



600 NE Grand Ave.
Portland, OR 97232-2736

Joint Policy Advisory Committee on Transportation (JPACT) agenda

Thursday, January 16, 2020

7:30 AM

Metro Regional Center, Council chamber

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. 20-5068, For the Purpose of Adding Two New Projects to the 2018-21 Metropolitan Transportation Improvement Program Involving Ride Connection in Support of Senior and Disabled Persons Needs and ODOT in Support of the Columbia Bottomlands Conservation Project (JA20-07-JAN) [COM](#)
[18-0302](#)

Attachments: [Resolution No. 20-5068](#)
[Exhibit A to Resolution No. 20-5068](#)
[Staff Report for Resolution No. 20-5068](#)
 - 4.2 Consideration of December 19, 2019 Minutes [18-5352](#)

Attachments: [December 19, 2019 Minutes](#)
5. **Information/Discussion Items**
 - 5.1 Resolution No. 20-5062, For the Purpose of Amending the FY 2019-20 Unified Planning Work Program (UPWP) to Add Funding for the Regional Mobility Policy Update (7:50 AM) [COM](#)
[18-0303](#)

Presenter(s): John Mermin, Metro

Attachments: [Resolution No. 20-5062](#)
[Exhibit A to Resolution No. 20-5062](#)
[Staff Report for Resolution No. 20-5062](#)
[Regional Mobility Policy Update Amendment](#)

- 5.2 Update on Transportation Provisions of Proposed State Climate Legislation (8:00 AM) [COM](#)
[18-0305](#)
- Presenter(s): Randy Tucker, Metro
- Attachments: [Memo: Transportation Elements of Proposed State Legislation](#)
- 5.3 Designing Livable Streets and Trails Guide (8:10 AM) [COM](#)
[18-0297](#)
- Presenter(s): Lake McTighe, Metro
- Attachments: [Attachment 1: Link to Designing Livable Streets and Trails Guide](#)
[Attachment 2: Project Timeline](#)
[Attachment 3: Roster for Design Technical Work Group](#)
[Memo: Designing Livable Streets and Trails Guide](#)
- 5.4 MAX Tunnel Study (8:30 AM) [COM](#)
[18-0301](#)
- Presenter(s): Malu Wilkinson, Metro
Eryn Kehe, Metro
- Attachments: [MAX Tunnel Study Findings](#)

6. Adjourn (8:50 AM)

Upcoming JPACT Meetings:

- *Thursday, February 20, 2020*
- *Thursday, March 19, 2020*
- *Thursday, April 16, 2020*

Metro respects civil rights

Metro fully complies with Title VI of the Civil Rights Act of 1964 and related statutes that ban discrimination. If any person believes they have been discriminated against regarding the receipt of benefits or services because of race, color, national origin, sex, age or disability, they have the right to file a complaint with Metro. For information on Metro's civil rights program, or to obtain a discrimination complaint form, visit www.oregonmetro.gov/civilrights or call 503-797-1536. Metro provides services or accommodations upon request to persons with disabilities and people who need an interpreter at public meetings. If you need a sign language interpreter, communication aid or language assistance, call 503-797-1700 or TDD/TTY 503-797-1804 (8 a.m. to 5 p.m. weekdays) 5 business days before the meeting. All Metro meetings are wheelchair accessible. For up-to-date public transportation information, visit TriMet's website at www.trimet.org.

Thông báo về sự Metro không kỳ thị của

Metro tôn trọng dân quyền. Muốn biết thêm thông tin về chương trình dân quyền của Metro, hoặc muốn lấy đơn khiếu nại về sự kỳ thị, xin xem trong www.oregonmetro.gov/civilrights. Nếu quý vị cần thông dịch viên ra dấu bằng tay, trợ giúp về tiếp xúc hay ngôn ngữ, xin gọi số 503-797-1700 (từ 8 giờ sáng đến 5 giờ chiều vào những ngày thường) trước buổi họp 5 ngày làm việc.

Повідомлення Metro про заборону дискримінації

Metro з повагою ставиться до громадянських прав. Для отримання інформації про програму Metro із захисту громадянських прав або форми скарги про дискримінацію відвідайте сайт www.oregonmetro.gov/civilrights. або Якщо вам потрібен перекладач на зборах, для задоволення вашого запиту зателефонуйте за номером 503-797-1700 з 8.00 до 17.00 у робочі дні за п'ять робочих днів до зборів.

Metro의 不歧视公告

尊重人權。欲瞭解Metro民權計畫的詳情，或獲取歧視投訴表，請瀏覽網站 www.oregonmetro.gov/civilrights。如果您需要口譯方可參加公共會議，請在會議召開前5個營業日撥打503-797-1700（工作日上午8點至下午5點），以便我們滿足您的要求。

Ogeysiiska takooris la'aanta ee Metro

Metro waxay ixtiraamtaa xuquuqda madaniga. Si aad u heshid macluumaad ku saabsan barnaamijka xuquuqda madaniga ee Metro, ama aad u heshid warqadda ka cabashada takoorista, booqo www.oregonmetro.gov/civilrights. Haddii aad u baahan tahay turjubaan si aad uga qaybqaadatid kullanka dadweynaha, wac 503-797-1700 (8 gallinka hore illaa 5 gallinka dambe maalmaha shaqada) shan maalmo shaqo ka hor kullanka si loo tixgaliyo codsashadaada.

Metro의 차별 금지 관련 통지서

Metro의 시민권 프로그램에 대한 정보 또는 차별 항의서 양식을 얻으려면, 또는 차별에 대한 불만을 신고 할 수 www.oregonmetro.gov/civilrights. 당신의 언어 지원이 필요한 경우, 회의에 앞서 5 영업일 (오후 5시 주중에 오전 8시) 503-797-1700를 호출합니다.

Metro의 差別禁止通知

Metroでは公民権を尊重しています。Metroの公民権プログラムに関する情報について、または差別苦情フォームを入手するには、www.oregonmetro.gov/civilrights。までお電話ください。公開会議で言語通訳を必要とされる方は、Metroがご要望に対応できるよう、公開会議の5営業日前までに503-797-1700（平日午前8時～午後5時）までお電話ください。

សេចក្តីជូនដំណឹងអំពីការមិនរើសអើងរបស់ Metro

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

إشعار بعدم التمييز من Metro

تحتزم Metro الحقوق المدنية. للمزيد من المعلومات حول برنامج Metro للحقوق المدنية أو لإيداع شكوى ضد التمييز، يرجى زيارة الموقع الإلكتروني www.oregonmetro.gov/civilrights. إن كنت بحاجة إلى مساعدة في اللغة، يجب عليك الاتصال مقدماً برقم الهاتف 503-797-1700 (من الساعة 8 صباحاً حتى الساعة 5 مساءً، أيام الاثنين إلى الجمعة) قبل خمسة (5) أيام عمل من موعد الاجتماع.

Paunawa ng Metro sa kawalan ng diskriminasyon

Iginagalang ng Metro ang mga karapatang sibil. Para sa impormasyon tungkol sa programa ng Metro sa mga karapatang sibil, o upang makakuha ng porma ng reklamo sa diskriminasyon, bisitahin ang www.oregonmetro.gov/civilrights. Kung kailangan ninyo ng interpreter ng wika sa isang pampublikong pulong, tumawag sa 503-797-1700 (8 a.m. hanggang 5 p.m. Lunes hanggang Biyernes) lima araw ng trabaho bago ang pulong upang mapagbigyan ang inyong kahilingan.

Notificación de no discriminación de Metro

Metro respeta los derechos civiles. Para obtener información sobre el programa de derechos civiles de Metro o para obtener un formulario de reclamo por discriminación, ingrese a www.oregonmetro.gov/civilrights. Si necesita asistencia con el idioma, llame al 503-797-1700 (de 8:00 a. m. a 5:00 p. m. los días de semana) 5 días laborales antes de la asamblea.

Уведомление о недопущении дискриминации от Metro

Metro уважает гражданские права. Узнать о программе Metro по соблюдению гражданских прав и получить форму жалобы о дискриминации можно на веб-сайте www.oregonmetro.gov/civilrights. Если вам нужен переводчик на общественном собрании, оставьте свой запрос, позвонив по номеру 503-797-1700 в рабочие дни с 8:00 до 17:00 и за пять рабочих дней до даты собрания.

Avizul Metro privind nediscriminarea

Metro respectă drepturile civile. Pentru informații cu privire la programul Metro pentru drepturi civile sau pentru a obține un formular de reclamație împotriva discriminării, vizitați www.oregonmetro.gov/civilrights. Dacă aveți nevoie de un interpret de limbă la o ședință publică, sunați la 503-797-1700 (între orele 8 și 5, în timpul zilelor lucrătoare) cu cinci zile lucrătoare înainte de ședință, pentru a putea să vă răspunde în mod favorabil la cerere.

Metro txoj kev ntxub ntxaug daim ntawv ceeb toom

Metro tributes cai. Rau cov lus qhia txog Metro txoj cai kev pab, los yog kom sau ib daim ntawv tsis txaus siab, mus saib www.oregonmetro.gov/civilrights. Yog hais tias koj xav tau lus kev pab, hu rau 503-797-1700 (8 teev sawv ntxov txog 5 teev tsaus ntuj weekdays) 5 hnub ua hauj lwm ua ntej ntawm lub rooj sib tham.



2020 JPACT Work Program

As of 1/8/20

Items in italics are tentative

<p><u>January 16, 2020</u></p> <ul style="list-style-type: none"> • Resolution No. 20-5068, For the Purpose of Adding Two New Projects to the 2018-21 Metropolitan Transportation Improvement Program Involving Ride Connection in Support of Senior and Disabled Persons Needs and ODOT in Support of the Columbia Bottomlands Conservation Project (JA20-07-JAN) (Action Requested – consent) • Resolution No. 20-5062, For the Purpose of Amending the FY 2019-20 Unified Planning Work Program (UPWP) to Add Funding for the Regional Mobility Policy Update (Information/ Discussion – John Mermin, Metro; 10 min) • Update on Transportation Provisions of Proposed State Climate Legislation (Randy Tucker; 10 min) • Urban Design Guidelines (Lake McTighe, Metro; 20 min) • Max Tunnel Study (Malu Wilkinson/Eryn Kehe, Metro; 20 min) 	<p><u>February 20, 2020</u></p> <ul style="list-style-type: none"> • Resolution No. 20-5062, For the Purpose of Amending the FY 2019-20 Unified Planning Work Program (UPWP) to Add Funding for the Regional Mobility Policy Update (Action Requested – consent) • Regional Barometer (Cary Stacey, Metro; 20 min) • Emergency Transportation Routes (Kim Ellis, Metro; 20 min) • <i>I-5 Bridge Replacement Update (ODOT; 10 min)</i> • <i>Regional Transportation Measure (Margi Bradway/Andy Shaw, Metro)</i>
<p><u>March 19, 2020</u></p> <ul style="list-style-type: none"> • <i>Regional Priorities for Federal Funding – Prep for JPACT Trip to D.C. (20 min)</i> • <i>Jurisdictional Transfer Study (10 min)</i> • <i>UPWP Discussion (1st Read; 20 min)</i> • <i>Congestion Pricing Study Update (10 min)</i> 	<p><u>April 16, 2020</u></p> <ul style="list-style-type: none"> • <i>Regional Priorities for Federal Funding – Prep for JPACT Trip to D.C. (10 min)</i> • <i>Update on SW Corridor and/or Division Transit (10 min)</i> • <i>Regional Transportation Measure (20 min)</i> • Resolution No. 20-XXXX, to Approve UPWP (Action Requested; 20 min)
<p><u>May 21, 2020</u></p> <ul style="list-style-type: none"> • <i>Mobility Policy Update</i> 	<p><u>June 18, 2020</u></p> <ul style="list-style-type: none"> • <i>Congestion Pricing Study Update (20 min)</i> • <i>Freight Commodity Study/Planning (20 min)</i>

