

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE FY 2019-20 UNIFIED PLANNING WORK PROGRAM (UPWP) TO ADD FUNDING FOR THE CORRIDOR BOTTLENECK OPERATIONS STUDY 2 (CBOS 2) PROJECT) RESOLUTION NO. 19-5052
)
) Introduced by Acting Chief Operating Officer Andrew Scott in concurrence with Council President Lynn Peterson

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, ODOT's 2013 CBOS recommended investments in the existing freeway system intended to address congestion at identified bottlenecks by improving the operation of freeway ramps, add auxiliary lanes to improve merging and safety, and optimize freeway signage, speeds and signals; and

WHEREAS, the projects recommended in ODOT's 2013 CBOS have largely been constructed, and ODOT included a Planning for Operations program in the FY 2019-20 UPWP, which references CBOS2; and

WHEREAS, the Oregon Transportation Commission (OTC) has allocated an additional \$680,000, not originally anticipated to be available in FY 2019-20, for accelerating CBOS2 planning activities,

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 CBOS 2 project as shown in the attached Exhibit A.

ADOPTED by the Metro Council this 16th day of January, 2020


Lynn Peterson, Council President



Approved as to Form:



Carrie MacLaren, Metro Attorney

ODOT Region 1 Planning for Operations

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

Description

ODOT seeks to leverage its recent work program investments in diagnosing bottlenecks and developing a strategy for active traffic management (ATM). This project will seek to identify and plan for project investments that support Transportation System Management and Operations (TSMO) on highways throughout the region. These investments are meant to improve safety and efficiency for all users of the transportation system.

Overall Objectives

- Identify and prioritize investment opportunities where TSMO can improve safety and efficiency
- Collaborate with local and regional agencies to find and implement cost-effective TSMO investments
- Enhance ODOT's ability to support local planning efforts with respect to planning for operations
- Support regional Congestion Management Process and compliance with federal performance-based planning requirements, consistent with the ODOT-Metro agreement's identification of opportunities to coordinate, cooperate and collaborate.

Previous Work (through June 2019)

- ODOT has developed the Corridor Bottleneck Operations Study (CBOS) and Active Traffic Management Study, both of which build on 30+ years of traffic management efforts in the region.
- In FY18, ODOT initiated a second phase of CBOS.
- In FY19, ~~complete the production of~~ [ODOT continued to develop the CBOS2 Project Atlas.](#)

Methodology

- Perform on-going diagnostic analysis of the transportation system, especially before/after studies as projects are built.
- Collaborate with local agencies on the development of transportation system plans, with emphasis on integrating ATM and other strategies to achieve safety and efficiency goals.
- Coordinate this effort with Metro and other partners on the upcoming TSMO Strategic Plan, including its updating and implementation.
- Identify and prioritize TSMO investment opportunities
- Early project planning (not to exceed 30% design)
- Refinement of certain projects that have been identified in CBOS2 Atlas

Major Project Deliverables/ Milestones	
1 st Quarter	<ul style="list-style-type: none"> • Public involvement process for CBOS2 Project Atlas
2 nd Quarter	<ul style="list-style-type: none"> • Possible continuing PIP for CBOS 2; consultant procurement for refined traffic analysis for improvement concepts.

FY 2019-20 Unified Planning Work Program

3 rd Quarter	<ul style="list-style-type: none"> • <u>Refined traffic analysis and planning level design and cost estimates for improvement concepts.</u>
4 th Quarter	<ul style="list-style-type: none"> • <u>Refined traffic analysis and planning level design and cost estimates for improvement concepts.</u>
Ongoing	<ul style="list-style-type: none"> • Development of preliminary/conceptual cost estimates for CBOS2 project concepts • Collaborate with Metro on data and methods.

Project Lead

- Oregon Department of Transportation

Project Partners

- Metro, TriMet, Jurisdictional Partners

FY 2019-20 Cost and Funding Sources

Requirements:

ODOT Staff Time \$ 25,000-455,000
 Consultant Services \$ 100,000-350,000

Resources:

STIP/FHWA \$ 627,096
State Match \$ 52,904
 SPR \$ 125,000

TOTAL \$ 125,000-805,000

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Full Time Equivalent Staffing:

Regular Full Time FTE: 0.25-3.0

STAFF REPORT

IN CONSIDERATION OF 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)
OPERATIONS PROJECT

