, but also to members of those communities that daily rely on and struggle with all aspects of the existing system.

## Appendix A: List of Stakeholders Interviewed

Policy Makers	
Name	Affiliation
Council President Lynn Peterson	Metro Council
Chair Bob Van Brocklin	Oregon Transportation Commission
Vice-Chair Robin McArthur	Land Conservation and Development Commission
Commissioner Jessica Vega Peterson	Multnomah County
Commissioner Paul Savas	Clackamas County
Commissioner Roy Rogers	Washington County
Doug Kelsey	TriMet
Jerri Bohard	ODOT
Margi Bradway	Metro

Transportation and Land Use Practitioners	
Name	Affiliation
Bill Holstrom	DLCD
Matt Crall	
Jennifer Donnelly	
Chris Deffebach	Washington County
Tom Harry	
Jinde Zhu	
Stacy Shetler	
Karen Buehrig	Clackamas County
Joe Marek	
Richard Nys	
Joanna Valencia	Multnomah County
Jessica Berry	
Eric Hesse	City of Portland
Eric Engstrom	
Peter Hurley	
Bob Kellett	
Laura Terway	Oregon City
Dayna Webb	
Phil Healy	Portland of Portland
Tom Bouillion	
Avi Tayar	ODOT Region 1
Chi Mai	
Rachael Tupica	Federal Highway Administration
Nathaniel Price	
Nick Fortey	
Linda Swann	
Carl Springer	DKS Associates
Matt Hughart	Kittelson and Associates
Frank Angelo	Angelo Planning
Darci Rudzinski	

Transportation and Land Use Practitioners	
Kirsten Pennington	WSP
Christe White	Radler White Parks & Alexander. LLP

Community and Business Representatives	
Name	Affiliation
Commissioner Pam Treece	Westside Economic Alliance
Corky Collier	Columbia Corridor Association
Jarvez Hall	East Metro Economic Alliance
Ady Everette	Business for Better Portland
Heather A. Hoell	Venture Portland
Rob Freeman	Fred Meyer Distribution
Lanny Gower	Con-Way Freight, Inc.
Jana Jarvis	Oregon Trucking Association
Waylon Buchan	
Tyler Lawrence	Green Transfer
Willy Myers	Columbia Pacific Building Trades Council
Jillian Detweiler	Street Trust
Mariana Valenzuela	Centro Cultural
Hannah Holloway	Urban League of Portland
Jeff Pazdalski	Westside Transportation Alliance
Glenn Koehrsen	TPAC Community Representative
Elaine Freisen-Strang	AARP
Bandana Shrestha	
Julie Wilke	Ride Connection
Bob Sallinger	Audubon Society
Ted Labbe	Urban Greenspaces Institute
Chris Rall	Transportation for America
Kelly Rodgers	Street Smart

## Appendix B: Suggested Engagement

AAA Oregon	No More Freeways PDX
American Aging Association	Operation Engineers Local 701
APANO	Oregon Environmental Council
Central Eastside Industrial Council	Oregon Latino Health Coalition
City Observatory	Oregon Trails Coalition
Community Cycling Center	Own Consulting
Community Vision Inc.	Physicians for Social Responsibility
Disability Rights Oregon	Portland African American Leadership Forum
Disability Services Advisory Council	Portland Business Association
East Metro Economic Alliance	Portland Community Reinvestment Initiatives Inc.
East Portland Land Use and Transportation Committee	Portland Freight Committee
Franz Bakery Distribution	Portland Housing Advisory Commission
Friends of Trees	Portland Planning Commission
Getting There Together Coalition	Portland Public Schools
Habitat for Humanity	Portland Public Schools Parent Teacher Associations
Hacienda CDC	Renew Oregon
Intel	Ride Connection Board of Directors
Jade District	Rose CDC
Jarrett Walker and Associates	Self Enhancement Inc.
Laborers Local 737	Sightline Institute
Latino Health Coalition	Special Transportation Fund Advisory Committee
Metro Transportation Funding Task Force	Street Trust
Multnomah County Social Services	Verde
Nike Shuttle Staff	

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## Appendix C: Suggested Informational Tools

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[Transportation for American: Guiding Principles \(Updated September 2019\)](#)

[Metro Transportation Funding Taskforce \(various materials\)](#)

Ted Talks: A Day in the Life Series (how people move through the city)

[ODOT Transportation Systems and Operations Management Plan \(2017\)](#)

[Transportation Research Board \(relevant studies and documents\)](#)

Washington County travel time information (unreleased)

[San Francisco Transportation Demand Management Tool](#)

[Clackamas Regional Connections Study Task 4.1.2 Implementation Recommendations Memo](#)

Clackamas County Social Services Needs Assessment Survey 2019

[Clackamas Regional Center Connections Project Task 4.2 Transportation System Safety Performance Measures](#)



REGIONAL MOBILITY POLICY UPDATE

# Scoping Engagement Report

*A summary of engagement activities conducted by Metro and the Oregon Department of Transportation (ODOT) in support of updating the mobility policy for the Portland region*

**November 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.

**Project web site:** [oregonmetro.gov/mobility](http://oregonmetro.gov/mobility)

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- A. Metro/ODOT Scoping Agreement
- B. Key Scoping Meetings Schedule
- C. TPAC/MTAC Workshop Table Notes (June 19, 2019)
- D. Community Leaders’ Forum Summary (August 2, 2019)
- E. Project Scoping Questionnaires Submitted (May to September 2019)
  - City of Portland staff
  - Port of Portland staff
  - City of Happy Valley staff
  - City of Oregon City staff
  - City of Tualatin staff
  - Washington County staff
  - Short Associates
  - Metro Research Center staff
  - City of Tigard staff
  - Clackamas County, Washington County and Multnomah County Public Health staff

A separate [stakeholder interviews report](#), prepared by JLA Public Involvement, summarizes the key themes and findings from the interviews in more detail.

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## PURPOSE AND BACKGROUND

Metro and the Oregon Department of Transportation (ODOT) are working together to review and revise the policy on how the region defines and measures mobility in regional and local transportation system plans (TSPs) and during the local plan amendment process in the Portland area.

Scoping is an early phase of project management that helps the project team and decision-makers hear from stakeholders about what should be included in a project and how to define success. The scoping phase for updating the mobility policy for the Portland area occurred from April through October 2019.

This report documents the engagement activities conducted by Metro and ODOT during the scoping phase and summarizes feedback received. This feedback shaped the draft work plan and the draft engagement plan that is under consideration by the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council to guide the update.

### Background on the regional mobility policy update

The greater Portland area is a region on the move – and a region that is rapidly growing. More than a million people need to get to work, school, doctor’s appointments, shopping, parks and home again each day. The Portland region is also the economic engine of the state and main hub for products made from all corners of the state to be exported to domestic and international markets. The region’s transportation system provides statewide and regional access to the state’s largest airport and marine port and provides critical connections to major industrial areas, intermodal facilities and recreational, healthcare and cultural destinations that attract visitors from the entire state.



Find out more about the regional mobility policy update at [oregonmetro.gov/mobility](https://oregonmetro.gov/mobility).

With a half-million more people expected to live in the Portland area by 2040, it's vital to our future to have a variety of safe, equitable, affordable and reliable options for people to get where they need to go – whether they're driving, riding a bus or train, biking, walking or moving goods. Moreover, growing congestion in the Portland area is affecting the ability of businesses statewide and out of state to move goods through the region and to state and regional intermodal facilities and other destinations in the Portland area.

In December 2018, JPACT and the Metro Council adopted a significant update to the RTP following three years of extensive engagement that included over 19,000 touch points with community members, community and business leaders, and local, regional, state and federal partners. Through the extensive engagement that shaped the plan, Metro heard clear desires from partners and community members for safe, reliable, healthy and affordable transportation options for everyone and every type of trip.

During the RTP update, Metro and ODOT agreed to work together to update the “interim” 20-year old mobility policy for the greater Portland region in both the 2018 RTP and Oregon Highway Plan Policy 1F. The need for this project was identified in 2018 RTP in part because the plan failed to meet state requirements for demonstrating consistency with the Oregon Highway Plan Highway Mobility Policy (Policy 1F) under the current mobility targets for the region.

Built around key values of equity, climate, safety and congestion relief, the 2018 RTP recognizes that a growing and changing region needs an updated mobility policy for measuring performance of the transportation system and identifying the transportation needs of people and goods. There is a desire to provide a clear policy basis for management of and investment in the throughway and arterial system to better manage growing motor vehicle congestion in the region in order to maintain interstate and statewide mobility on the throughway system while providing for intra-regional mobility and access by transit, freight and other modes of travel on the arterial roadway system and other modal networks.

Updating how the region defines mobility and measures success will better align the mobility policy with the comprehensive set of shared values, goals and desired outcomes identified in the 2018 RTP, the 2040 Growth Concept, and local and state goals.