<p><u>July 16, 2020</u></p> <ul style="list-style-type: none"> • 2021-2024 Metropolitan Transportation Improvement Program (Grace Cho, Metro) (Action Requested; 20 min) • <i>Mobility Policy Update (20 min)</i> • <i>Jurisdictional Transfer Update (20 min)</i> 	<p><u>August 20, 2020</u></p>
<p><u>September 17, 2020</u></p> <ul style="list-style-type: none"> • <i>Mobility Policy Update (20 min)</i> 	<p><u>October 15, 2020</u></p> <ul style="list-style-type: none"> • <i>Emergency Transportation Routes Update (20 min)</i> <p><u>October 15-17:</u> League of Oregon Cities Conference, Salem <u>October 15:</u> Oregon Mayor's Association Meeting, Salem</p>
<p><u>November 19, 2020</u></p> <ul style="list-style-type: none"> • <i>Jurisdictional Transfer Assessment – Draft Recommendations (20 min)</i> 	<p><u>December 17, 2020</u></p>

Parking Lot:

- *Freight Commodity Study (Tim Collins, Metro; 20 min)*
- *Congestion Pricing (Malu Wilkinson, Metro)*
- *Corridor Planning (Malu Wilkinson, Metro)*
- *2040 Refresh (Elissa Gertler/Megan Gibb, Metro)*
- *Freight Commodity Plan (Tom Kloster/Tim Collins, Metro)*
- *TSMO Plan Update (Ted Leybold/Caleb Winter, Metro)*
- *Emerging Technology (Ted Leybold/Eliot Rose, Metro)*

4.1 Resolution No. 20-5068, For the Purpose of Adding Two New Projects to the 2018-21 Metropolitan Transportation Improvement Program Involving Ride Connection in Support of Senior and Disabled Persons Needs and ODOT in Support of the Columbia Bottomlands Conservation Project (JA20-07-JAN)

Consent Agenda

Joint Policy Advisory Committee on Transportation
Thursday, January 16, 2019
Metro Regional Center, Council Chamber

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ADDING TWO NEW) RESOLUTION NO. 20-5068
PROJECTS TO THE 2018-21 METROPOLITAN)
TRANSPORTATION IMPROVEMENT) Introduced by: Chief Operating Officer
PROGRAM INVOLVING RIDE CONNECTION IN) Andrew Scott in concurrence with
SUPPORT OF SENIOR AND DISABLED) Council President Lynn Peterson
PERSONS NEEDS AND ODOT IN SUPPORT OF)
THE COLUMBIA BOTTOMLANDS
CONSERVATION PROJECT (JA20-07-JAN)

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, Ride Connection, a non-profit organization that provides free transportation services to people with disabilities and older adults has been operating since 1986 to provide customer-focused, safe, reliable transportation options for individuals in Clackamas, Multnomah, and Washington counties; and

WHEREAS, Ride Connection has successfully obtained a discretionary Federal Transit Administration (FTA) federal grant award of \$96,921 from the FY 2019 Access and Mobility Partnership Grant Program; and

WHEREAS, the grant award supporting Ride Connection's Providence Health and Services Mobility Resource Desk project will be used to implement mobility management services focused at two Providence hospitals for senior and disabled persons, offering individual travel options, counseling and clinic support to integrate transportation referrals; and

WHEREAS, MTIP programming is required in order for Ride Connection to submit and secure their FTA Transit Award Management System (TrAMS) grant approval to begin expending the federal FTA funds; and

WHEREAS, the Oregon Department of Transportation's (ODOT) Columbia Bottomlands Mitigation/Conservation project is intended to develop a long term mitigation conservation bank in the

lower Willamette Watershed that will generate credits for aquatic resources to be used by the greatest number of Endangered Species Act listed fish species; and

WHEREAS, the Columbia Bottomlands mitigation bank site will meet long-term mitigation needs for STIP projects in the Lower Willamette watershed that spans much of ODOT Region 1 and a portion of Region 2; and

WHEREAS, the proposed bank at Columbia Bottomlands will also increase the speed of permit approvals by avoiding compensatory mitigation design for individual projects, at the same time providing economies of scale that reduce environmental mitigation costs; and

WHEREAS, the application of compensatory mitigation includes the use of off-site restoration activities to mitigate unavoidable disturbances that occur during the construction phase of a project resulting in the generation of conservation credits supporting specific ecological needs; and

WHEREAS, the requested funds would establish a large scale aquatic resource restoration site at the Columbia Bottomlands location (along Highway 30 near Scappoose); and

WHEREAS, MTIP programming is required for the Columbia Bottomlands project and will add the Preliminary Engineering plus Right-of Way phases to the 2018-21 MTIP with the entire project including the Construction phase planned for federal fiscal year 2022 added to the new draft 2021-2026 MTIP; and

WHEREAS, the Columbia Bottomlands Mitigation/Conservation project required approval from the Oregon Transportation Commission (OTC) which occurred during their December 2019 meeting resulting in an approved total funding commitment to the project totaling \$2,950,000; and

WHEREAS, the a review of Appendix F, Environmental Assessment and Potential Mitigation Strategies, to the approved 2018 Regional Transportation Plan affirms consistency between the Columbia Bottomlands Mitigation/Conservation project and the RTP; and

WHEREAS, the MTIP's financial constraint finding is maintained as proof of funding has been verified from the FTA Access and Mobility Partnership program for Ride Connection and OTC for the Columbia Bottomlands Mitigation/Conservation project; and

WHEREAS, no negative impacts to air conformity will exist as a result of the changes completed through the January Formal MTIP Amendment consisting of both projects; and

WHEREAS, both projects 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 January 10, 2020; and

WHEREAS, JPACT received their notification on January 16, 2020 and provided an approval recommendation to Metro Council; now therefore

BE IT RESOLVED that the Metro Council hereby adopts the recommendation of JPACT on February 5, 2020 to formally amend the 2018-21 MTIP to include Ride Connection's Providence Health and Services Mobility Resource Desk project and ODOT's Columbia Bottomlands Mitigation/Conservation project.

ADOPTED by the Metro Council this ____ day of _____ 2020.

Lynn Peterson, Council President

Approved as to Form:

Carrie MacLaren, Metro Attorney

DRAFT

**2018-2021 Metropolitan Transportation Improvement Program
Exhibit A to Resolution 20-5068**



**Proposed January 2020 Formal Amendment Bundle
Amendment Type: **Formal/Full**
Amendment #: **JA20-07-JAN**
Total Number of Projects: 2**

ODOT Key #	MTIP ID #	Lead Agency	Project Name	Project Description	Description of Changes
Project #1 Key 20274 New Project	TBD	Ride Connection	Providence Health and Services Mobility Resource Desk	Implement mobility management services focused at two Providence hospitals for senior and disabled persons, offering individual travel options, counseling and clinic support to integrate transportation referrals.	<u>ADD NEW PROJECT:</u> The formal amendment adds Ride Connection's new 5310 grant award project that will support senior, and Disabled needs as noted in the project description
Project #2 Key 22075 New Project	TBD	ODOT	Columbia Bottomlands Mitigation/ Conservation	Develop a long term mitigation/conservation bank in the Lower Willamette Watershed that generates credits for aquatic resources to be used by the greatest number of Endangered Species Act (ESA) listed fish species	<u>ADD NEW PROJECT:</u> The formal amendment adds ODOT's Columbia Bottomlands Mitigation/Conservation project to the 2018 MTIP. PE and ROW phases are added now. The entire project will be added to the new draft 2021-26 MTIP including the construction phase planned or FY 2022



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

Formal Amendment
NEW PROJECT
Initial Programming

Lead Agency: Ride Connection	Project Type: Transit	ODOT Key: 20274
Project Name: Providence Health and Services Mobility Resource Desk	ODOT Type: Transit	MTIP ID: TBD
	Performance Meas: No	Status: T21
Project Status: T21 = Identified in Transit Plan and approved by Board. Moving forward to program in MTIP	Capacity Enhancing: No	Comp Date: 12/31/2021
	Conformity Exempt: Yes	RTP ID: 10927
Short Description: Implement mobility management services focused at two Providence hospitals for senior and disabled persons, offering individual travel options, counseling and clinic support to integrate transportation referrals.	On State Hwy Sys: No	RFFA ID: N/A
	Mile Post Begin: N/A	RFFA Cycle: N/A
	Mile Post End: N/A	UPWP: No
	Length: N/A	UPWP Cycle: N/A
	1st Year Program'd: 2020	Past Amend: 0
	Years Active: 1	OTC Approval: No

Detailed Description: Implement mobility management services focused at two Providence hospitals and local social services for senior and disabled persons. A Ride Connection Mobility Specialist will collaborate with staff from Impact NW, a local social services provider to provide individual travel options counseling and clinic level support to integrate transportation referral processes to achieve long term goals of (1) developing and documenting replicable process management for active mobility management with clinic staff that can be implemented at additional locations, (2) reduce no-shows to healthcare appointments, and (3) integrate mobility management practices into the Epic EMR system

STIP Description: Ride Connection, a regional community-based human services transportation provider, will partner with Providence Health and Services, a major regional healthcare system, to increase access to healthcare services by providing mobility management services at two hospitals.

PROJECT FUNDING DETAILS

Fund Type	Fund Code	Year	Planning	Preliminary Engineering	Right of Way	Construction	Other (Transit)	Total
Federal Funds								
5310	F160	2020					\$ 96,921	\$ 96,921
							\$ -	-
							\$ -	-
							Federal Totals:	\$ 96,921
Federal Fund Obligations:								Federal Aid ID
EA Number:								
Initial Obligation Date:								
State Funds								
							\$ -	-
							State Total:	\$ -

State Fund Obligations:							
EA Number:							
Initial Obligation Date:							

Local Funds								
Local	Match	2020						
Other	OTH0	2020						
						Local Total		
Phase Totals Before Amend:	\$	-	\$	-	\$	-	\$	
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 adds the new 5310 grant award for Ride Connection to Implement mobility management services focused at two Providence hospitals for senior and disabled persons, offering individual travel options, counseling and clinic support to integrate transportation referrals.
 > Will Performance Measurements Apply: No

RTP References:
 > RTP ID: 10927 - Operating Capital: Information Technology Phase I
 > RTP Description: Communication System
 > Exemption Status: Project is an exempt, non-capacity type project per 40 CFR 93.126, Table 2 - Mass Transit - Operating assistance to transit agencies
 > A UPWP amendment does not apply.

Fund Codes:
 > 5310 = Federal National Highway Performance Program funding allocated to ODOT
 > 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 committed to the project above the required minimum match and referred to as "overmatch".



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

Formal Amendment
ADD NEW PROJECT
Initial Programming

Lead Agency: ODOT	Project Type: Other	ODOT Key: 22075
Project Name: Columbia Bottomlands Mitigation/Conservation	ODOT Type: Preserve	MTIP ID: TBD
	Performance Meas: ?	Status: 2
	Capacity Enhancing: No	Comp Date: 12/30/2023
	Conformity Exempt: Yes	RTP ID: Appdnt F
	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: 2020	Past Amend: 0
	Years Active: 1	OTC Approval: Yes
STIP Amend #: 18-21-3403	MTIP Amend #: JA20-07-JAN	

Detailed Description: In the northwestern Portland area from the Columbia River west to US 30, and the St Helens area in the north (Outside MPO Boundary) then south to NW St Helens Rd just north of the Smith and Bybee Wetlands area, establish the Columbia Bottomlands Mitigation/Conservation Bank to generate conservation credits for future ODOT project impacts to aquatic resources and Endangered Species Act (ESA) listed fish species

STIP Description: Develop a long term mitigation/conservation bank in the Lower Willamette Watershed that generates credits for aquatic resources to be used by the greatest number of Endangered Species Act (ESA) listed fish species practicable.