Date: October 25, 2019
Department: Planning
Meeting Date: January 16, 2020

Prepared by: John Mermin, 503.797.1747, john.mermin@oregonmetro.gov

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. The approved 2019-20 UPWP includes a work item to complete a Corridor Bottleneck Operations 2 (CBOS2) Atlas and concept refinement under the Planning for Operations narrative. The CBOS2 Atlas is almost complete and the Oregon Transportation Commission has allocated additional STIP funds to supplement the planned refinement work, resulting in the need to amend the UPWP budget for this item. The additional funding would allow ODOT to continue with early project planning for CBOS2 concepts by refining the design and conducting enhanced traffic analysis of certain CBOS2 improvement concepts beyond what would be possible within the current budget (e.g. 20% design for a greater number of concepts instead of 10% design for a fewer number of concepts). In addition, the additional budget would allow for the refinement work to be completed in a shorter period of time than previously anticipated. CBOS2 and any associated refinement of the concepts identified in CBOS2 are planning activities; none of the concepts being explored will exceed 30% design.

ACTION REQUESTED

Approval of the requested amendment 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 within the ODOT – Region 1 Planning for Operations are consistent with 2018 RTP policies and intend to help the region achieve these outcomes.

STAFF RECOMMENDATIONS

Approve Resolution No. 19-5052 and amend the FY 2019-20 UPWP.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

Known Opposition

Concerns with the CBOS2 project were shared by JPACT members and members of the public at the October 17, 2019 JPACT meeting. JPACT is scheduled to discuss this amendment at their December 19 meeting.

Legal Antecedents

Metro Council Resolution No. 19-4979 FOR THE PURPOSE OF ADOPTING THE FISCAL YEAR 2019-20 UNIFIED PLANNING WORK PROGRAM

Anticipated Effects

Approval will result in funds added to the existing ODOT – Region 1 Planning for Operations budget, which will allow ODOT to conduct refinement of improvement concepts identified in the CBOS 2 Atlas between now and June 30, 2020.

BACKGROUND

As part of the ODOT – Region 1 Planning for Operations effort currently included in the 2019-2020 UPWP, ODOT is finalizing Corridor Bottleneck Operations Study 2 (CBOS2), an Atlas that evaluates safety and operations improvement concepts to address bottlenecks as described in the 2018 Portland Region Traffic Performance Report.

CBOS is an approach ODOT has employed over the past six years to identify and analyze safety-spot and localized improvements. This approach has become the trend among state and federal transportation agencies seeking operational and lower-cost “fixes” at spot-specific locations to address safety issues.

ODOT Region 1’s CBOS2 evaluates freeway congestion bottlenecks and identifies concepts to address congestion, particularly during peak commute shoulder hours, through safety and operational improvements on six Portland metro area freeway corridors (I-5, I-84, I-205, I-405, US 26 and OR 217). The CBOS2 Atlas summarizes phases of work and functions as a menu of potential projects from which ODOT can select for design and construction as funding becomes available. In CBOS 2, concepts are identified and evaluated to determine potential measurable benefit and feasibility. Operational and safety improvement concepts included in the Atlas include:

- Ramp closures;
- Ramp meters;
- Active transportation management signs;

- Striping and signage;
- Truck climbing lane; and
- Auxiliary lanes.

Following completion of the atlas, as indicated in the approved UPWP, ODOT will refine the improvement concepts identified. Refinement activities include traffic analysis, geometric design to provide more input on constructability and cost, coordination with stakeholders to get input on how concepts might impact or benefit local systems.

ODOT's 2013 CBOS identified key congestion locations along the five Portland metro area freeway corridors (I-5, I-205, I-84, I-405 and U.S. 26). The study recommended cost-effective and smaller scale improvements to the existing system to improve freeway safety and operations at identified bottlenecks, particularly during the peak commute shoulder hours (the hours before and after the traditional rush hour traffic pattern). These typically involve improvements to improve the operation of freeway ramps, add auxiliary lanes to improve merging and safety, and optimize freeway signage, speeds and signals. The first CBOS study was completed in response to the Federal Highway Administration FHWA Localized Bottleneck Reduction (LBR) program. The federal program focused on relieving bottlenecks and their causes with the ultimate goal of improving safety and operations at these bottlenecks.

Projects from the first CBOS that provided the best value of benefits and cost (primarily projects in the \$1-20 million range) were selected for funding. Most of these projects have now been constructed by ODOT.