### **Expected project outcomes**

The project’s primary outcome is to recommend an updated mobility policy and associated measures and performance targets for the greater Portland region that clearly define mobility expectations for people and goods to guide local, regional and state planning and investment decisions. The project will establish an updated mobility policy that considers all modes of travel and a broader array of outcomes, beyond the level of congestion. These outcomes include healthy communities, air quality, climate, safety and equity.

The updated policy will be applied in the next update to the Regional Transportation Plan, due in 2023, and incorporated in the highway mobility policy (Policy 1F) in the Oregon Highway Plan, pending approval by the Joint Policy Advisory Committee on Transportation (JPACT), the Metro Council and the Oregon Transportation Commission (OTC).

The updated policy will guide development of regional and local transportation plans and studies, and the evaluation of potential transportation system impacts of plan amendments and zoning changes subject to the State of Oregon's Transportation Planning Rule (TPR).

## OUTREACH TO SHAPE THE APPROACH AND DESIRED OUTCOMES

Work in early 2019 between project partners, Metro and the Oregon Department of Transportation (ODOT), led to creation of a Metro/ODOT scoping agreement that identifies the project purpose, draft objectives and a proposed approach for updating the mobility policy for the Portland area. **Appendix A** contains the Metro/ODOT scoping agreement.

Starting in April 2019, as part of the scoping phase, the project team began seeking feedback on the draft project objectives and a proposed approach to the project contained in **Appendix A**. **Appendix B** contains a list of the key scoping meetings.

Comments and feedback were solicited through October 2019 through more than 28 discussions with the Metro Council, local and regional technical and policy advisory committees, local agency staff involved in public health and one forum with community leaders. In addition, interviews were held with more than 60 stakeholders from across greater Portland representing local government, transit, business, freight movement, commuter, affordable housing, public health, environmental and racial equity perspectives, among other stakeholders. Regional planning staff were engaged to understand the intersection of the mobility policy and land use and other transportation issues.

**Appendix C** contains notes taken during small group discussions of a joint workshop of the Transportation Policy Alternatives Committee (TPAC) and the Metro Technical Advisory Committee (MTAC) on June 19, 2019

**Appendix D** contains the summary of comments and feedback received during the community leaders' forum held on August 2, 2019.<sup>1</sup>

**Appendix E** contains questionnaires submitted to the project team from May to September 2019.

A separate [stakeholder interview report](#), prepared by JLA Public Involvement, summarizes the key themes and findings from the interviews in more detail.

This report summarizes feedback received throughout the scoping phase. This feedback shaped the draft work plan and the draft stakeholder and public engagement plan that is under consideration by the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council to guide the update as it moves forward in 2020.

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<sup>1</sup> The community leaders' technical briefing and discussion forum also covered the topics of the MAX Tunnel Study Emergency Transportation Routes Study. Feedback on all three topics are included in the meeting summary.

## Feedback informing project outcomes

### Overall

There is broad support for updating the policy, the draft project outcomes and on the need for an updated policy that accounts for all modes and focuses on people and goods. Other comments urged that the region clearly define its goals for mobility and what we want to accomplish and then begin to define the best way to measure it. In addition, many people highlighted the importance of a final regional mobility policy that should advance multiple outcomes for the system, such as goals around safety, racial equity and climate.

Participants at the community leaders' forum encouraged recognizing the authority inherent in the policy to seek opportunities to move both transportation and land use goals forward, specifically around equity, safety, climate, travel options and affordable housing. On this point, some participants at the forum asked about including Vision Zero as a goal within this framework to prioritize pedestrian safety over vehicle throughput.

People also raised issues regarding the current policy, including concerns that it doesn't fully capture the experience on urban arterials, benefits of multimodal projects and the distribution of benefits and impacts. Comments also expressed frustrations with the current policy and how it impacts other planning decisions, with a sense that land use decisions should be leading transportation decisions rather than having the transportation policy constraining land use decisions.

Specific critiques were offered on the current vehicle-focused volume-to-capacity ratio thresholds or level of service model, including:

- LOS doesn't capture conditions well on roadways like urban arterials without restricted access and fails to adequately capture full benefits of multimodal projects.
- LOS doesn't explicitly measure reliability of travel times.
- LOS doesn't account for distribution of costs and benefits to different group, markets or geographies.
- V/C will always fail, because we cannot build our way out of congestion.
- V/C is outdated and does not lead to desired outcomes only measures capacity for motor vehicles. It does not measure people trips or other modes – not a good measure for regional goals and outcomes.

This last comment reflects other frustrations with the current policy and how it impacts other planning decisions, with a sense that land use decisions should be leading transportation decisions rather than having this transportation policy constraining land use decisions:

*“[The misalignment of v/c as the primary transportation performance measure and policy goals of expanding transportation choices] has increasingly become a challenge for legislative amendment land use changes and long-term corridor project planning. We have projects and land use changes that we want to make that support city and regional goals for housing and transportation, but we are unable to do them with current regional standards.”*

On the other hand, some people argued for an additive process rather than simply replacing the current v/c measure and requested the project to build a full understanding of the influence of the current policy, measures and standards and the impact of proposed changes:

*“While far from perfect, the existing measurement techniques and standards are still used on a regular basis throughout the region in numerous ways... Changes proposed through this process would perhaps provide additional metrics and/or allowance to exceed the standards depending on the circumstances.”*

In addition, some people favored the simplicity of an LOS measure:

*“LOS is simple and any alternative measures and approaches should strive for this simplicity; if overly complex, it will be confusing, lack accountability and not help decision-making.”*

Specific recommendations or flagged concerns for other potential measures included:

- Vehicle miles traveled should be considered, and research should include how the transition to VMT is going (how it is being used, what’s working or not and why in California, for instance).
- VMT is a proxy for emissions not mobility.
- Housing affordability and housing need pressure is increasing VMT in outer areas.
- Freight output could be a measurement.
- Shifting away from freight mobility as a priority will help serve community and people’s needs better.
- Consider a minimum standard for providing travel options in the region.
- Use leading measures not lagging measures to be forward thinking, and consider tiering measures if multiple measures are used.
- Measure asset effectiveness (e.g., the amount of assets compared to mode share) to show addressing mobility needs isn’t always about spending money.



- Measure access to destinations, major corridors and transportation services.
- Measure bike and pedestrian completeness (but add to it to account for unimproved key connectors, or “permeability,” within that measure).
- One approach could be setting baseline off-site thresholds for different modes and then assign trip generation by modes and compare to local/regional mode share targets.
- We need to measure for the most efficient system for the most people.
- We should measure for equitable travel time across travel options by race and income.
- Throughput capacity in a corridor – maximize investments to get as much throughput as possible over a specified time.
- Standards should be clear and objective, providing a fair way to get mitigation from developers.
- The region needs metrics to capture the reality on the ground (not just within a model), which is a range of mobility performance.<sup>2</sup>
- Consider mobility across the whole corridor (parallel facilities) with different targets for different modes.
- Primary measures should be protecting safety on higher speed throughways and operations on arterials and collectors (such as left turn lane overflow).

### Equity

Many respondents felt the policy should result in basic adequate service for all people across age, income, gender and abilities with a focus on the experiences of historically marginalized communities. Specifically, lower income employees rely more on off-peak travel times, and people with lower income and people of color more often have to travel longer distances and have fewer travel options available to access their daily needs, e.g., work, school, healthcare and services.

There appeared to be confusion with using the term “equitable” without specification. As one person stated,

*“What I gather from the word ‘equitable’ is equitable across all modes, but we also have to look at racial equity and how this policy might impact historically marginalized communities.”*

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<sup>2</sup> Washington County staff offered a list of metrics to quantify on-the-ground system operation and describe critical attributes of the system that can be used as part of a larger or within facility-specific calculations. See Appendix E.

Additional considerations and concerns raised included:

- The policy should result in basic adequate service for all groups across age, income, gender and abilities with further benefits accruing progressively so that those at greater initial disadvantage receive greater initial benefit.
- Start with knowing the demographics of the region we will have and plan for them – there is an aging population that will use the system differently, so mobility will mean something different for them.
- We need to consider [racial equity] but also consider age, education, income and ability.
- Lower income employees rely more on off-peak travel times (e.g., shift workers) and typically have fewer transit options though may be more transit reliant.
- People with lower income and people of color have to travel longer distances and have fewer choices.

### **Development and housing production**

Some participants highlighted the impact of the mobility policy on potential land use decisions, development and housing production and how an updated policy could be used to encourage development in line with local and regional land use goals, including compact, mixed-use development and the provision of affordable housing. Some also highlighted that changes in land use regulations should be considered through this process.

- Consider potential impacts from HB 2001 (missing middle housing legislation), specifically planning for CIPs, TSPs, etc. with a range of housing types that also have different trip generation rates and mode choices.
- Investigate how the measures go beyond mobility to address other desired outcomes such as removing barriers to compact, mixed-use development and the provision of affordable housing in the region.
- The mobility standards help guide long-term plans but are also used in development decisions today.