PROJECT FUNDING DETAILS

Fund Type	Fund Code	Year	Planning	Preliminary Engineering	Right of Way	Other (Utility Relocation)	Construction	Total
Federal Funds								
								\$ -
Federal Totals:								\$ -
Federal Fund Obligations:								Federal Aid ID
EA Number:								
Initial Obligation Date:								
State Funds								
State	S010	2020		\$ 6,977				\$ 6,977
State	S010	2021			\$ 1,000,000			\$ 1,000,000
State	S010	2022				\$ 1,550,000		\$ 1,550,000
								\$ -
State Total:								\$ 1,006,977

State Fund Obligations:							
EA Number:							
Initial Obligation Date:							

Local Funds								
Other	OTH0	2020		\$	393,023		\$ 393,023	
							\$ -	
							\$ -	
						Local Total	\$ 393,023	
Phase Totals Before Amend:	\$	-	\$	-	\$	-	\$ -	
Phase Totals After Amend:	\$	-	\$	400,000	\$	1,000,000	\$ 1,400,000	
							Year Of Expenditure (YOE): \$	2,950,000

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.
> Total estimated project cost is \$2,950,000
. Construction phase estimated cost is \$1,550,000. Programming for construction is planned for FY 2022 and will occur in the 21-26- MTIP

Amendment Summary:
The formal amendment adds the new ODOT environmental mitigation project to the 2018 MTIP. OTC approval was required and occurred during their December 2019 meeting. PE and ROW phases are being added now as the construction phase is planned for FY 2022. The full project will be included in the new draft 2021-2026 MTIP. The total project cost with the construction phase is estimated at \$2.95 million. State funds are being committed to fund the project.

> Will Performance Measurements Apply:

RTP References:
> RTP ID: Appendix F
> RTP Description: Environmental Assessment and Potential Mitigation Strategies
> Air Quality Exemption Status: The project appears exempt under 40 CFR 93.126, Table 2 - Other - Engineering to assess social, economic, and environmental effects of the proposed action or alternatives

Fund Codes:
> State = General State funds committed to the project
> Other = General local funds committed to the project by a local agency that are not specifically related to a required match to federal funds.

Date: Friday, January 10, 2020
 To: JPACT and Interested Parties
 From: Ken Lobeck, Funding Programs Lead, 503-797-1785
 Subject: January 2020 MTIP Formal Amendment & Approval Request of Resolution 20-5068

STAFF REPORT

FOR THE PURPOSE OF ADDING TWO NEW PROJECTS TO THE 2018-21 METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM INVOLVING RIDE CONNECTION IN SUPPORT OF SENIOR AND DISABLED PERSONS NEEDS AND ODOT IN SUPPORT OF THE COLUMBIA BOTTOMLANDS CONSERVATION PROJECT(JA20-07-JAN)

BACKGROUND

What This Is:

The January 2020 Formal Metropolitan Transportation Improvement Program (MTIP) Formal/Full Amendment proposes to add Ride Connection’s Providence Health and Services Mobility Resource Desk project and ODOT’s Columbia Bottomlands Mitigation/Conservation project to the MTIP through approval of Resolution 20-5068.

What is the requested action?

TPAC requests JPACT approve the January 2020 formal amendment under Resolution 20-5068 for Ride Connection’s Providence Health and Services Mobility Resource Desk and ODOT’s Columbia Bottomlands Mitigation/Conservation new projects and requests JPACTs approval recommendation to Metro Council enabling the projects to be amended correctly into the 2018 MTIP with final approval to occur from USDOT.

Proposed January 2020 Formal Amendment Bundle Amendment Type: Formal/Full Amendment #: JA20-07-JAN Total Number of Projects: 2					
ODOT Key #	MTIP ID #	Lead Agency	Project Name	Project Description	Description of Changes
Project #1 Key 20274 New Project	TBD	Ride Connection	Providence Health and Services Mobility Resource Desk	Implement mobility management services focused at two Providence hospitals for senior and disabled persons, offering individual travel options, counseling and clinic support to integrate transportation referrals.	<u>ADD NEW PROJECT:</u> The formal amendment adds Ride Connection's new 5310 grant award project that will support senior, and Disabled needs as noted in the project description

ODOT Key #	MTIP ID #	Lead Agency	Project Name	Project Description	Description of Changes
Project #2 Key 22075 New Project	TBD	ODOT	Columbia Bottomlands Mitigation/Conservation	Develop a long term mitigation/conservation bank in the Lower Willamette Watershed that generates credits for aquatic resources to be used by the greatest number of Endangered Species Act (ESA) listed fish species	ADD NEW PROJECT: The formal amendment adds ODOT's Columbia Bottomlands Mitigation/Conservation project to the 2018 MTIP. PE and ROW phases are added now. The entire project will be added to the new draft 2021-26 MTIP including the construction phase planned or FY 2022

A detailed summary of the new projects is provided below.

Project 1: Providence Health and Services Mobility Resource Desk (New Project)	
Lead Agency:	Ride Connection
ODOT Key Number:	20274 MTIP ID Number: TBD
Projects Description:	<p>Project Snapshot:</p> <ul style="list-style-type: none"> Proposed improvements – Implement mobility management services focused at two Providence hospitals for senior and disabled persons, offering individual travel options, counseling and clinic support to integrate transportation referrals. Source: New project to the MTIP Funding: Source of funding is a competitive discretionary grant from the Federal Transit Administration Access & Mobility Partnership Grants FY 2019 grant program Type: Transit Location: MPO regional area Cross Street Limits: N/A Overall Mile Post Limits: N/A Current Status Code: = Transit status “T21” = Identified in Transit Plan and approved by Board. Moving forward to program in MTIP STIP Amendment Number: 18-21-3391 MTIP Amendment Number: JA20-07-JAN
What is changing?	<p>AMENDMENT ACTION: ADD NEW PROJECT</p> <p>The formal amendment adds Ride Connection’s Providence Health and Services Mobility Resource Desk new project to the 2018 MTIP. The project’s originates from a competitive discretionary grant from FTA’s Access and Mobility Partnership Grant Program, FY 2019 funding cycle.</p> <p><u>About the FTA Access & Mobility Partnership Grant Program</u></p>

Access and Mobility Partnership Grants seek to improve access to public transportation by building partnerships among health, transportation and other service providers. This

The screenshot shows the Federal Transit Administration website with the following content:

- Header: Federal Transit Administration, About, Funding, Regulations & Programs
- Breadcrumbs: Home > Funding > Grants > Grant Programs
- Navigation: Grant Programs, Program Pages, Applicants, Grantee Tools, Contact Your Regional Office, FAQ
- Title: Access & Mobility Partnership Grants FY2019 Project Selections
- Text: Click on a header to sort by that column.
- Table:

State	Project Sponsor	Project Description	Funding Amount
AL	United Way of Central Alabama, Inc.	The United Way of Central Alabama will receive funding to serve as a centralized resource center, including provider referrals and a central call center, promoted through a public awareness campaign.	\$148,000
OR	Ride Connection, Inc.	Ride Connection, Inc. will receive funding to increase access to healthcare services by providing mobility management services focused on two hospitals and local social services, offering individual travel options, counseling and clinic support to integrate transportation referrals.	\$96,921

Related Links: Access and Mobility Partnership Grants

Contact Us: Office of Program Management, Federal Transit Administration, 1200 New Jersey Avenue, S.E., Washington, DC 20590, United States. Phone: 202-366-2953, Fax: 202-366-7951. Business Hours: 8:30 a.m.-5 p.m. ET, M-F. Share icons for Facebook, Twitter, Google+, and YouTube.

program provides competitive funding to support innovative projects for the transportation disadvantaged that will improve the coordination of transportation services and nonemergency medical transportation services.

Eligible applicants are organizations that are eligible to be recipients and sub-recipients of the Enhanced Mobility for Seniors and Individuals with Disabilities Program, (defined under 49 U.S.C. 5310):

- Designated recipients
- States and local governmental authorities
- Private nonprofit organizations
- Operators of public transportation

About Ride Connection

Ride Connection is a non-profit organization that provides free transportation services to people with disabilities and older adults. In coordination with community partners, Ride Connection provides customer-focused, safe, reliable transportation options for individuals in Clackamas, Multnomah, and Washington counties of the State of Oregon, which include urban, suburban, exurban and rural areas.

In the mid-1980s a TriMet citizen committee recommended that a volunteer program could better meet the transportation needs of older adults and people with disabilities. The first rides were done in 1986 as a TriMet project. Ride Connection was then incorporated as a private nonprofit in May 1988 with a vision to serve this population with a more adaptable, accessible service than traditional public transit. The relationship between TriMet and Ride Connection represents a unique blending of public and private resources and serves as a model of effective regional cooperation and collaboration.

About the Providence Health and Services Mobility Resource Desk Project

This project will benefit older adults, people with disabilities and low-income individuals by embedding a Mobility Specialist within the established Providence Health and Services Resource Desks located at

	<p>Providence Professional Plaza and Providence Milwaukie Hospital. Providing mobility management services at these locations will improve access to the transportation system for the purpose of healthcare and extend the established partnerships of Ride Connection, Providence and Impact Northwest from exclusively direct transportation service provision, to site specific mobility management activities including:</p> <ul style="list-style-type: none"> • Individualized Options Counseling that connects older adults, people with disabilities and low-income persons with transportation resources to help them access healthcare services at Providence locations and life activities that are social determinants of health. • Location specific travel needs analysis and information and referral data resource that integrates with the Resource Desk system, documents the available public and private transportation resources and their effectiveness in providing transportation based on attributes including Medicaid eligibility, Income /cost, geographic travel sheds and connectivity. • Clinic level relationship building, needs assessment, work flow analysis and development of process recommendations to create successful referrals. Collaboration to establish processes to reduce missed appointment rates at clinics. • Providence staff will cross train the Mobility Specialist in the use of the Providence Epic Electronic Medical Records system to assist in patient referral processes and data gathering for evaluation of project outcomes. Epic is the most widely used Electronic Medical/Health Record system in hospitals in the US and the cross training and policy documentation for Mobility Management use for the Epic system will provide replicable uses across additional locations. • Provision of an option to provide immediate need, non-emergency transportation using available public and private transportation resources. • Distribution of transit fare to include more individuals with incomes under 150% of the FPL. Integration of fare assistance with options counseling and referral to fixed route travel training programs. • Services will be provided in both English and Spanish with options to provide additional languages through translation services.
<p>Additional Details:</p>	<p>The FTA competitive grant award falls under the larger FTA Section 5310 funding program that has a purpose of assisting private nonprofit groups in meeting the transportation needs of older adults and people with disabilities when the transportation service provided is unavailable, insufficient, or inappropriate to meeting these needs.</p>

Why a Formal amendment is required?	Per the FHWA/FTA/ODOT/MPO approved Amendment Matrix, adding a new project to the MTIP requires a formal/full amendment.
Total Programmed Amount:	The FTA grant award is \$96,921. The grant requires a minimum local match of 20%. Ride Connection is providing slightly above the 20% match requirement. The total project cost estimate is \$121,891.
Added Notes:	The project is expected to last about a year. The point of contact for additional projects is Emily Motter, Chief Development Officer, tel; 503-528-1766, email - emotter@rideconnection.org