### **Affordable travel options**

Many participants emphasized the need to support affordable travel options, with some specifically pointing to including travel options in a mobility performance measure: *“The system is never going to not be congested, so we have to provide more options to get around.”*

There were some respondents who specifically wanted measures that included connectivity, both in addressing gaps in the system and also the interrelationship between land use, walking, biking and using transit.

### Context-sensitive approach

Most participants encouraged a policy that took different communities and conditions into consideration, either through variability in performance measures or the targets/standards in applying those measures.

- The policy should consider different market segments, facility designations and multimodal infrastructure availability.
- Ideally, the measures would be consistent across facilities/areas, though the calculation/application might differ.
- It is important to capture network effects and not only local facility or area impact.
- Different parts of the region have different travel options available and different land use patterns; many areas are underserved by bike, pedestrian and transit connections.
- Move away from specific facilities to impacted geographic areas; mobility corridors could be difficult to measure because changes in one corridor could impact others, especially as they overlap each other.
- There is a connection between transportation and land use; the question is how can the policy promote land uses that will lead to shorter commute distances – policies should promote density so people can access jobs and amenities closer to where they live.
- Denser urban areas with multiple travel options are able to accommodate higher levels of congestion than the interface between higher speed facilities to lower speed arterials.
- Sensitivity to community size should be considered.

### Implementation

Several people raised the need for the policy to align at different levels of implementation and use from both transportation and land use perspectives as well as from the state and regional levels to the county and city level. Some people encouraged ensuring that it could clearly translate to guidance during project development.

- The policy needs to meet needs at all levels – the system/policy level has a different function from how it is applied at the local level; all levels need to be aligned.
- ODOT performance standards need to be synchronized between “planning targets” applied to transportation system plans and “performance standards” applied to plan amendments and development review and “design standards” when applied during the design and construction of planned improvements identified in the transportation system plans.

- Identify a menu of potential interventions and mitigations for transportation system plans, mobility corridor and plan amendments that exceed the acceptable thresholds for impacts to the multimodal transportation system.
- Provide guidance to jurisdictions on how to balance multiple policy objectives and document adequacy, i.e. consistency with the RTP and OHP, in both transportation system plans (TSPs) and plan amendments, when there are multiple measures and targets in place.
- Recommend considerations for future local, regional and state actions outside the scope of the project to implement the new policy and to reconcile differences between the new system plan and plan amendment measures and targets and those used in development review and project design.

## Feedback informing project approach

### General approach

Overall, there is broad support for the general approach identified in the Metro/ODOT scoping agreement, particularly the use of case studies to illustrate the issues with the current policy and then testing alternative mobility policy approaches in line with a context-sensitive approach.

Comments encouraged strong consideration of key issues:

- The project problem statement should identify the disconnect between system planning and project design measures and targets/standards.
- Though they shouldn't limit what is recommended, downstream implications (e.g., for project design and system development charge programs) need to be understood.
- Background information should identify examples of the problems with applying the current measures and be clearer that the Transportation Planning Rule requires a performance standard but doesn't specify what it should be (i.e., there is no state or federal requirement to use the volume-to-capacity measure as a standard in local codes).
- Case studies are important to illustrate the issues with the current policy as well as test alternative mobility policy approaches.
- The project needs to clearly distinguish between plan amendments and development review, which are different activities but are often conflated.

### Engagement strategies

A clear majority of people supported relying on existing committees and decision-making processes. Several ideas were offered around who and how to engage moving forward.

- People are not able to see a clear picture of how it all works together, from the system/policy level and how that relates to state plans and the Transportation Planning Rule to how that

affects local plans and requirements. Examples should be developed to better illustrate current approaches.

- Visit with local communities and historically marginalized communities to ensure they have a voice in what types of multimodal infrastructure make sense; context sensitive solutions will matter to regional planning process.<sup>3</sup>
- Involve Metro research center and ODOT’s Transportation Planning and Analysis Unit (TPAU) and Roadway Design Group/State Traffic Engineer staff in defining the analysis methodologies early in the process.
- Vancouver requested direct engagement in this effort.
- It is critical to build in check-in points with local governments along the way.
- The Metropolitan Mayors Consortium was suggested as a forum for engaging directly with all of the mayors.
- Engage the Oregon Health Authority and other public health interests.
- Work directly through the county-level coordinating committees to engage local governments.

#### **Evaluation and prioritization of measures**

There were some comments that reflected participants’ contemplation of how to organize, evaluate and prioritize potential measures. Legal defensibility was also raised by many stakeholders as a key criterion.

- Replacement measures need to be evaluated with criteria that include: simplicity, consistency, sensitivity, granuality, tractability and, to the extent possible, metrics that connect to broader goals such as greenhouse gas reduction and improving safety.<sup>4</sup>
- There is a fundamental challenge in finding the right balance between modern and smart measures that account for complexity of systems, are intuitive and can be readily calculated at different scales.
- Try to account for Uber, Lyft and other changes in travel trends and behavior as well as parking provision.

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<sup>3</sup> A participant at the community leaders forum raised the issue that the term “multimodal” is seen as code for and a method of gentrification.

<sup>4</sup> More detail in these terms are captured in the Scoping questions responses from Metro Research Center staff in Appendix E.

## Defining mobility

Participants were asked to share how they defined mobility. Generally, people commented that mobility means the movement of goods and people and being able to access daily needs/destinations – home, work, school, healthcare and services, by multiple modes and in a timely, efficient and affordable manner. Some people raised that the term is more generally thought of in relation to disability and personal mobility devices. Some people stated additional consideration should be given to the relationship between mobility and accessibility, with some people conflating the two concepts, while others expressed the concepts as being complementary.

That being said, the concept of regional or travel mobility was generally described in terms of the individual or community experience. Responses included the following:

“Getting to where you need to go safely, affordably and reliably no matter your age, gender, race, income level, ZIP code – mobility is strongly influenced by equitable access to transportation options.”

“The movement of people from place to place by multiple forms of travel.”

“The region needs to define mobility from the user experience perspective, on the ground, reality... [A] ratio of experienced travel time to free flow travel time... is important to compare congestion across the region in understandable terms.”

“Ease of getting around, but people have different thresholds about what “ease” means, so it’s hard to measure.”

“We cannot talk about mobility without talking about accessibility, predictability and efficiency, which are all really important for mobility.”

“Mobility is not a great word for it, since it is associated with ADA and mobility devices.”

“Getting from Point A to Point B by quickest means balanced with safety, access and equity.”

“Ability to move predictably and efficiently.”

“Physical travel that provides access to daily requirements – employment, healthcare,... by multiple modes.”

“Ability to travel using a range of modal options that are practical and competitive in order to accomplish a person’s or business’ daily needs.”

“Ease of physical travel and access a person has to all modes of travel.”

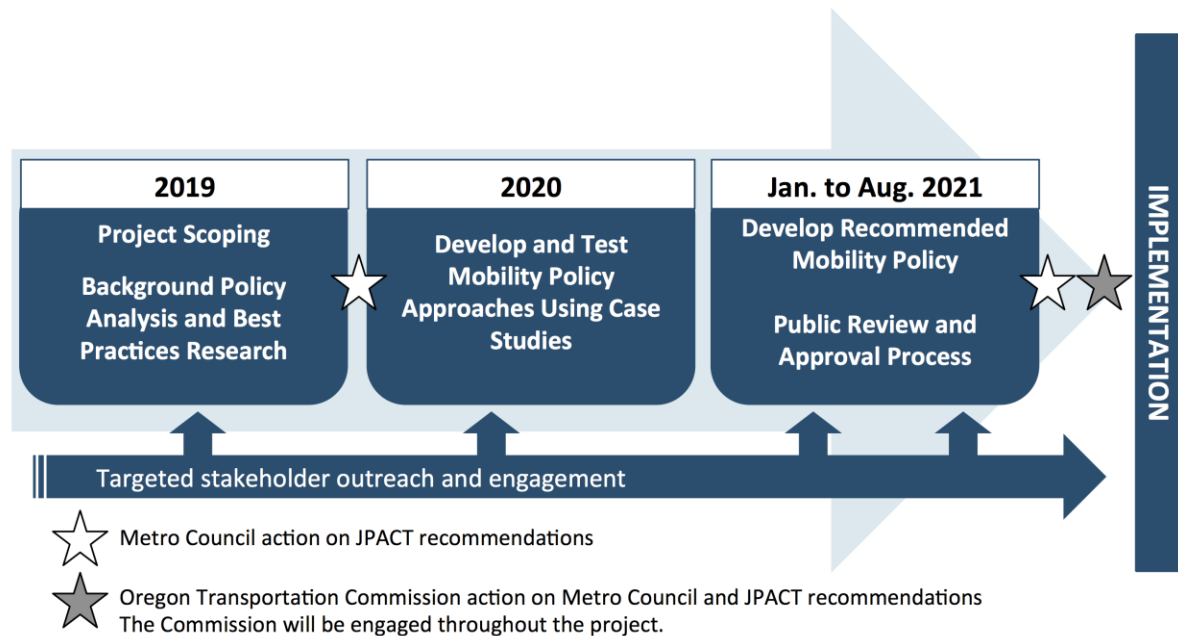
“Needs to be broadened beyond vehicle capacity to include transit, biking, walking, etc.”