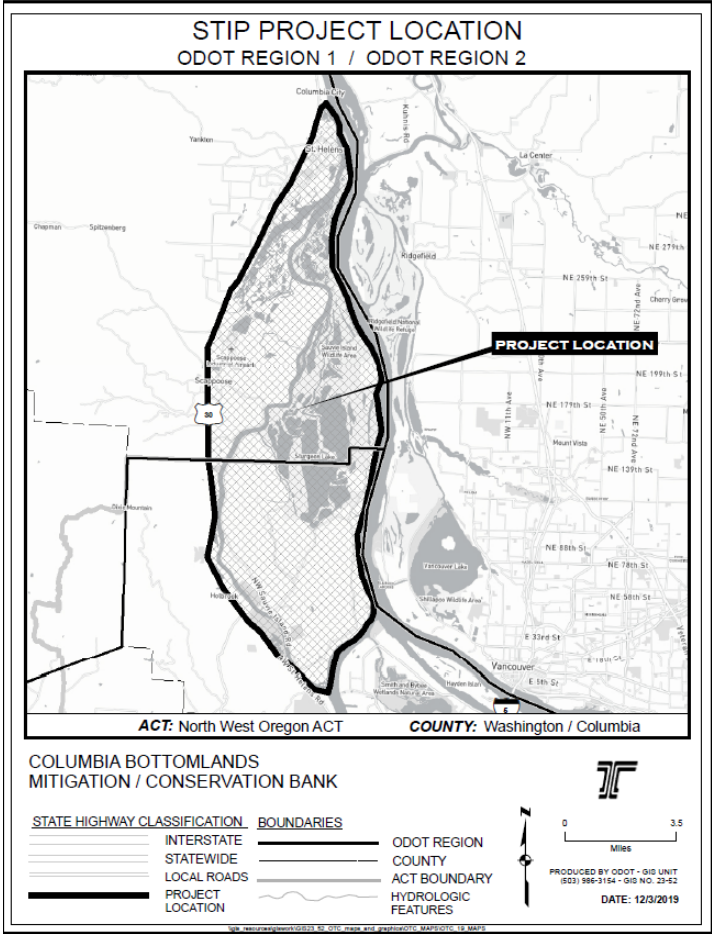
Project 2:	Columbia Bottomlands Mitigation/Conservation (New Project)		
Lead Agency:	ODOT		
ODOT Key Number:	22075	MTIP ID Number:	TBD
Projects Description:	<p>Project Snapshot:</p> <ul style="list-style-type: none"> Proposed improvements: Develop a long term mitigation/conservation bank in the Lower Willamette Watershed that generates credits for aquatic resources to be used by the greatest number of Endangered Species Act (ESA) listed fish species Source: New project to the MTIP Funding: Source of funding is State funds approved by OTC during their December 2019 meeting Type: Other Location: In NW Portland area on the Columbia River watershed which covers ODOT Regions 1 and into 2 Cross Street Limits: West to US 30 and the St Helens area in the north and then south to NW ST Helens Rd just north of the Smith and Bybee Wetlands area Overall Mile Post Limits: N/A Current Status Code: = 2 = Pre-design/project development activities (pre-NEPA) (ITS = ConOps.) STIP Amendment Number: 18-21-3403 MTIP Amendment Number: JA20-07-JAN 		
What is changing?	<p>AMENDMENT ACTION: ADD NEW PROJECT</p> <p>The formal amendment adds ODOT's Columbia Bottomlands Mitigation/Conservation project to the 2018 MTIP.</p> <p>From the OTC Staff Report:</p> <p>ODOT has identified a need in the Lower Willamette watershed area for a compensatory mitigation bank to generate conservation credits that compensate for future ODOT projects impacts to aquatic resources and Endangered Species Act (ESA) listed fish species.</p> <p>The Columbia Bottomlands mitigation bank site identified in this proposal will meet long-term mitigation needs for STIP projects in the Lower Willamette watershed that spans much of Region 1 and a portion of Region 2. There are currently limited aquatic resource banks in the watershed and banked aquatic resource mitigation credits are an identified critical path item for project delivery in this area. The proposed bank at Columbia</p>		

Bottomlands will also increase the speed of permit approvals by avoiding compensatory mitigation design for individual projects, at the same time providing economies of scale that reduce environmental mitigation costs.

Compensatory mitigation is the use of off-site restoration activities to mitigate unavoidable disturbance that occurs during the construction phase of a project. The currency for offsetting this disturbance is a conservation credit which is a unit measure of ecological benefit generated by a restoration project for a specific ecological need (water quality, wildlife habitat). Credits are considered banked when they're certified and ready for use.

The requested funds would establish a large scale aquatic resource restoration site at the Columbia Bottomlands location (along Highway 30 near Scappoose). Once restoration activities have achieved a healthy, stable level of measureable benefit conservation credits could be certified. These credits would be then available to offset unavoidable disturbance by future projects in the same watershed. Such projects could include a future Interstate 5 bridge replacement project over the Columbia River. The Columbia Bottomlands is the identified highest ecological priority area (Attachment 1) within the Lower Willamette Watershed and is where we will locate the bank.

Additional Details:



	<p>With approval, the agency will initiate a Request for Proposals (RFP) for a full-outsourced "Turnkey" compensatory mitigation/conservation bank project. The project will include site selection planning, acquisition, preliminary engineering and construction. Our target restoration goal is to generate a minimum of 10 acre-credits of aquatic resources usable by the greatest number of ESA listed fish species practicable.</p>																																													
Why a Formal amendment is required?	Per the FHWA/FTA/ODOT/MPO approved Amendment Matrix, adding a new project to the MTIP requires a formal/full amendment.																																													
Total Programmed Amount:	<p>OTC approved a total of \$2,950,000 of State funds for the project. In the 2018-21 MTIP, the PE and ROW phases will be programmed. The entire project will be programmed in the 2021-2026 MTIP including the construction phase which will be programmed in 2022.</p> <p>STIP Amendment Funding Summary</p> <table border="1"> <thead> <tr> <th>Project</th> <th>Current Funding</th> <th>Proposed Funding</th> </tr> </thead> <tbody> <tr> <td>Site Mitigation and Repair 2020 (KN 20291)</td> <td>\$1,006,977</td> <td>\$0</td> </tr> <tr> <td>Mitigation Banking Program</td> <td>\$1,943,023</td> <td></td> </tr> <tr> <td>Columbia Bottomlands Mitigation/Conservation Bank</td> <td></td> <td>\$2,950,000</td> </tr> <tr> <td>TOTAL</td> <td>\$2,950,000</td> <td>\$2,950,000</td> </tr> </tbody> </table> <table border="1"> <thead> <tr> <th colspan="4">Columbia Bottomlands mitigation/conservation bank (KN 22075)</th> </tr> <tr> <th rowspan="2">PHASE</th> <th rowspan="2">YEAR</th> <th colspan="2">COST</th> </tr> <tr> <th>Current</th> <th>Proposed</th> </tr> </thead> <tbody> <tr> <td>Preliminary Engineering</td> <td>2020</td> <td>0</td> <td>\$400,000</td> </tr> <tr> <td>Right of Way</td> <td>2021</td> <td>0</td> <td>\$1,000,000</td> </tr> <tr> <td>Utility Relocation</td> <td>N/A</td> <td>0</td> <td>\$0</td> </tr> <tr> <td>Construction</td> <td>2022</td> <td>0</td> <td>\$1,550,000</td> </tr> <tr> <td>TOTAL</td> <td></td> <td></td> <td>\$2,950,000</td> </tr> </tbody> </table>	Project	Current Funding	Proposed Funding	Site Mitigation and Repair 2020 (KN 20291)	\$1,006,977	\$0	Mitigation Banking Program	\$1,943,023		Columbia Bottomlands Mitigation/Conservation Bank		\$2,950,000	TOTAL	\$2,950,000	\$2,950,000	Columbia Bottomlands mitigation/conservation bank (KN 22075)				PHASE	YEAR	COST		Current	Proposed	Preliminary Engineering	2020	0	\$400,000	Right of Way	2021	0	\$1,000,000	Utility Relocation	N/A	0	\$0	Construction	2022	0	\$1,550,000	TOTAL			\$2,950,000
Project	Current Funding	Proposed Funding																																												
Site Mitigation and Repair 2020 (KN 20291)	\$1,006,977	\$0																																												
Mitigation Banking Program	\$1,943,023																																													
Columbia Bottomlands Mitigation/Conservation Bank		\$2,950,000																																												
TOTAL	\$2,950,000	\$2,950,000																																												
Columbia Bottomlands mitigation/conservation bank (KN 22075)																																														
PHASE	YEAR	COST																																												
		Current	Proposed																																											
Preliminary Engineering	2020	0	\$400,000																																											
Right of Way	2021	0	\$1,000,000																																											
Utility Relocation	N/A	0	\$0																																											
Construction	2022	0	\$1,550,000																																											
TOTAL			\$2,950,000																																											
Added Notes:	OTC approval was required and occurred during their December 2019 meeting,																																													

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.
- If not directly identified in the RTP’s constrained project list, the project is verified to be part of the MPO’s annual Unified Planning Work Program (UPWP) if federally funded and a regionally significant planning study that addresses RTP goals and strategies and/or will contribute or impact RTP performance measure targets.
- 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.

ODOT-FTA-FHWA Amendment Matrix	
Type of Change	
FULL AMENDMENTS	
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: <ul style="list-style-type: none"> • 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. <ul style="list-style-type: none"> • FHWA project cost increase/decrease: <ul style="list-style-type: none"> • 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.
ADMINISTRATIVE/TECHNICAL ADJUSTMENTS	
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.

- 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
 - 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 January 2020 Formal MTIP amendment (JA20-07-JAN) will include the following:

<u>Action</u>	<u>Target Date</u>
• Initiate the required 30-day public notification process.....	January 7, 2020
• TPAC notification and approval recommendation.....	January 10, 2020
• JPACT approval and recommendation to Council.....	January 16, 2020
• Completion of public notification process.....	February 5, 2020
• Metro Council approval.....	February 6, 2020

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	February 11, 2020
• Amendment bundle submission to ODOT for review.....	February 12, 2020
• Submission of the final amendment package to USDOT.....	February 12, 2020
• ODOT clarification and approval.....	Late February, 2020
• USDOT clarification and final amendment approval.....	Early to mid-March 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:

TPAC recommends JPACT approve Resolution 20-5068 under MTIP Amendment JA20-07-JAN and provide an approval recommendation to Metro Council allowing the MTIP to add Ride Connection's Providence Health and Services Mobility Resource Desk new project and ODOT's Columbia Bottomlands Mitigation/Conservation new project

Note: No attachments

4.2 Consideration of December 19, 2019 Minutes
Consent Agenda

Joint Policy Advisory Committee on Transportation
Thursday, January 16, 2020
Metro Regional Center, Council Chamber



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

JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION (JPACT)

Meeting Minutes

December 19, 2019

Metro Regional Center, Council Chamber

MEMBERS PRESENT

Shirley Craddick (Chair)
Craig Dirksen
Bob Stacey
Tim Knapp
Doug Kelsey
Carley Francis
Karylenn Echols
Roy Rogers
Jessica Vega Pederson
Anne McEnerny-Ogle
Denny Doyle
Paul Savas

AFFILIATION

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

MEMBERS EXCUSED

Rian Windsheimer
Chloe Eudaly
Curtis Robinhold
Nina DeConcini

AFFILIATION

Oregon Department of Transportation
City of Portland
Port of Portland
Oregon Department of Environmental Quality (ODEQ)

ALTERNATES PRESENT

Mandy Putney
Chris Warner
Emerald Bogue

AFFILIATION

Oregon Department of Transportation
City of Portland
Port of Portland

OTHERS PRESENT: Mark Graf, Garet Prior, Glen Bolen, Jean Senechal Biggs and Scott Turnoy

STAFF: Sara Farrokhzadian, Margi Bradway, Carrie MacLaren, Marlene Guzman, Kate Fagerholm, Dan Kaempff, Lake McTighe and Anne Buzzini

1. CALL TO ORDER AND DECLARATION OF A QUORUM

JPACT Chair Shirley Craddick called the meeting to order at 7:32 am. She asked members, alternates and meeting attendees to introduce themselves.

2. PUBLIC COMMUNICATION ON JPACT ITEMS

Mr. Charles Ormsiby—provided testimony on Resolution No. 19-5047 and raised concerns about the lack of neighborhood involvement in the planning process. He explained his efforts to advocate for handicap accessibility in the City of Lake Oswego.

3. UPDATES FROM THE CHAIR AND JPACT MEMBERS

Chair Shirley Craddick thanked JPACT members for their involvement in the Regional Transportation Funding Measure. She thanked Commissioner Jessica Vega Pederson for her efforts in the Metro Transportation Funding Task Force. Chair Craddick noted that JPACT members received a memo including 2020 JPACT meeting dates. She asked members to submit new JPACT appointments to the Council Office Legislative Engagement Coordinator. Chair Craddick thanked Ms. Sara Farrokhzadian for her commitment to the Council Office. She congratulated Ms. Farrokhzadian on her new position as a paralegal in the Office of Metro Attorney.

Councilor Bob Stacey expressed the Council's concerns about the long term impacts of the Boone Bridge project included in Resolution No. 19-5060. He noted that Resolution No. 19-5060 authorized initial steps towards scoping projects. Councilor Stacey noted that the Boone Bridge project identifies potential weaknesses in the region's urban growth management strategy.

Commissioner Paul Savas raised concerns about congestion and the potential weaknesses of the urban growth boundary. Councilor Stacey seconded Commissioner Savas comments and highlighted the need for affordable housing within the urban growth boundary.

Mayor Tim Knapp addressed Councilor Stacey's concerns and emphasized his jurisdiction's commitment to the urban growth boundary. Mayor Knapp noted that the Boone Bridge project was imperative in addressing congestion concerns. He noted that there needed to be a balance between addressing land use concerns and congestion issues. Mayor Knapp explained that the handout on the 1-5 Wilsonville Facility Plan highlighted the Boone Bridge Project's potential improvements to traffic flow.

Ms. Mandy Putney noted that the 1-5 Wilsonville Facility Plan is available online if members had additional questions. She noted the Boone Bridge project was evaluated

in the 2018 Regional Transportation Plan as project number 11990. Ms. Putney explained that the Oregon Department of Transportation (ODOT) also consulted with 1000 Friends of Oregon.

4. **CONSENT AGENDA**

MOTION: Councilor Stacey and Mayor Denny Dole seconded to adopt the consent agenda.

Mayor Knapp highlighted Mr. Ormsiby's public testimony and his concerns about the lack of neighborhood involvement. He asked if staff would like to further discuss Mr. Ormsiby's comments.

MOTION: Mayor Knapp and Commissioner Savas seconded to adopt the consent agenda with the exception of Resolution No. 19-5047 to allow for further discussion.

ACTION: With all in favor, motion passed.

Mayor Knapp asked if Metro Staff would emphasize neighborhood involvement in the planning process as part of Resolution No. 19-5047.

Ms. Margi Bradway provided more insight into Resolution No. 19-5047 and suggested that JPACT members embed a public engagement component to the Unified Planning Work Program (UPWP).

Mayor Knapp noted that within the Clackamas Connections Integrated Corridor Management (ICM) the Stakeholder Participation Plan could provide an opportunity for public engagement. Ms. Bradway redirected the question to Commissioner Savas and asked him about his willingness to amend the methodology. Commissioner Savas agreed to the amendments suggested by Mayor Knapp

MOTION: Mayor Knapp and Commissioner Savas seconded to adopt Resolution No. 19-5047 with agreed upon amendments to the Clackamas Connections Integrated Corridor Management's (ICM) methodology.

ACTION: With all in favor, motion passed.

5. **ACTION ITEMS**

5.1 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

Chair Craddick noted that Resolution No. 19-5052 and Resolution 19-5051 moved

independently through JPACT to allow for further discussions. She mentioned that Ms. Margi Bradway and Ms. Putney were available to answer questions.

Commissioner Vega Pederson raised concerns about moving forward with ODOT's Corridor Bottleneck Operations Study 2 (CBOS2) project. She expressed her interests in identifying the potential impacts of congestion pricing. Commissioner Vega Pederson emphasized that more research needed to be made on congestion pricing before approving auxiliary lane projects.

Commissioner Savas expressed his approval for CBOS2 projects that had been implemented. He noted their success in addressing congestion and safety issues. Commissioner Savas asked Ms. Putney if ODOT would consider implementing congestion pricing. He addressed safety as a priority for the region. Ms. Putney discussed safety concerns that further exacerbated congestion issues. She noted that ODOT aimed to address both safety and congestion concerns through potential CBOS2 projects.

Mayor Knapp noted his reluctance to delay Resolution No. 19-5052 and Resolution No. 19-5051 in order to research congestion pricing. He described the significant safety improvements that emerged from phase 1 of CBOS.

Ms. Bradway provided clarification on the safety goals adopted by the 2018 Regional Transportation Plan (RTP) and Safety Strategy. She noted that the safety goals were specific to fatalities and serious injuries. However, Ms. Bradway and Ms. Putney noted that CBOS' analysis identified high crash rates on freeways.

Commissioner Roy Rogers seconded Commissioner Savas' comments and discussed the significant safety improvements in the I-5 corridor. He expressed his approval of Resolution's No. 19-5052. Ms. Emerald Bogue provided clarification and expressed the Port of Portland's broad support.

Councilor Craig Dirksen seconded Commissioner Vega Pederson's comments about congestion pricing. He explained that Metro conducted a study to identify the potential impacts of congestion pricing. Councilor Dirksen agreed with Mayor Knapp in stating that the CBOS2 study and the congestion pricing study could be complete concurrently.

MOTION: Commissioner Roy Rogers and seconded by Mayor Anne McEnergy-Ogle.

ACTION: Motion passed, with two opposed Commissioner Vega Pederson and Councilor Bob Stacey.

5.2 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 (CBOS II) (DC20-04-DEC1)

MOTION: Commissioner Knapp and seconded by Commissioner Savas to approve Resolution No. 19-5051.

Councilor Dirksen presented proposed amendments to Resolution No. 19-5051. He stated that it was important for each of the CBOS2 project to be fully vetted in order to understand the full scope and value of each project. Councilor Dirksen explained that the proposed amendments aimed to prevent project delays. Ms. Mandy noted that CBOS2 included proposals for considerations and not yet developed projects.

MOTION: Councilor Dirksen and seconded by Councilor Stacey with the suggested amendments to Resolution No. 19-5051.

Councilor Stacey and Chris Warner expressed their approval for the amendments brought forth by Councilor Dirksen. Mayor McEnery-Ogle raised concerns by noting that the proposed amendments in the seventh whereas clause were narrowing. She proposed an amendment to change the original language to “small-scale projects, and opportunities to address congestion through safety operational improvements.” Ms. Carrie MacLaren clarified the proposed amendments.

Councilor Dirksen and Councilor Stacey withdrew their amendments in response Mayor McEnery-Ogle’s suggestions.

MOTION: Councilor Dirksen remakes his motion for his proposed amendments with changes as indicated by Mayor McEnery-Ogle and seconded by Commissioner Vega Pederson.

Councilor Karylinn Echols asked for clarification on Councilor Dirksen’s amendments in the eighth whereas clause. She requested explanation for the use of the wording “without limitation.” Councilor Dirksen noted that it broadens the scope of what would be considered under CBOS2.

Mayor Knapp raised concerns about the meaning and intent of the language included in the first whereas clause on page two. He noted that the language suggested that even projects included in the RTP required additional review. Councilor Dirksen and Ms. Bradway provided clarification and noted that projects already in the RTP did not require amendments. Ms. Bradway suggested that they would further refine the language to provide clarity. Mayor Knapp proposed that they change the language to “Whereas, before proceeding with project development and construction for projects not currently in the RTP.”

Councilor Dirksen accepted Mayor Knapp's proposed changes as a friendly amendment.

Commissioner Roy Rogers asked if Resolution No. 19-5052 could be brought back next month to allow for further review and discussion. Commissioner Savas seconded Commissioner Rogers' comments. Ms. Bradway noted that if JPACT members delay action ODOT will be impacted. Ms. Putney shared that ODOT has experienced several delays. She remarked that the first whereas clause on page 2 was redundant.

Ms. MacLaren shared proposed amendments per Mayor Knapp's suggestions. She proposed that Metro amend the language to, "whereas, before proceeding with project development and construction on the recommended projects not already in the 2018 RTP, ODOT must bring each individual project to JPACT and Metro Council for consideration as amendments to the 2018 RTP." Ms. Bogue asked if this clause was redundant why not exclude it. Ms. Bradway noted that it provided clarity to Metro staff.

MOTION: Councilor Dirksen remakes his motion for proposed amendments with changes as indicated by Mayor McEnery-Ogle and Mayor Knapp seconded by Commissioner Vega Pederson.

ACTION: Motion passed, with Commissioner Vega Pederson, Councilor Dirksen, Councilor Echols, Councilor Stacey, Mayor Doyle, Mayor McEnery-Ogle and Mr. Kelsey's approval. Ms. Francis, Mr. Knapp, Commissioner Savas, Commissioner Rogers, Ms. Putney and Ms. Bogue opposed.

MOTION: Commissioner Knapp and Commissioner Savas seconded to approve Resolution No. 19-5051.

ACTION: Motion passed, with three opposed.

5.3 Resolution No. 20-5063, For the Purpose of Allocating \$143.98 Million of Regional Flexible Funding For the Years 2022-2024, Pending Adoption of 2021-24 MTIP

Councilor Craddick introduced Mr. Dan Kaempff, Principal Transportation Planner, to present on Resolution No. 20-5063.

Key elements of the presentation included:

Mr. Kaempff explained that Resolution No. 20-5063 approved step two of the package for Regional Flexible Funds Allocation (RFFA) 2022-2024 cycle. He noted that Metro Council was scheduled to consider and take action on January 16, 2020. Mr. Kaempff shared that the Transportation Policy Alternatives Committee (TPAC) recommended funding for sixteen of twenty-three total proposed projects, including eight projects in

each target category area.

Mr. Kaempff shared the RTP and RFFA investment priorities, including equity, safety, climate and congestion. He discussed active transportation benefits as well as freight and economic development benefits. Mr. Kaempff mentioned funded projects in Clackamas County, Multnomah County, Portland and Washington County. He discussed next steps pending JPACT and Council action.

Member discussion included:

Commissioner Rogers distributed a letter requesting discussion time during JPACT to review MTIP policies and RFFA criteria prior to the next RFFA cycle. Mr. Doug Kelsey asked about potential ways to reprioritize excess funds. Ms. Bradway explained that Metro typically experiences cost overruns rather than under expenditures.

Councilor Stacey expressed his appreciation for collaboration between the three coordinating committees and the City of Portland. Mayor Knapp seconded Councilor Stacey's comments and expressed his appreciation for the prioritization of the coordinating committees' input.

MOTION: Mayor McEnery-Ogle and Mayor Doyle seconded to adopt Resolution No. 20-5063.

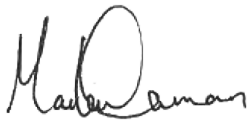
ACTION: With all in favor, motion passed.

Councilor Craddick postponed agenda item 6.1 Designing Livable Streets and Trails Guide due to time constraints.

6.0 ADJOURN

Chair Craddick adjourned the meeting at 8:55am.