“Reliability/consistency of travel times at specific times of day.”

## NEXT STEPS

Scoping was used to help develop a work plan and engagement plan that will guide the planning process. The plans will be presented to JPACT and the Metro Council for further discussion and consideration in November and December, respectively. Pending JPACT and Metro Council approval, the project's multi-phase planning process will advance from Jan. 2020 through fall 2021, and result in policy recommendations to JPACT, the Metro Council and the Oregon Transportation Commission.

### Anticipated timeline for updating mobility policy for Portland region



For more information, visit [oregonmetro.gov/mobility](http://oregonmetro.gov/mobility).

***6.1 Resolution No. 19-5047, For the Purpose of  
Amending the FY 2019-20 Unified Planning Work  
Program (UPWP) to Add Funding For the Clackamas  
Corridor Management Emerging Technology and  
Boone Bridge Projects***

*Information/Discussion Items*

Joint Policy Advisory Committee on Transportation  
Thursday, November 21, 2019  
Metro Regional Center, Council Chamber



BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE FY	)	RESOLUTION NO. 19-5047
2019-20 UNIFIED PLANNING WORK	)	
PROGRAM (UPWP) TO ADD FUNDING FOR	)	Introduced by Acting Chief Operating Officer
THE CLACKAMAS CORRIDOR	)	Andrew Scott in concurrence with Council
MANAGEMENT, EMERGING TECHNOLOGY	)	President Lynn Peterson
AND BOONE BRIDGE PROJECTS	)	

WHEREAS, the Unified Planning Work Program (UPWP) describes all federally-funded transportation planning activities for the Portland-Vancouver metropolitan area to be conducted in FY 2019-20 ; and

WHEREAS, the FY 2019-20 UPWP indicates federal funding sources for transportation planning activities carried out by Metro, Southwest Washington Regional Transportation Council, TriMet, Oregon Department of Transportation (ODOT) and other local jurisdictions; and

WHEREAS, approval of the budget elements of the FY 2019-20 UPWP is required to receive federal transportation planning funds; and

WHEREAS, regional transportation funds were awarded by the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council to Metro’s Transportation System Management and Operations (TSMO) program as part of the 2016-18 Regional Flexible Fund Allocation (RFFA) process;

WHEREAS, Metro staff and the Transport [?] Subcommittee of the Transportation Policy Advisory Committee (TPAC) subsequently held a prioritization process leading to a sub-allocation of funding for the Clackamas Corridor Management Project on January 14, 2015; and

WHEREAS, regional transportation funds were awarded by JPACT and the Metro Council to support the transition of public and non-profit agency fleets from internal combustion engine vehicle to plug in electric vehicles as part of the 2014-15 RFFA process; and

WHEREAS, the adopted 2018 Emerging Technology Strategy provides new direction for the use of funds previously allocated for advancing adoption of electric vehicles to instead more comprehensively address new technologies that have since emerged in our region and are substantially impacting our transportation system; and

WHEREAS, in House Bill 5050 the 2019 Legislature directed ODOT to study widening and seismically retrofitting the I-5 Boone Bridge; and

WHEREAS, The Oregon Transportation Commission approved spending federal funds toward the development of a report that will further evaluate the I-5 Boone Bridge widening and interchange improvements between Wilsonville Road and the Canby-Hubbard Highway; and

WHEREAS, all federally-funded transportation planning projects for the Portland-Vancouver metropolitan area must be included in the FY 2019-20 UPWP; now therefore,

BE IT RESOLVED that the Metro Council hereby amends the FY 2019-20 UPWP to add the Clackamas Corridor Management, Emerging Technology and Boone Bridge projects as shown in the attached Exhibits A, B and C.

ADOPTED by the Metro Council this 9th day of January, 2020

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Lynn Peterson, Council President

Approved as to Form:

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Carrie MacLaren, Metro Attorney

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## Clackamas Connections Integrated Corridor Management (ICM)

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**Staff Contact:** Bikram Raghubansh, BikramRag@clackamas.us

### Description

Major highways in Clackamas County are often pushed to their limit during times of peak congestion. This project will develop the concept for operations for corridor-specific Transportation System Management and Operations (TSMO) to improve real-time freeway and arterial travel by developing a Concept of Operations that integrates agencies operationally, institutionally and technologically. This includes TSMO strategies for better traveler information, smarter traffic signals and more effective incident response. Corridors subject to the initial phase of needs analysis will be sections of Interstates 5 and along Interstate 205, Wilsonville Road, Elligsen Road, Stafford Road, 65<sup>th</sup> Avenue, Boreland Road, Willamette Falls Drive, 82nd Drive/Avenue, McLoughlin Boulevard (99E) and Highway 224 in Clackamas County. The project will be beneficial for freight drivers as they make route decisions to reach destinations in the region and beyond. It will also make use of the region's transit investments, improving operations through integrated Intelligent Transportation Systems (ITS).

### Overall Objectives

- Develop a systematic multimodal approach to implementation, complete with performance measures and evaluation, in accordance with multimodal mobility corridor concepts.
- Balance mobility, safety and access considerations.
- Improve multimodal access for corridor users.
- Better manage freight mobility in the corridor.
- Leverage Intelligent Transportation System (ITS) technologies to become even more active and integrated.
- Balance state, regional, and local needs in transportation planning and operations.

### Previous Work *(through June 2019)*

- Previous projects to this Multimodal ICM ConOps include the I-84 Multimodal ICM study led by Metro. While the 2010-2020 TSMO Plan includes actions for mobility corridors across the region, Multimodal ICM brings those actions into a more cohesive strategy that is developed through partnership among the corridor operators.
- Clackamas County operates traffic signals for cities across the County and has expanded adaptive signals and is implementing Freight ITS in Wilsonville and the Clackamas industrial area.
- TriMet operates two MAX lines and WES Commuter Rail to the County, plus bus service throughout most of the urbanized County while Wilsonville SMART operates bus service in the southern part of the urban region. Buses are equipped with CAD/AVL systems and communications.
- Clackamas County continues to expand fiber data communication networks adding traffic monitoring cameras, variable message signs, radar traffic sensors and other technologies that create the building blocks for an integrated approach to managing a corridor that goes beyond one facility to look at a collection of multimodal facilities in a travel shed. If an incident occurs, or during a planned event, operators will be able to work in an integrated fashion to manage and mitigate impacts based on Multimodal ICM.

**Methodology**

Clackamas County will serve as project manager, with support from Metro TSMO Program Manager and a project team from partner agencies. TransPort, the TSMO subcommittee to the Transportation Policy Alternatives Committee (TPAC) as a reviewers of strategies and actions that relate to region-wide capabilities. This project will follow the process for completing an Integrated Corridor Management Concept of Operations, developed in US DOT ITS JPO guidance documents.

The project will complete the following components:

- Stakeholder Participation Plan – identifying the process to generate input and support from a cross section of stakeholders at key points in the concept development
- System Engineering (SE) framework – preparing a structure for systems engineering
- Vision, Goals and Objectives - refining the desired vision, measurable goals and objectives for multimodal ICM corridors.
- Multimodal ICM Operational Alternatives - developing an initial set of operational alternatives to achieve the desired vision, measurable goals and objectives
- Infrastructure Improvements – comparing existing/planned assets with multimodal ICM asset requirements to identify a set of improvements
- Relationships and Procedures – identifying issues and recommending actions for multimodal ICM operations
- Final Concept of Operations – preparing a final document

<b>Major Project Deliverables/ Milestones</b>	
<b>1<sup>st</sup> Quarter</b>	• N/A
<b>2<sup>nd</sup> Quarter</b>	• Project Scoping
<b>3<sup>rd</sup> Quarter</b>	• Draft Project Intergovernmental Agreement (IGA)
<b>4<sup>th</sup> Quarter</b>	• Finalize Project IGA and Start Project RFP Process
<b>Ongoing</b>	• This project will continue in FY20/21

**Project Lead**

- Clackamas County

**Project Partners**

- Metro, ODOT, TriMet, Wilsonville, Oregon City, West Linn, Gladstone, Lake Oswego, Tualatin, Milwaukie, Happy Valley, Portland, Portland State University – Stakeholders
- TransPort – Cooperate/Collaborate
- FHWA – Cooperate/Collaborate

**FY 2019-20 Cost and Funding Sources**

<b>Requirements:</b>		<b>Resources:</b>	
Personal Services	\$ 100,781	Clackamas County	\$ \$45,781
Materials & Services	\$ \$345,000	General Fund	
		Metro TSMO (FHWA)	\$ 400,000
<b>TOTAL \$ \$445,781</b>		<b>TOTAL \$ 445,781</b>	

FY 2019-20 Unified Planning Work Program

**Full Time Equivalent Staffing:**

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Regular Full Time FTE: .50

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## Emerging Technology Implementation Study

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**Staff Contact:** Eliot Rose, [eliot.rose@oregonmetro.gov](mailto:eliot.rose@oregonmetro.gov)

### Description

Over the past five years, emerging technologies like ride-hailing, micromobility, and electric vehicles have changed how people get around the Portland area. Metro is responsible for long-term transportation planning in the Portland region, and we need to take into account the impacts that emerging technology has on our transportation system. Metro's 2018 update to the Regional Transportation Plan included an Emerging Technology Strategy that identified how Metro and our partner agencies can harness new developments in transportation technology to make our region more equitable and livable. The Strategy created a policy framework for emerging technology, but it did not go into much detail in identifying implementation actions for transportation agencies across the region due to a lack of available data, a dearth of relevant best practices, and uncertainty in the technology sector.