Respectfully Submitted,



Marlene Guzman
Recording Secretary

ATTACHMENTS TO THE PUBLIC RECORD FOR THE MEETING OF DECEMBER 19, 2019

ITEM	DOCUMENT TYPE	DOC DATE	DOCUMENT DESCRIPTION	DOCUMENT NO.
3.	Additional Materials	12/19/19	I-5 Wilsonville Facility Plan	121919j-01
5.2	Additional Materials	12/19/19	Amendments to Resolution No. 19-5051	121919j-02
5.3	Presentation	12/19/19	Resolution No. 20-5063: 2022-24 Regional Flexible Funds Allocation	121919j-03
5.3	Handout	12/19/19	Map Handout for Resolution No. 20-5063	121919j-04
5.3	Testimony	12/19/19	Testimony on Resolution No. 20-5063	121919j-05

***5.1 Resolution No. 20-5062, For the Purpose of Amending the FY 2019-20 Unified Planning
Work Program (UPWP) to Add Funding for the Regional Mobility Policy Update
Information/Discussion Items***

Joint Policy Advisory Committee on Transportation
Thursday, January 16, 2020
Metro Regional Center, Council Chamber

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE FY) RESOLUTION NO. 20-5062
2019-20 UNIFIED PLANNING WORK)
PROGRAM (UPWP) TO ADD FUNDING FOR) Introduced by Acting Chief Operating Officer
THE REGIONAL MOBILITY POLICY UPDATE) 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, 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; and

WHEREAS, the 2018 Regional Transportation Plan (RTP) identified the need for this planning effort because the plan failed to meet state requirements for demonstrating consistency with the Oregon Highway Plan (OHP) Highway Mobility Policy (Policy 1F) for state-owned facilities; and

WHEREAS, the Oregon Department of Transportation (ODOT) agreed to partner with Metro to update the 20-year old “interim” mobility policy that is used to define and measure mobility in regional and local transportation system plans (TSPs) and during the plan amendment process in the Portland area; and

WHEREAS, Metro included a Regional Mobility Policy Update project in the FY 2019-20 UPWP with an expected budget of \$558,718, and

WHEREAS, the first phase of the Regional Mobility Policy update included a formal scoping period, from April to December 2019, to build agreement on the overall approach for the Regional Mobility Policy update, including the project objectives to be addressed and ways to engage stakeholders and the public in the process; and

WHEREAS, on November 21, 2019, the Joint Policy Advisory Committee on Transportation (JPACT) approved and recommended Metro Council approval of the Work Plan and the Stakeholder and Public Engagement Plan for the Regional Mobility Policy Update; and

WHEREAS, on December 5, 2019 the Metro Council approved the Work Plan and the Stakeholder and Public Engagement Plan for the Regional Mobility Policy Update, directing staff to move forward with the to move forward with the next phase of the project and to finalize the project agreement between Metro and the Oregon Department of Transportation (ODOT); and

WHEREAS, this amendment updates the project description, objectives and deliverables to reflect the work plan and engagement plan approved by JPACT and the Metro Council as well as an additional \$560,000 that is anticipated to be available for consultant services; 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 revise the Regional Mobility Policy Update project as shown in the attached Exhibit A.

ADOPTED by the Metro Council this 20th day of February, 2020

Lynn Peterson, Council President

Approved as to Form:

Carrie MacLaren, Metro Attorney

Regional Mobility Policy Update

Staff Contact: Kim Ellis, kim.ellis@oregonmetro.gov

Description

In 2018, Metro completed an update to the regional transportation plan. [In early 2019, Metro and the Oregon Department of Transportation \(ODOT\) began 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 region. The current “interim” 20-year old mobility policy is contained in both the 2018 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 in the 2018 RTP and OHP for the Portland region. The 2018 RTP failed to demonstrate consistency with Policy 1F of the OHP for state-owned facilities, particularly for the region’s throughway system. Congestion and its impacts on mobility and the region’s economic prosperity and quality of life are a top public concern. The update identified current traffic congestion on many of the region’s throughways and arterials, and predicts that many of these facilities are unlikely to meet adopted interim regional mobility policy targets in the future, including I-5, I-205, I-84, OR 217 and US 26. Moreover, growing congestion on Portland area throughways is impacting economic competitiveness for the region and entire state and is of regional and statewide concern.](#)

Recognizing a number of limitations with the current adopted mobility policy, ODOT and Metro prioritized moving forward with a focused look at the [Interim Regional Mobility Policy adopted in the RTP and the Oregon Highway Plan \(OHP\) Policy 1F3 \(Highway Mobility Policy\)](#) in advance of the next update to the RTP (due in 2023).

The purpose of this effort is to update the interim mobility policy framework for the Portland metropolitan area in the RTP and OHP Policy 1F, including development of alternative mobility measures and targets. The updated policy framework will define clear mobility expectations and a decision-making framework that will guide the development of and updates to regional and local transportation system plans and the evaluation of plan amendments subject to the Transportation Planning Rule (TPR) -0060 during development review. The updated framework will also guide future monitoring and reporting in support of the region’s congestion management process and MAP-21/FAST Act performance-based planning.

The project [is expected to result in will recommend](#) amendments to the RTP and regional functional plans and [Policy 1F of the OHP Policy 1F3](#) for consideration by JPACT, the Metro Council and the Oregon Transportation Commission prior to initiating the 2023 RTP update.

Additional background information on this project can be found in Chapter 8 (Section 8.2.3.1) of the 2018 RTP [and the work plan and engagement plan approved by JPACT and the Metro Council in Fall 2019](#).

Overall Objectives

- Metro Council and Oregon Transportation Commission consider approval of the updated mobility policy framework prior to initiating the 2023 RTP update.
- Advance the region's desired outcomes and local, regional and state efforts to implement the 2040 Growth Concept and 2018 RTP policy goals for advancing equity, mitigating climate change, improving safety and managing congestion.
- Support implementation of the region's Climate Smart Strategy, the Statewide Transportation Strategy for Reducing Greenhouse Gas Emissions and related policies.
- Provide a clear policy basis for management of and investment in the throughway¹ 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.
- ~~Develop an a holistic~~ alternative mobility policy and associated measures, targets and methods for the Portland ~~metropolitan~~-region that focuses on system completeness for all modes and system and demand management activities to serve planned land uses~~define mobility expectations for multiple modes users, and time periods, and that-~~. The updated policy will:
 - Clearly and transparently communicate mobility expectations for multiple modes, users and time periods, and provide clear targets for local, regional and state decision-making.
 - Provide mobility equitably and help eliminate disparities historically marginalized communities² face in meeting their travel needs.
 - Addresses all modes of transportation in the context of planned land uses.
 - Address the diverse mobility needs of ~~and~~ both people and goods movement.
 - Use transportation system and demand management to support meeting mobility needs.
 - Help decision-makers make decisions that advance multiple policy objectives.
 - Distinguish between throughway and arterial performance and take into account both state and regional functional classifications for all modes and planned land uses.
 - ~~Are-Be~~ financially ~~realistic~~ achievable.
 - Balance mobility objectives. Reflect and are consistent with other adopted state, regional and community policy objectives, especially policy objectives for land use, affordable housing, safety, equity, climate change and economic prosperity.³
 - Build-Be broadly understood and local government buy-in and supported by federal, state, regional and local governments, key stakeholders and decision-makers, including JPACT, the Metro Council and the Oregon Transportation Commission for the updated policy and implementation.
 - ~~Address growing motor vehicle congestion in the region and its impacts on transit, freight and other modes of travel.~~ Recognize that mobility into and through the

¹ Throughways are designated in the 2018 RTP and generally correspond to Expressways designated in the OHP.

² Historically marginalized communities are defined as people of color, people who do not speak English well, low income people, youth, older adults and people living with disabilities.

³ 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.

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.

- Be legally defensible for implementing jurisdictions.
 - Are-Be innovative and advance ~~the~~ state of the art practices related to measuring multimodal mobility beyond the current motor vehicle v/c based measures and targets.
 - Consider-Evaluate system completeness and facility performance for all modes to serve planned land uses in the alternative mobility policy, as well as financial, environmental, greenhouse gas and community impacts of the policy, including impacts of the policy on traditionally underserved communities and public health.
 - AreBe applicable and useful at the system plan, mobility corridor, and plan amendment (development review) scales.
- Ground policy development and implementation in community, regional and state goals for land use and transportation, public values and mobility expectations, sound technical analysis and input from partners, stakeholders and the public.
 - Communicate complete, accurate, understandable, and timely information to partners and stakeholders throughout the project.
 - PEnsure an inclusive engagement approach that provides meaningful opportunities for input from policymakers, community and business leaders and organizations, local jurisdictions, transit and Port districts key stakeholders and the public to provide input and demonstrate how input influenced the process prior to key milestones.
 - Increase collaboration and coordination among state, regional and local partners.
 - Ensure compliance with all public participation requirements and consistency with state requirements and plans, including relevant statewide planning goals, the State Agency Coordination Program (OAR 731-015-0055) and the OHP Policy 1F3 and associated Operational Notice PB-02.

Previous Work (through June 2019)

- Adoption of the Oregon Highway Plan in 1999.
- Adoption of the Interim Regional Mobility Policy for the region in the 2000 RTP.
- Ongoing implementation of the region's CMP since adoption of the 2000 RTP.
- Adoption of the Interim Regional Mobility Policy in Table 7 and Policy 1F3 in the OHP in 2002.
- Adoption of the Oregon Transportation Plan (OTP) in 2006, the policy document that frames and organizes all of the state's modal plans for transportation.
- Adoption of the "Regional Mobility Corridors Concept" and "System Completion" policy frameworks in the 2010 RTP as tools for diagnosing and monitoring mobility needs in 24 subareas that contain the region's multimodal travel corridors – an integrated multimodal transportation system of throughways, arterials, transit routes, freight routes and regional active transportation routes, including regional trails, that serve planned land uses identified in the 2040 Growth Concept and Regional Framework Plan.
- Publication of the Regional Mobility Corridor Atlas in 2010 and 2015 to identify gaps and deficiencies for all modes of travel within each regional mobility corridor.
- Updates to the Oregon Transportation Planning Rule (TPR) and Oregon Highway Plan (OHP) in 2011.
- Publication of the ODOT Region 1 Corridor Bottleneck Operations Study (CBOS) in 2013 to identify bottleneck locations on the region's throughway system and potential solutions.

-
- Publication of the ODOT Region 1 Active Traffic Management (ATM) Atlas in 2016.
 - Publication of ODOT Region 1 Portland Transportation Performance Report in 2016 and 2018, documenting growing congestion and crash rates on the region's throughways and impacts on system reliability.
 - Publication of Regional Transportation Snapshots in 2016 and 2017, documenting changes in travel behavior and overall transportation system performance for all modes of travel.
 - Collaboration with ODOT, TriMet and SMART to meet federal performance-based planning requirements in 2017 and 2018.
 - Adoption of the Regional Transportation Safety Strategy, the Regional Freight Strategy and the Regional Transit Strategy in 2018.
 - Adoption of the 2018 Regional Transportation Plan, including near-term safety and congestion-related performance monitoring targets as required by MAP-21/FAST Act and long-term performance targets related to safety, congestion, system completion, mode share, vehicle miles traveled and vehicle emissions. The RTP also identifies the need to update the Interim Regional Mobility Policy prior to the next scheduled RTP update (due in 2023).
 - Project agreement between Metro and ODOT.

Methodology

This effort will be completed in two broad phases:

- **Phase 1 | Project Scoping | ~~May-April to September-December 2019~~** -Metro and ODOT work together with assistance from a consultant to engage local, regional and state partners and stakeholders to develop a refined problem statement, glossary of terms, work plan and public engagement plan to be for considered for adoption by JPACT and the Metro Council. Engagement activities in this phase will include stakeholder interviews, TPAC workshop(s), a Community Leader's Forum, Metro Council briefings and local elected official briefings through JPACT and City of Portland and County Coordinating Committees.
- **Phase 2 | Project Implementation | ~~October 2019~~January 2020 to ~~June-Fall 2021~~** Metro and ODOT work together with assistance from a ~~contractor~~consultant, to engage local, regional and state partners and stakeholders to develop the alternative regional mobility policy, measures, targets, and methods for consideration by JPACT, Metro Council and the Oregon Transportation Commission.

The project will rely on existing regional technical and policy advisory committees and decision-making processes that is supplemented with briefings to the OTC and targeted outreach to coordinating committees, business and freight associations, transportation, environmental justice and environmental advocacy groups and historically marginalized communities.

The project will produce two major policy amendments to the RTP and Policy 1F3 in the OHP:

- A mobility policy framework will be developed for the region's throughways, which generally correspond with expressways designated in the Oregon Highway Plan (OHP). This policy will be incorporated into the RTP, Regional Transportation Functional Plan and OHP Policy 1F3 for the purpose of evaluating the performance of throughways in the region.
- A mobility policy framework will be developed for regional arterial streets. This policy will be incorporated into the RTP and Regional Transportation Functional Plan for county and city-owned arterials, and in OHP Policy 1F3 for the purpose of evaluating the performance of state-owned arterials.

Together, the new policy frameworks will guide transportation system planning as part of future RTP and local TSP updates in support of the region's ongoing congestion management process. The policy frameworks will also be applied to the evaluation of transportation impacts of plan amendments during development review, and will provide guidance for operational decisions.

The project will follow the process set forth in OHP Policy 1F3 and associated Operational Notice PB-02 and must include findings to demonstrate compliance. That means the project will set forth a Portland area-specific process(es) and documentation requirements and identify measures and targets for identifying needs and for demonstrating the adequacy of regional and local actions and projects in transportation system plans, and of mitigation measures for plan amendments during development review.

Proposed measures and targets will generally be taken from existing measures and past research efforts, including the RTP, Climate Smart Strategy, ODOT Key Performance Measures, Federal performance measures and targets, Washington County TGM project on performance measures and standards, and the ODOT Region 1 Highway Performance Project and Traffic Performance Report. A targeted review of best practices from California, Washington, Florida, and other states and MPOs will be conducted.

Measures to explore may include motor vehicle, freight and transit travel time and reliability, active transportation network completeness, street connectivity, transit coverage and frequency, mode share, accessibility [to jobs, services and travel options](#), trip length, vehicle miles traveled, and mobility corridor person and goods movement capacity and throughput. Measures, targets, and methods may vary in how they apply system-wide, to multimodal mobility corridors, to throughways, to arterials, and to plan amendments, but will not result in 24 mobility corridor-specific measures or targets.

The project will apply the proposed measures and targets to selected mobility corridors at the mobility corridor and development review scale through case studies. The case studies will involve a technical assessment to determine the feasibility and adequacy of the proposed measures, [methods](#) and targets. Following the case studies, the project will define an updated alternative mobility policy for the Portland region, including measures and targets for use in the 2023 RTP update.

In addition to becoming a part of the 2023 RTP, this effort will be coordinated with and supportive of other state and regional initiatives, including the ODOT Value Pricing Project, 2020 Transportation System Management and Operations (TSMO) Strategy, Regional Congestion Pricing Technical Analysis, Enhanced Transit Corridors implementation, the Jurisdictional Transfer Assessment Project and ongoing implementation of the region's congestion management process.

This work is anticipated to continue in FY 20-21, concluding in [June-Fall](#) 2021 prior to initiating the 2023 RTP update. [More detail about the project methodology is provided in the work plan and engagement plan approved by JPACT and the Metro Council in Fall 2019.](#)

FY 2019-20 Unified Planning Work Program

Major Project Deliverables/ Milestones	
1st Quarter	<ul style="list-style-type: none"> • Scoping engagement activities, including Community Leaders' Forum • Work plan and public engagement plan with a refined problem statement, project approach and glossary of terms • Contractor scope(s) of work • Background report(s) including existing regional and state mobility policy framework and performance measures, and related studies and plans by ODOT Region 1, Washington County, and others. • Scoping public engagement report
2nd Quarter	<ul style="list-style-type: none"> • Stakeholder Interviews Report • Scoping Engagement Report • Work plan and public engagement plan approved by JPACT and the Metro Council • Metro/ODOT Intergovernmental Agreement Guiding principles for updating regional mobility policy framework
3rd Quarter	<ul style="list-style-type: none"> • Consultant procurement • Final consultant scope of work • Background report(s) and factsheets Policy framework elements defined (e.g., desired performance targets, evaluation measures and methods)
4th Quarter	<ul style="list-style-type: none"> • Policy framework elements defined (e.g., desired performance targets, evaluation measures and methods) • Direction for case studies • Public engagement report
Ongoing	<ul style="list-style-type: none"> • Quarterly reports • Maintain project website

Project Leads

- Metro and the Oregon Department of Transportation

Project Partners

- Oregon Transportation Commission
- Metro Council
- Joint Policy Advisory Committee on Transportation
- Transportation Policy Alternatives Committee
- Oregon Department of Land Conservation and Development
- Cities and Counties
- Ports of Portland and Vancouver
- TriMet, SMART, C-TRAN and other transit providers in the region
- SW Washington Regional Transportation Council
- Bi-State Coordination Committee
- Federal Highway Administration
- Federal Transit Administration
- Business associations, community-based organizations, transportation and environmental advocacy groups

FY 2019-20 Unified Planning Work Program

FY 2019-20 Cost and Funding Sources

Requirements:

Personal Services	\$ 354,894
Interfund transfers	\$ 190,223
Materials & Services	\$ 13,600 <u>573,600</u>

Resources:

STBG	\$ 501,337
Metro	\$ 57,380
<u>ODOT SPR</u>	<u>\$ 250,000</u>
<u>Other anticipated funds</u>	<u>\$ 310,000</u>

TOTAL \$ ~~1,118,717~~558,718

TOTAL \$ ~~1,118,717~~558,718

Full Time Equivalent Staffing:

Regular Full Time FTE: 2.6

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 20-5062 FOR THE PURPOSE OF
AMENDING THE FY 2019-20 UNIFIED PLANNING WORK PROGRAM (UPWP) TO
ADD FUNDING FOR THE REGIONAL MOBILITY POLICY UPDATE

Date: December 17, 2019
Department: Planning
Meeting Date: February 20, 2019

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

ISSUE STATEMENT

The Unified Planning Work Program (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.

This legislation amends the project description and objectives to reflect the work plan and the stakeholder engagement plan approved by the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council in fall 2019 and increases the amount of funds anticipated to be available for consultant services.

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 activity proposed to be amended in the 2019-20 UPWP is consistent with 2018 RTP policies and will help the region achieve each of these outcomes. As directed by the 2018 RTP, this project will update the 20-year old “interim” mobility policy that is used to define and measure mobility in regional and local transportation system plans (TSPs) and during the plan amendment process in the Portland area. The project will 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 project will advance the RTP policy goals for addressing equity, climate, safety and congestion as well as support other state, regional and local policy objectives, including implementation of the 2040 Growth Concept and the region’s Climate Smart Strategy.

STAFF RECOMMENDATIONS

Approve Resolution No. 20-5062 and amend the FY 2019-20 UPWP.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

When the mobility policy update was defined and adopted unanimously in Chapter 8 of the 2018 RTP, the JPACT and the Metro Council recognized this work must holistically advance the RTP policy goals for addressing equity, climate, safety, and congestion as well as support other state, regional and local policy objectives, including implementation of the 2040 Growth Concept and the region's Climate Smart Strategy. This understanding was reflected in the draft project objectives and proposed approach prepared by Metro and ODOT staff for further stakeholder review as part of the project's scoping phase.

From April to November 2019, Metro and ODOT worked closely together and with local, regional and state partners to scope the project, seeking feedback on the project objectives and proposed approach. 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 the final work plan and the stakeholder engagement plan approved by JPACT and the Metro Council in fall 2019.

Known Opposition

No known opposition

Legal Antecedents

- Metro Council Resolution No. 19-5048 (For the Purpose of Approving the Work Plan and Stakeholder Engagement Plan for Updating the Regional Transportation Plan (RTP) Mobility Policy), adopted on December 5, 2019.
- Metro Council Resolution No. 19-4979 (For the Purpose of Adopting the Fiscal Year 2019-20 Unified Planning Work Program), adopted on May 16, 2019.
- Metro Council Ordinance No. 18-1421 (For the Purpose of Amending the 2014 Regional Transportation Plan to Comply with Federal and State Law and Amending the Regional Framework Plan), adopted on December 6, 2018.

Anticipated Effects

Approval will mean that contracts can be executed so work can commence on this planning project between now and June 30, 2020, in accordance with established Metro priorities.

Financial Implications

This project is accounted for in the 2019-20 budget approved by the Metro Council on June 20, 2019 and the 2019-2020 Unified Planning Work Program (UPWP) approved by the Metro Council on May 16, 2019. The project will rely on a combination of Metro's federal transportation planning grants and additional anticipated funds identified by ODOT and Metro.

Regional Mobility Policy Update

Staff Contact: Kim Ellis, kim.ellis@oregonmetro.gov

Description

In 2018, Metro completed an update to the regional transportation plan. [In early 2019, Metro and the Oregon Department of Transportation \(ODOT\) began 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 region. The current “interim” 20-year old mobility policy is contained in both the 2018 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 in the 2018 RTP and OHP for the Portland region. The 2018 RTP failed to demonstrate consistency with Policy 1F of the OHP for state-owned facilities, particularly for the region’s throughway system. Congestion and its impacts on mobility and the region’s economic prosperity and quality of life are a top public concern. The update identified current traffic congestion on many of the region’s throughways and arterials, and predicts that many of these facilities are unlikely to meet adopted interim regional mobility policy targets in the future, including I-5, I-205, I-84, OR 217 and US 26. Moreover, growing congestion on Portland area throughways is impacting economic competitiveness for the region and entire state and is of regional and statewide concern.](#)

Recognizing a number of limitations with the current adopted mobility policy, ODOT and Metro prioritized moving forward with a focused look at the [Interim Regional Mobility Policy adopted in the RTP and the Oregon Highway Plan \(OHP\) Policy 1F3 \(Highway Mobility Policy\)](#) in advance of the next update to the RTP (due in 2023).

The purpose of this effort is to update the interim mobility policy framework for the Portland metropolitan area in the RTP and OHP Policy 1F, including development of alternative mobility measures and targets. The updated policy framework will define clear mobility expectations and a decision-making framework that will guide the development of and updates to regional and local transportation system plans and the evaluation of plan amendments subject to the Transportation Planning Rule (TPR) -0060 during development review. The updated framework will also guide future monitoring and reporting in support of the region’s congestion management process and MAP-21/FAST Act performance-based planning.

The project [is expected to result in will recommend](#) amendments to the RTP and regional functional plans and [Policy 1F of the OHP Policy 1F3](#) for consideration by JPACT, the Metro Council and the Oregon Transportation Commission prior to initiating the 2023 RTP update.

Additional background information on this project can be found in Chapter 8 (Section 8.2.3.1) of the 2018 RTP [and the work plan and engagement plan approved by JPACT and the Metro Council in Fall 2019](#).