The Emerging Technology Implementation Study will identify near-term opportunities for public agencies in the region to ensure that emerging technology benefits their communities, including projects, programs, regulations, policies, and follow-up planning activities. The Study will identify how, when, and where to apply different strategies by drawing on newly-available data and research on emerging technology and on lessons learned from technology pilot projects in the Portland area and peer regions. It will provide information and practical guidance that Metro's agency partners can use to better plan for and manage new developments in technology.

This study will last through December 2021, with a total budget of \$290,000, and is divided into two phases. The first phase, which will last through May 2021 and cost \$175,000, will identify opportunities and strategies for Metro and its partner agencies to deploy emerging technologies in a way that improves transportation choices and advances equity and sustainability. This phase consists of four tasks:

- Task 1 (March-May 2020) – Background Information: Update the information in the Emerging Technology Strategy on the usage, impacts, and potential growth of different emerging technologies in the Portland region based on the most recent information.
- Task 2 (June-November 2020) – Equity Analysis: Identify the most pressing barriers that communities of color and other historically marginalized communities face to benefitting from emerging technology, as well as effective measures to overcome these barriers.
- Task 3 (July 2020-January 2021) – Readiness Assessment: Identify specific areas within the region where there are opportunities to deploy different emerging technologies in a way that benefits communities.
- Task 4 (January-March 2021) – Implementation Plan: Recommend projects, programs, and policies that Metro and its partner agencies can implement to realize these opportunities.

A second phase of the project, costing up to \$115,000 and lasting through December 2021, will support selected implementation actions identified during the first phase, such as drafting model policy language, writing solicitations for emerging technology services or projects, updating local development codes, or providing technical assistance to selected Metro partner agencies with specific plans and projects. The nature of this second phase will be determined in the course of the first phase. Roughly 85 percent of the overall project budget will go toward consultant services, and

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roughly 15 percent will fund Metro staff time to manage and support the project. The cost and schedule information below describes in more detail the work that will be completed on this project during FY 2019-20.

### **Overall Objectives**

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- Describe the usage, impacts, and potential growth of different emerging technologies in the Portland region.
- Recommend strategies to address the most pressing barriers that communities of color and other historically marginalized communities face to benefitting from emerging technology.
- Identify areas within the region where there are opportunities to deploy different emerging technologies in a way that benefits communities.
- Recommend projects, programs, and policies that Metro and its partner agencies can implement to realize these opportunities.

### **Previous Work (through June 2019)**

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- In November/December 2018, JPACT and the Metro Council approved the Regional Transportation Plan, including the Emerging Technology Strategy, which included an Emerging Technology Strategy that identified how Metro and our partner agencies can harness new developments in transportation technology to make our region more equitable and livable. The strategy included policies to support electric vehicle adoption, and identified new opportunities to support vehicle electrification in the Portland region. Several companies offer shared electric vehicles, scooters, and bikes, which creates an opportunity to provide a larger number of people in the Portland region with access to a shared electric vehicle at a much lower cost than if Metro or its partners were to fund EVs and chargers directly.
- In 2018, Metro moved forward with many of the next steps identified in the Emerging Technology Strategy, including issuing grants for emerging technology pilot projects through the PILOT program and initiating two different data projects – a pilot test of a new data platform, Replica, and a platform for sharing and analyzing data from shared electric scooters and bicycles – that can provide new insights about how emerging technology usage in the Portland region. These projects will provide data and best practices to inform the Emerging Technology Implementation Study.

### **Methodology**

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This project consists of four tasks:

Task 1: Background information – The selected consultant will summarize current knowledge about emerging technology in the Portland region in a way that informs the work of Metro and its partners. The consultant will review available research and data and summarize information on different emerging technologies, such as current usage in the region, impacts on regional goals, trends that may affect future growth, key issues for public agencies to consider, and relevant best practices.

Task 2: Equity analysis – This task will examine how emerging technologies impact communities of color and other historically marginalized communities (HMCs) in the Portland region and identify a set of key strategies for public agencies to make these technologies more accessible to, and beneficial for, HMCs. After conducting background research on equity and emerging technology, the consultant will develop and execute an approach for gathering the information needed to fill gaps in our

knowledge directly from community members through surveys, focus groups, and other outreach methods.

Task 3: Readiness assessment – This task will Identify places in the region where there are opportunities for public agencies to work with emerging technology to provide better, more equitable travel choices. The consultant will identify specific communities within the region that are good candidates for different emerging technologies and services based on factors such as the built environment, transportation needs, public agency readiness, and the market for different transportation services.

Task 4: Implementation plan – This task will identify policies, plans, programs, and projects that Metro and its partners can undertake to ensure that emerging technology helps the region achieve its goals, with a focus on actions that can be accomplished within the next five years. The consultant will select potential strategies based on research, case studies of peer agencies’ projects, and knowledge of best practices. The consultant will assess the feasibility of these strategies by conducting interviews with public agency staff and other stakeholders in communities where there are opportunities to implement the relevant emerging technology.

<b>Major Project Deliverables/ Milestones</b>	
<b>1<sup>st</sup> Quarter</b>	•
<b>2<sup>nd</sup> Quarter</b>	•
<b>3<sup>rd</sup> Quarter</b>	• Select consultant team
<b>4<sup>th</sup> Quarter</b>	<ul style="list-style-type: none"> <li>• Initial engagement with working group</li> <li>• Impacts assessment memo and presentation</li> <li>• Equity analysis approach memo</li> </ul>
<b>Ongoing</b>	<ul style="list-style-type: none"> <li>• Project management</li> <li>• Presentations to working group and Metro committees</li> </ul>

**Project Lead**

- Metro

**Project Partners**

Metro’s Emerging Technology Working Group will serve as the advisory committee for this project. The Working Group consists of staff from Metro’s agency partners and transportation management associations in the region, including representation from the following organizations:

- City of Beaverton
- City of Gresham
- City of Hillsboro
- City of Portland
- City of Troutdale
- Clackamas County Department of Transportation and Development
- Explore Washington Park
- GoLloyd
- Metro
- Multnomah County
- ODOT
- Portland State University



FY 2019-20 Unified Planning Work Program

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- TriMet
  - University of Oregon
  - Washington County
  - Westside Transportation Alliance

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**FY 2019-20 Cost and Funding Sources**

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<b>Requirements:</b>		<b>Resources:</b>	
Personal services	\$ 48,125	Local	\$ 48,125
Requirement	\$ Amount	Resource	\$ Amount
Requirement	\$ Amount	Resource	\$ Amount
Requirement	\$ Amount	Resource	\$ Amount
Requirement	\$ Amount	Resource	\$ Amount
Requirement	\$ Amount	Resource	\$ Amount
<b>TOTAL</b>	<b>\$ 48,125</b>	<b>TOTAL</b>	<b>\$ 48,125</b>

The budget shown above reflects approximately \$35,000 in consulting services and \$13,125 in staff time.

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**Full Time Equivalent Staffing:**

Regular Full Time FTE: 10%

## Interstate 5: Boone Bridge Widening/Seismic Retrofit and Interchange Improvements Study

**Staff Contact:** Scott Turnoy, scott.turnoy@odot.state.or.us

### Description

In HB 5050 the 2019 Legislature directed ODOT to study widening and seismically retrofitting the I-5 Boone Bridge. On August 15, 2019 the Oregon Transportation Commission (OTC) approved \$300,000 in FHWA funds toward the development of a report that will further evaluate the I-5 Boone Bridge widening and interchange improvements between Wilsonville Road and the Canby-Hubbard Highway.

### Overall Objectives

- Identify a range of costs to achieve a widened and resilient I-5 Boone Bridge.
- Determine if it is structurally feasible to widen and seismically retrofit the existing I-5 Boone Bridge and identify associated planning level cost range and risks.
- Identify cost range and risks to replace the I-5 Boone Bridge.
- Identify cost range associated with interchange improvements on I-5 in the study area.
- Identify further analysis and associated costs necessary following this study.

### Previous Work (through June 2019)

- I-5 Wilsonville Facility Plan (adopted July 2018)

### Methodology

Early project planning and feasibility analysis of alternatives to achieve a widened and seismically resilient I-5 Boone Bridge.

Major Project Deliverables/ Milestones	
1 <sup>st</sup> Quarter	<ul style="list-style-type: none"> <li>• <a href="#">Click here to enter text.</a></li> </ul>
2 <sup>nd</sup> Quarter	<ul style="list-style-type: none"> <li>• Consultant procurement</li> </ul>
3 <sup>rd</sup> Quarter	<ul style="list-style-type: none"> <li>• Structural analysis</li> </ul>
4 <sup>th</sup> Quarter	<ul style="list-style-type: none"> <li>• Structural and geotechnical analysis</li> </ul>
Ongoing	<ul style="list-style-type: none"> <li>• <a href="#">Click here to enter text.</a></li> </ul>

### Project Lead

- Oregon Department of Transportation

### FY 2019-20 Cost and Funding Sources

Requirements:		Resources:	
ODOT staff time	\$ 25,000	STIP/FHWA	\$ 138,330
Consultant Services	\$ 125,000	State Match	\$ 11,670
<b>TOTAL</b>	<b>\$ 150,000</b>	<b>TOTAL</b>	<b>\$ 150,000</b>

### Full Time Equivalent Staffing:

Regular Full Time FTE: 0.25

## **STAFF REPORT**

IN CONSIDERATION OF RESOLUTION NO. 19- 5047 FOR THE PURPOSE OF AMENDING THE FY 2019-20 UNIFIED PLANNING WORK PROGRAM (UPWP) TO ADD FUNDING FOR THE CLACKAMAS CORRIDOR MANAGEMENT, EMERGING TECHNOLOGY AND BOONE BRIDGE PROJECTS

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Date: October 25, 2019  
Department: Planning  
Meeting Date: January 9, 2019

Prepared by: John Mermin, 503.797.1747,  
[john.mermin@oregonmetro.gov](mailto:john.mermin@oregonmetro.gov)

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### **ISSUE STATEMENT**

The UPWP is developed annually and documents metropolitan transportation planning activities performed with federal transportation funds. The UPWP is a living document, and may be amended periodically over the course of the year to reflect changes in project scope or budget.

### **ACTION REQUESTED**

Approval of the requested amendments to the 2019-20 UPWP

### **IDENTIFIED POLICY OUTCOMES**

The near-term investment strategy contained in the 2018 Regional Transportation Plan (RTP) focuses on key priorities for the purpose of identifying transportation needs, including projects and the planning activities contained in the UPWP. These investment priorities include a specific focus on four key outcomes:

- Equity
- Safety
- Managing Congestion
- Climate

The planning activities proposed to be amended into the UPWP are consistent with 2018 RTP policies and intend to help the region achieve these outcomes.

### **STAFF RECOMMENDATIONS**

Approve Resolution No. 19-5047 and amend the FY 2019-20 UPWP.

### **STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION**

#### Known Opposition

No known opposition

### Legal Antecedents

Metro Council Resolution No. 19-2979 FOR THE PURPOSE OF ADOPTING THE FISCAL YEAR 2019-20 UNIFIED PLANNING WORK PROGRAM

Metro Council Resolution No. 13-4467 FOR THE PURPOSE OF ALLOCATING \$142.58 MILLION OF REGIONAL FLEXIBLE FUNDING FOR THE YEARS 2016-18, PENDING AIR QUALITY CONFORMITY DETERMINATION

Metro Council Resolution No. 11-4313 FOR THE PURPOSE OF ALLOCATING \$70.73 MILLION OF REGIONAL FLEXIBLE FUNDING FOR THE YEARS 2014 AND 2015, PENDING AIR QUALITY CONFORMITY DETERMINATION

### Anticipated Effects

Approval will mean that grants can be submitted and contracts executed so work can commence on these three projects between now and June 30, 2020, in accordance with established Metro priorities.

### **BACKGROUND**

#### Clackamas Connections Integrated Corridor Management (ICM) project

Major highways in Clackamas County are often pushed to their limit during times of peak congestion. This project will develop the concept for operations for corridor-specific Transportation System Management and Operations (TSMO) to improve real-time freeway and arterial travel by developing a Concept of Operations that integrates agencies operationally, institutionally and technologically. This includes TSMO strategies for better traveler information, smarter traffic signals and more effective incident response. Corridors subject to the initial phase of needs analysis will be sections of Interstates 5 and along Interstate 205, Wilsonville Road, Elligsen Road, Stafford Road, 65<sup>th</sup> Avenue, Boreland Road, Willamette Falls Drive, 82nd Drive/Avenue, McLoughlin Boulevard (99E) and Highway 224 in Clackamas County. The project will be beneficial for freight drivers as they make route decisions to reach destinations in the region and beyond. It will also make use of the region's transit investments, improving operations through integrated Intelligent Transportation Systems (ITS).

#### Emerging Technology Implementation Study

Over the past five years, emerging technologies like ride-hailing, micromobility, and electric vehicles have changed how people get around the Portland area. Metro is responsible for long-term transportation planning in the Portland region, and we need to take into account the impacts that emerging technology has on our transportation system. Metro's 2018 update to the Regional Transportation Plan included an Emerging Technology Strategy that identified how Metro and our partner agencies can harness new developments in transportation technology to make our region more equitable and livable. The Strategy created a policy framework for emerging technology, but it did not go into much detail in identifying implementation actions for transportation agencies across the region due to a lack of available data, a dearth of relevant best practices, and uncertainty in the technology sector.

The Emerging Technology Implementation Study will identify near-term opportunities for public agencies in the region to ensure that emerging technology benefits their communities, including projects, programs, regulations, policies, and follow-up planning activities. The Study will identify how, when, and where to apply different strategies by drawing on newly-available data and research on emerging technology and on lessons learned from technology pilot projects in the Portland area and peer regions. It will provide information and practical guidance that Metro's agency partners can use to better plan for and manage new developments in technology.

#### I-5 Boone Bridge Widening / Seismic Retrofit and Interchange Improvement Study

The study builds on the I-5 Wilsonville Facility Plan, adopted in July 2018. In HB 5050 the 2019 Legislature directed ODOT to study widening and seismically retrofitting the I-5 Boone Bridge. On August 15, 2019 the Oregon Transportation Commission (OTC) approved \$300,000 in FHWA funds toward the development of a report that will further evaluate the I-5 Boone Bridge widening and interchange improvements between Wilsonville Road and the Canby-Hubbard Highway.

The study will:

- Identify a range of costs to achieve a widened and resilient I-5 Boone Bridge.
- Determine if it is structurally feasible to widen and seismically retrofit the existing I-5 Boone Bridge and identify associated planning level cost range and risks.
- Identify cost range and risks to replace the I-5 Boone Bridge.
- Identify cost range associated with interchange improvements on I-5 in the study area.
- Identify further analysis and associated costs necessary following this study

**6.2 2022-24 Regional Flexible Funds Allocation  
(RFFA) Funding Package Options**

*Information/Discussion Items*

Joint Policy Advisory Committee on Transportation  
Thursday, November 21, 2019  
Metro Regional Center, Council Chamber



**Metro**

600 NE Grand Ave.  
Portland, OR 97232-2736

# Memo

Date: November 7, 2019  
To: JPACT and interested parties  
From: Dan Kaempff, Principal Transportation Planner  
Subject: 2022-24 Regional Flexible Funds Allocation Funding Package Options

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## **Purpose**

Brief JPACT on the preferred approach to develop TPAC's funding recommendation for Step 2 of the Regional Flexible Funds Allocation (RFFA).

## **Background**

With the completion of the RFFA public comment report and having received three responses to the risk assessment report since the October JPACT briefing, additional information has become available for use in developing the region's list of projects to receive regional funds.

During their November meeting, TPAC discussed and selected a preferred approach to using the multiple sources of project information in developing a draft recommendation for discussion and action at the December JPACT meeting.

## **Funding Options**

At the October TPAC meeting, Metro staff presented two options for development of a RFFA funding package approach. Both options were built around the 75/25 percent targets for the Active Transportation (AT) and Freight categories. Option 2 also considered using the Freight category funding for additional projects that have benefits in both categories.

Both options focus on the project technical ratings as the primary means of determining whether or not a project is prioritized for funding consideration. The technical evaluation rates candidate projects based on their performance in the priority policy objectives for RFFA projects as adopted by JPACT and the Metro Council. The difference between the two options is in which funding category (AT or Freight) certain projects are placed. Applicants had the option of requesting their project be considered to be eligible in both funding categories, recognizing that some projects provide both AT and freight mobility benefits. Projects requesting consideration in both categories were initially placed in the Freight category, due to the low number of applications received in that category. A second option (Option 2) reflects an expanded list of projects which could be considered eligible for consideration in both categories and places them in the Freight category.

Neither option should be construed as a recommendation from either Metro staff or TPAC. It is not Metro's intent, and it should not be assumed, that a project shown as prioritized in either option will be included in either TPAC's recommendation to JPACT, nor JPACT's recommended package.

**Option 1 – 75/25 + Technical Rating.** This option funds projects identified by applicants as Freight projects, plus two Multnomah Co. projects requesting consideration in both funding categories, with the Freight category funding target. Projects included in this option are prioritized based on their policy technical ratings.

There is a remainder of \$479,098 left in the Freight category, which is not sufficient to fund the next project (Sherwood: Blake St.)

The AT category funds the top eight projects, with \$481,767 left unallocated in this category, which is not sufficient to fund the next project (Oregon City: 99E).

Staff findings:

- 12 projects funded overall
- Balancing of remaining funds needed in final project selections for both categories

**Option 2 – 75/25 + Technical Rating (w/additional Freight projects).** This package option moves five AT projects which have Freight benefits, and could thereby be considered for funding in both categories, into the Freight category. The primary means of determining the Freight eligibility of an AT project is providing mode separation for AT modes on (or parallel to) a designated regional freight route. Staff analyzed the project proposals and identified five AT projects which met this criterion<sup>1</sup>:

- Forest Grove: Council Creek Trail
- Washington Co.: Cornelius Pass Bike/Ped Bridge
- Oregon City: Hwy 99E Bike/Ped Improvements
- Gladstone: Trolley Trail Bridge Replacement
- Tigard: Red Rock Creek Trail

The option shows all five projects moved to the Freight category, as they all had a higher technical rating than other projects in the Freight category that would still receive freight target funding. As illustrated, this package prioritizes eight projects in the Freight category and six in the AT category, based on their policy technical ratings. The Freight category has a remainder of \$151,373 which is not sufficient to fund the next project (Multnomah Co.: 223rd Ave.) The AT category has \$2,455,827 remaining which is not sufficient to fund the next project (Washington Co.: Aloha.)

Staff findings:

- 14 highest rated projects are within funding capacity (2 more than Option 1)
- The technical performance of this Option is improved with the average score of projects unique to each Option improving from 8.4 in Option 1 to 13.4 in Option 2.
- Option 2 provides equal treatment of candidate projects that have benefits in both categories
- Balancing of remaining funds needed in final project selections for both categories

TPAC provided direction to utilize Option 2 as the starting point for developing a recommendation to JPACT.

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<sup>1</sup> These projects are shaded blue in the accompanying Excel spreadsheet labeled "Option 2"



## **Developing a Funding Package**

The TPAC-preferred option represents a starting point for developing a funding recommendation. Further adjustments are needed to address:

- Balancing to the total funding available in each category and overall
- The RFFA policy objective to fund projects throughout the region (without consideration of sub-allocation of funding)
- Consideration of risk assessment input, which may result in a funding award for project development activities only
- Coordinating Committee and City of Portland priorities, which may result in a project with a lower technical rating being included in the recommendation in lieu of a higher rated project
- Public comment input, showing relative support for projects
- Ensuring investment in a sufficient number of CMAQ-eligible projects

TPAC and JPACT will utilize these additional sources of input in developing their recommended package of projects at their December meetings.

## **Responses to Risk Assessment Report**

Staff from Kittelson and Associates reviewed the methodology used to develop their assessment of each project's relative degree of risk. While none of the projects have a degree of risk sufficient for them to be eliminated from consideration, applicants were provided the opportunity to provide responses indicating how they intend to address any issues raised through the risk assessment. The deadline for responding was October 23 and three responses were received from applicants (Forest Grove, Milwaukie, Tigard). This information may be used both to develop Conditions of Approval and/or to limit funding on a project (such as only funding a project development phase) to mitigate risks as a recommendation to JPACT is developed.

## **Public Comment Report**

Input gathered through the public comment period (September 6 – October 7, 2019) is available at [oregonmetro.gov/RFFA](http://oregonmetro.gov/RFFA). Due to its size, it is not included with the materials for this meeting, but is available as a tool to help TPAC in its development of a recommendation to JPACT.

Public support is illustrated alongside the technical ratings and risk assessment outcomes in the Excel matrices included with the materials for this meeting. The relative level of support for each project is based on the percentage of the total number of comments received for each project (through the online survey tool) that indicated a "high" or "very high" level of support. The calculation for these percentages can be found on the spreadsheet tab labeled "detail." The relative degree of public support is illustrated as shown below in Figure 1.

**Figure 1:  
Indicators of Level of Public Support**

% comments "high" or "very high"	Number of projects	
> 80%	6	
66-80%	10	
50-65%	7	
<50%	0	

All projects had at least 50 percent of their responses indicating “high” or “very high” support, so it can be inferred that the public response showed general support of all the proposed projects.

The overwhelming majority of the responses gathered in the public comment effort were captured through the online survey tool. 2,895 responses were submitted via the survey tool of a total of 2,973 responses submitted.<sup>2</sup> There is additional public input for each project, as well as demographic information detailed in the report, that is available to TPAC and coordinating committees to use in their determination of their priorities.

If specific concerns or issues were identified through public comments, those may be addressed through development of Conditions of Approval for a particular project.

**Coordinating Committee and City of Portland Priorities**

Each county coordinating committee and the City of Portland are given the opportunity to indicate which of the projects are their priorities to receive funds. This optional step provides JPACT and Metro Council with information about projects that best reflect local needs and provide benefits to the region beyond what is reflected in the other sources of input available to decision-makers.

The indication of priorities is due to Metro no later than November 20. Because of the need to send out the JPACT materials well in advance of the meeting, priority designations were not yet finalized by the coordinating committees and Portland to be available for this staff report. Updated information will be available at the JPACT meeting.

Coordinating committees and Portland have been requested to clearly indicate which projects are their priorities and to provide the rationale for making those priority recommendations, in order for the information to be most useful to TPAC and JPACT in developing and adopting an approved package of projects.

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<sup>2</sup> There were additional responses received that were not relevant to the RFFA process, and are not included in this total.

**Draft Conditions of Approval**

Staff provided to TPAC draft conditions of project approval. Conditions of approval are included with all RFFA funding awards to address certain project-specific issues are addresses, and to ensure all projects are completed as applied for and as approved by JPACT and Metro Council. Metro staff and/or TPAC may recommend specific conditions for funded projects as warranted, based on issues identified in the risk assessment or through other means.

**Additional materials**

The City of Gresham has requested inclusion in the materials for this item of two project letters of support received from State Senator Laurie Monnes Anderson and State Representative Carla Piluso.

**Next steps**

At their December 6 meeting, TPAC will discuss this information and develop a draft recommendation for JPACT. JPACT is scheduled to consider and take action on the TPAC recommendation at their December 19 meeting. JPACT's recommendation will be provided to the Metro Council for their consideration in January.

Active Transportation & Complete Streets projects	County	Amount requested	Amount funded	Purpose	Total policy rating	Risk Level	Level of Public Support	CC Priority	CMAQ Eligible
Portland: Stark-Washington Corridor Improvements	PDX	\$5,332,000	\$5,332,000	PD, Cons	20			TBD	Probable
Portland: 122nd Avenue Corridor Improvements	PDX	\$4,543,700	\$4,543,700	PD, Cons	19.2			TBD	Probable
Portland: Willamette Blvd AT Corridor	PDX	\$4,456,000	\$4,456,000	PD, Cons	18.6			TBD	Probable
Clackamas Co: Courtney Avenue Bike/Ped Improvements	CL	\$5,079,992	\$5,079,992	Cons	15.8			TBD	Yes
Forest Grove: Council Creek Trail	WA	\$1,345,950	\$1,345,950	PD	15.8	R		TBD	No
Portland: MLK Blvd Safety & Access to Transit	PDX	\$4,123,000	\$4,123,000	PD, Cons	15.8			TBD	Probable
Washington Co.: Cornelius Pass Bike/Ped Bridge (US26)	WA	\$628,110	\$628,110	PD	15.6			TBD	No
West Linn: Hwy 43 Multimodal Improvements - Mapleton to Barlow	CL	\$6,468,000	\$6,468,000	PD, Cons	15.2			TBD	Probable
Oregon City: Hwy 99E Bike/Ped Improvements	CL	\$673,000		PD	14.8			TBD	No
Washington Co.: Aloha Safe Access to Transit	WA	\$5,193,684		Cons	14.6			TBD	Probable
Gladstone: Trolley Trail Bridge Replacement	CL	\$1,228,800		PD	13.8			TBD	No
Gresham: Division Street Complete Street	MU	\$5,240,760		Cons	13.6			TBD	Yes
Portland: Central City in Motion - Belmont-Morrison	PDX	\$4,523,400		PD, Cons	13.6			TBD	Yes
Milwaukie: Monroe Street Greenway	CL	\$3,860,788		Cons	13	R		TBD	Yes
Portland: Taylors Ferry Road Transit Access & Safety	PDX	\$3,676,000		PD, Cons	13			TBD	Yes
Tigard: Red Rock Creek Trail	WA	\$314,055		PD	11.6	R		TBD	No
Portland: Springwater to 17th Avenue Trail	PDX	\$5,534,000		PD, Cons	8.6			TBD	Yes
Tigard: Bull Mountain Road Complete Street	WA	\$4,486,500		Cons	7.2			TBD	Yes

funded: \$31,976,752  
AT target amount: \$32,458,519  
remainder: \$481,767

Freight & Economic Development projects	County	Amount requested	Amount funded	Purpose	Total policy rating	Risk Level	Level of Public Support	CC Priority	CMAQ Eligible
Portland: Cully-Columbia Freight Improvements	PDX	\$3,434,193	\$3,434,193	PD, Cons	15.8			TBD	No
Multnomah Co.: Sandy Blvd - Gresham to 230th Avenue	MU	\$1,275,985	\$1,275,985	PD	11.6			TBD	Not likely
Clackamas Co.: Clackamas Industrial Area ITS	CL	\$1,768,040	\$1,768,040	Cons	8.8			TBD	Not likely
Multnomah Co.: 223rd Avenue - Sandy Blvd to RR underpass	MU	\$3,862,190	\$3,862,190	PD, Cons	8.4			TBD	Probable
Sherwood: Blake Street Design	WA	\$785,137		PD	3.4			TBD	No

funded: \$10,340,408  
available: \$10,819,506  
remainder: \$479,098

R = applicant responded to risk assessment  
(Please see risk assessment report for details. [oregonmetro.gov/RFFA](http://oregonmetro.gov/RFFA))

total funded requests: \$42,317,160	PD = Project Development
estimated total RFFA Step 2 funding available: \$43,278,025	Cons = Construction
remainder: \$960,865	

Active Transportation & Complete Streets projects	County	Amount requested	Amount funded	Purpose	Total policy rating	Risk Level	Level of Public Support	CC Priority	CMAQ Eligible
Portland: Stark-Washington Corridor Improvements	PDX	\$5,332,000	\$5,332,000	PD, Cons	20			TBD	Probable
Portland: 122nd Avenue Corridor Improvements	PDX	\$4,543,700	\$4,543,700	PD, Cons	19.2			TBD	Probable
Portland: Willamette Blvd AT Corridor	PDX	\$4,456,000	\$4,456,000	PD, Cons	18.6			TBD	Probable
Clackamas Co: Courtney Avenue Bike/Ped Improvements	CL	\$5,079,992	\$5,079,992	Cons	15.8			TBD	Yes
Portland: MLK Blvd Safety & Access to Transit	PDX	\$4,123,000	\$4,123,000	PD, Cons	15.8			TBD	Probable
West Linn: Hwy 43 Multimodal Improvements - Mapleton to Barlow	CL	\$6,468,000	\$6,468,000	PD, Cons	15.2			TBD	Probable
Washington Co.: Aloha Safe Access to Transit	WA	\$5,193,684		Cons	14.6			TBD	Probable
Gresham: Division Street Complete Street	MU	\$5,240,760		PD, Cons	13.6			TBD	Yes
Portland: Central City in Motion - Belmont-Morrison	PDX	\$4,523,400		PD, Cons	13.6			TBD	Yes
Milwaukie: Monroe Street Greenway	CL	\$3,860,788		Cons	13	R		TBD	Yes
Portland: Taylors Ferry Road Transit Access & Safety	PDX	\$3,676,000		PD, Cons	13			TBD	Yes
Portland: Springwater to 17th Avenue Trail	PDX	\$5,534,000		PD, Cons	8.6			TBD	Yes
Tigard: Bull Mountain Road Complete Street	WA	\$4,486,500		Cons	7.2			TBD	Yes

funded: \$30,002,692  
 AT target amount: \$32,458,519  
 remainder: \$2,455,827

Freight & Economic Development projects	County	Amount requested	Amount funded	Purpose	Total policy rating	Risk Level	Level of Public Support	CC Priority	CMAQ Eligible
Forest Grove: Council Creek Trail	WA	\$1,345,950	\$1,345,950	PD	15.8	R		TBD	No
Portland: Cully-Columbia Freight Improvements	PDX	\$3,434,193	\$3,434,193	PD, Cons	15.8			TBD	No
Washington Co.: Cornelius Pass Bike/Ped Bridge (US26)	WA	\$628,110	\$628,110	PD	15.6			TBD	No
Oregon City: Hwy 99E Bike/Ped Improvements	CL	\$673,000	\$673,000	PD	14.8			TBD	No
Gladstone: Trolley Trail Bridge Replacement	CL	\$1,228,800	\$1,228,800	PD	13.8			TBD	No
Tigard: Red Rock Creek Trail	WA	\$314,055	\$314,055	PD	11.6	R		TBD	No
Multnomah Co.: Sandy Blvd - Gresham to 230th Avenue	MU	\$1,275,985	\$1,275,985	PD	11.6			TBD	No
Clackamas Co.: Clackamas Industrial Area ITS	CL	\$1,768,040	\$1,768,040	Cons	8.8			TBD	Not likely
Multnomah Co.: 223rd Avenue - Sandy Blvd to RR underpass	MU	\$3,862,190		PD, Cons	8.4			TBD	Probable
Sherwood: Blake Street Design	WA	\$785,137		PD	3.4			TBD	No

Shaded = Freight-eligible projects moved from AT category

funded: \$10,668,133  
 available: \$10,819,506  
 remainder: \$151,373

R = applicant responded to risk assessment  
 (Please see risk assessment report for details. [oregonmetro.gov/RFFA](http://oregonmetro.gov/RFFA))

total funded requests:	\$40,670,825	PD = Project Development
estimated total RFFA Step 2 funding available:	\$43,278,025	Cons = Construction
remainder:	\$2,607,200	

**LAURIE MONNES ANDERSON**  
State Senator



**STATE SENATE**  
**DISTRICT 25**

October 17, 2019

Metro  
600 NE Grand Avenue  
Portland, OR 97232

Dear Selection Committee,

There are three worthy East Multnomah County projects that have been submitted for the 2022-2024 Regional Flexible Funds program. I would like to express my support for these projects and the benefits they will bring to our residents.

As a retired public health nurse, I care deeply about investing in options for a healthy lifestyle and increasing active transportation. These projects will benefit walking, biking, and making access to transit easier along important roadways in Multnomah County. The Division Complete Street project addresses a longstanding need to improve sidewalks and bike lanes in an area close to downtown Gresham and the Gresham Station shopping area. It is an important time to invest in this project, as it will support the Division Transit Project, the first rapid bus line in the metro region. This connection to rapid transit and the downtown Gresham regional center has been an important policy priority, and the complete street investment will benefit not only nearby residents but people throughout the region.

I also want to express my support for both the 223<sup>rd</sup> Avenue and Sandy Boulevard biking and walking applications submitted by Multnomah County. The project on 223<sup>rd</sup> will close an existing gap to improve safety, walking and biking on this important freight corridor adjacent to Blue Lake Park and the 40-mile loop. Sandy Boulevard is also an important freight route, and the Sandy Boulevard Project will address an important east-west connection in the active transportation network and reduce conflicts for everyone using this road.

Thank you for your consideration,

Laurie Monnes Anderson  
State Senator, District 25





**Carla C. Piluso**  
State Representative, House District 50  
900 Court St. NE, H-491, Salem, OR 97301  
503-986-1450  
[rep.carlapiluso@oregonlegislature.gov](mailto:rep.carlapiluso@oregonlegislature.gov)

October 15, 2019

Metro  
600 NE Grand Avenue  
Portland, OR 97232

RE: Regional flexible funding for transportation projects

Dear Selection Committee:

I am writing to express my support for the City of Gresham's grant application for the Division Complete Street Project. This project will bring important improvements for safety, walking, biking, and transit on Division between Birdsdale Avenue and Wallula Avenue.

Division is an important street in Gresham, connecting the Centennial and Northwest neighborhoods to Gresham Station and downtown. The streets sees a lot of activity, and residents use Division every day. This section of Division includes key shopping destinations, child care centers, and places of worship. It is important to complete this section for our residents to have a safe and comfortable travel environment.

But there is a crucial gap that limits safe walking and biking. Building the Division Complete Street project will improve safety and comfort for pedestrians, bicyclists, and transit riders in the area, and also support station access to the Division Transit Project, our region's first rapid bus line.

This project has been a priority for the City, and I believe it is an excellent use of regional funding. Improving this area of Division will further our regional goals for equity, safety, and accessibility.

Thank you for your consideration. Sincerely,

Carla C. Piluso  
Oregon State Representative, House District 50