Overall Objectives

- Metro Council and Oregon Transportation Commission consider approval of the updated mobility policy framework prior to initiating the 2023 RTP update.
- [Advance the region's desired outcomes and local, regional and state efforts to implement the 2040 Growth Concept and 2018 RTP policy goals for advancing equity, mitigating climate change, improving safety and managing congestion.](#)
- [Support implementation of the region's Climate Smart Strategy, the Statewide Transportation Strategy for Reducing Greenhouse Gas Emissions and related policies.](#)
- [Provide a clear policy basis for management of and investment in the throughway¹ 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.](#)
- ~~Develop an a holistic~~ alternative mobility policy and associated measures, targets and methods for the Portland ~~metropolitan~~-region that [focuses on system completeness for all modes and system and demand management activities to serve planned land uses](#)~~define mobility expectations for multiple modes users, and time periods, and that-~~. The updated policy will:
 - [Clearly and transparently communicate mobility expectations for multiple modes, users and time periods,](#) and provide clear targets for local, regional and state decision-making.
 - [Provide mobility equitably and help eliminate disparities historically marginalized communities² face in meeting their travel needs.](#)
 - [Addresses all modes of transportation in the context of planned land uses.](#)
 - [Address the diverse mobility needs of ~~and~~ both people and goods movement.](#)
 - [Use transportation system and demand management to support meeting mobility needs.](#)
 - [Help decision-makers make decisions that advance multiple policy objectives.](#)
 - [Distinguish between throughway and arterial performance and take into account both state and regional functional classifications for all modes and planned land uses.](#)
 - ~~Are-Be~~ financially ~~realistic~~ achievable.
 - [Balance mobility objectives. Reflect and are consistent with other adopted state, regional and community policy objectives, especially policy objectives for land use, affordable housing, safety, equity, climate change and economic prosperity.](#)³
 - [Build-Be broadly understood and local government buy-in and supported by federal, state, regional and local governments, key stakeholders and decision-makers, including JPACT, the Metro Council and the Oregon Transportation Commission for the updated policy and implementation.](#)
 - ~~Address growing motor vehicle congestion in the region and its impacts on transit, freight and other modes of travel.~~ [Recognize that mobility into and through the](#)

¹ [Throughways are designated in the 2018 RTP and generally correspond to Expressways designated in the OHP.](#)

² [Historically marginalized communities are defined as people of color, people who do not speak English well, low income people, youth, older adults and people living with disabilities.](#)

³ [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.](#)

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.

- Be legally defensible for implementing jurisdictions.
 - Are-Be innovative and advance ~~the~~ state of the art practices related to measuring multimodal mobility beyond the current motor vehicle v/c based measures and targets.
 - Consider-Evaluate system completeness and facility performance for all modes to serve planned land uses in the alternative mobility policy, as well as financial, environmental, greenhouse gas and community impacts of the policy, including impacts of the policy on traditionally underserved communities and public health.
 - AreBe applicable and useful at the system plan, mobility corridor, and plan amendment (development review) scales.
- Ground policy development and implementation in community, regional and state goals for land use and transportation, public values and mobility expectations, sound technical analysis and input from partners, stakeholders and the public.
 - Communicate complete, accurate, understandable, and timely information to partners and stakeholders throughout the project.
 - PEnsure an inclusive engagement approach that provides meaningful opportunities for input from policymakers, community and business leaders and organizations, local jurisdictions, transit and Port districts key stakeholders and the public to provide input and demonstrate how input influenced the process prior to key milestones.
 - Increase collaboration and coordination among state, regional and local partners.
 - Ensure compliance with all public participation requirements and consistency with state requirements and plans, including relevant statewide planning goals, the State Agency Coordination Program (OAR 731-015-0055) and the OHP Policy 1F3 and associated Operational Notice PB-02.

Previous Work (through June 2019)

- Adoption of the Oregon Highway Plan in 1999.
- Adoption of the Interim Regional Mobility Policy for the region in the 2000 RTP.
- Ongoing implementation of the region's CMP since adoption of the 2000 RTP.
- Adoption of the Interim Regional Mobility Policy in Table 7 and Policy 1F3 in the OHP in 2002.
- Adoption of the Oregon Transportation Plan (OTP) in 2006, the policy document that frames and organizes all of the state's modal plans for transportation.
- Adoption of the "Regional Mobility Corridors Concept" and "System Completion" policy frameworks in the 2010 RTP as tools for diagnosing and monitoring mobility needs in 24 subareas that contain the region's multimodal travel corridors – an integrated multimodal transportation system of throughways, arterials, transit routes, freight routes and regional active transportation routes, including regional trails, that serve planned land uses identified in the 2040 Growth Concept and Regional Framework Plan.
- Publication of the Regional Mobility Corridor Atlas in 2010 and 2015 to identify gaps and deficiencies for all modes of travel within each regional mobility corridor.
- Updates to the Oregon Transportation Planning Rule (TPR) and Oregon Highway Plan (OHP) in 2011.
- Publication of the ODOT Region 1 Corridor Bottleneck Operations Study (CBOS) in 2013 to identify bottleneck locations on the region's throughway system and potential solutions.

-
- Publication of the ODOT Region 1 Active Traffic Management (ATM) Atlas in 2016.
 - Publication of ODOT Region 1 Portland Transportation Performance Report in 2016 and 2018, documenting growing congestion and crash rates on the region's throughways and impacts on system reliability.
 - Publication of Regional Transportation Snapshots in 2016 and 2017, documenting changes in travel behavior and overall transportation system performance for all modes of travel.
 - Collaboration with ODOT, TriMet and SMART to meet federal performance-based planning requirements in 2017 and 2018.
 - Adoption of the Regional Transportation Safety Strategy, the Regional Freight Strategy and the Regional Transit Strategy in 2018.
 - Adoption of the 2018 Regional Transportation Plan, including near-term safety and congestion-related performance monitoring targets as required by MAP-21/FAST Act and long-term performance targets related to safety, congestion, system completion, mode share, vehicle miles traveled and vehicle emissions. The RTP also identifies the need to update the Interim Regional Mobility Policy prior to the next scheduled RTP update (due in 2023).
 - Project agreement between Metro and ODOT.

Methodology

This effort will be completed in two broad phases:

- **Phase 1 | Project Scoping | ~~May-April to September-December 2019~~** -Metro and ODOT work together with assistance from a consultant to engage local, regional and state partners and stakeholders to develop a refined problem statement, glossary of terms, work plan and public engagement plan to be for considered for adoption by JPACT and the Metro Council. Engagement activities in this phase will include stakeholder interviews, TPAC workshop(s), a Community Leader's Forum, Metro Council briefings and local elected official briefings through JPACT and City of Portland and County Coordinating Committees.
- **Phase 2 | Project Implementation | ~~October 2019~~January 2020 to ~~June-Fall 2021~~** Metro and ODOT work together with assistance from a ~~contractor~~consultant, to engage local, regional and state partners and stakeholders to develop the alternative regional mobility policy, measures, targets, and methods for consideration by JPACT, Metro Council and the Oregon Transportation Commission.

The project will rely on existing regional technical and policy advisory committees and decision-making processes that is supplemented with briefings to the OTC and targeted outreach to coordinating committees, business and freight associations, transportation, environmental justice and environmental advocacy groups and historically marginalized communities.

The project will produce two major policy amendments to the RTP and Policy 1F3 in the OHP:

- A mobility policy framework will be developed for the region's throughways, which generally correspond with expressways designated in the Oregon Highway Plan (OHP). This policy will be incorporated into the RTP, Regional Transportation Functional Plan and OHP Policy 1F3 for the purpose of evaluating the performance of throughways in the region.
- A mobility policy framework will be developed for regional arterial streets. This policy will be incorporated into the RTP and Regional Transportation Functional Plan for county and city-owned arterials, and in OHP Policy 1F3 for the purpose of evaluating the performance of state-owned arterials.

Together, the new policy frameworks will guide transportation system planning as part of future RTP and local TSP updates in support of the region's ongoing congestion management process. The policy frameworks will also be applied to the evaluation of transportation impacts of plan amendments during development review, and will provide guidance for operational decisions.

The project will follow the process set forth in OHP Policy 1F3 and associated Operational Notice PB-02 and must include findings to demonstrate compliance. That means the project will set forth a Portland area-specific process(es) and documentation requirements and identify measures and targets for identifying needs and for demonstrating the adequacy of regional and local actions and projects in transportation system plans, and of mitigation measures for plan amendments during development review.

Proposed measures and targets will generally be taken from existing measures and past research efforts, including the RTP, Climate Smart Strategy, ODOT Key Performance Measures, Federal performance measures and targets, Washington County TGM project on performance measures and standards, and the ODOT Region 1 Highway Performance Project and Traffic Performance Report. A targeted review of best practices from California, Washington, Florida, and other states and MPOs will be conducted.

Measures to explore may include motor vehicle, freight and transit travel time and reliability, active transportation network completeness, street connectivity, transit coverage and frequency, mode share, accessibility [to jobs, services and travel options](#), trip length, vehicle miles traveled, and mobility corridor person and goods movement capacity and throughput. Measures, targets, and methods may vary in how they apply system-wide, to multimodal mobility corridors, to throughways, to arterials, and to plan amendments, but will not result in 24 mobility corridor-specific measures or targets.

The project will apply the proposed measures and targets to selected mobility corridors at the mobility corridor and development review scale through case studies. The case studies will involve a technical assessment to determine the feasibility and adequacy of the proposed measures, [methods](#) and targets. Following the case studies, the project will define an updated alternative mobility policy for the Portland region, including measures and targets for use in the 2023 RTP update.

In addition to becoming a part of the 2023 RTP, this effort will be coordinated with and supportive of other state and regional initiatives, including the ODOT Value Pricing Project, 2020 Transportation System Management and Operations (TSMO) Strategy, Regional Congestion Pricing Technical Analysis, Enhanced Transit Corridors implementation, the Jurisdictional Transfer Assessment Project and ongoing implementation of the region's congestion management process.

This work is anticipated to continue in FY 20-21, concluding in [June-Fall](#) 2021 prior to initiating the 2023 RTP update. [More detail about the project methodology is provided in the work plan and engagement plan approved by JPACT and the Metro Council in Fall 2019.](#)

FY 2019-20 Unified Planning Work Program

Major Project Deliverables/ Milestones	
1st Quarter	<ul style="list-style-type: none"> • Scoping engagement activities, including Community Leaders' Forum • Work plan and public engagement plan with a refined problem statement, project approach and glossary of terms • Contractor scope(s) of work • Background report(s) including existing regional and state mobility policy framework and performance measures, and related studies and plans by ODOT Region 1, Washington County, and others. • Scoping public engagement report
2nd Quarter	<ul style="list-style-type: none"> • Stakeholder Interviews Report • Scoping Engagement Report • Work plan and public engagement plan approved by JPACT and the Metro Council • Metro/ODOT Intergovernmental Agreement Guiding principles for updating regional mobility policy framework
3rd Quarter	<ul style="list-style-type: none"> • Consultant procurement • Final consultant scope of work • Background report(s) and factsheets Policy framework elements defined (e.g., desired performance targets, evaluation measures and methods)
4th Quarter	<ul style="list-style-type: none"> • Policy framework elements defined (e.g., desired performance targets, evaluation measures and methods) • Direction for case studies • Public engagement report
Ongoing	<ul style="list-style-type: none"> • Quarterly reports • Maintain project website

Project Leads

- Metro and the Oregon Department of Transportation

Project Partners

- Oregon Transportation Commission
- Metro Council
- Joint Policy Advisory Committee on Transportation
- Transportation Policy Alternatives Committee
- Oregon Department of Land Conservation and Development
- Cities and Counties
- Ports of Portland and Vancouver
- TriMet, SMART, C-TRAN and other transit providers in the region
- SW Washington Regional Transportation Council
- Bi-State Coordination Committee
- Federal Highway Administration
- Federal Transit Administration
- Business associations, community-based organizations, transportation and environmental advocacy groups

FY 2019-20 Unified Planning Work Program

FY 2019-20 Cost and Funding Sources

Requirements:

Personal Services	\$ 354,894
Interfund transfers	\$ 190,223
Materials & Services	\$ 13,600 <u>573,600</u>

Resources:

STBG	\$ 501,337
Metro	\$ 57,380
<u>ODOT SPR</u>	<u>\$ 250,000</u>
<u>Other anticipated funds</u>	<u>\$ 310,000</u>

TOTAL \$ ~~1,118,717~~558,718

TOTAL \$ ~~1,118,717~~558,718

Full Time Equivalent Staffing:

Regular Full Time FTE: 2.6

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 20-5062 FOR THE PURPOSE OF AMENDING THE FY 2019-20 UNIFIED PLANNING WORK PROGRAM (UPWP) TO ADD FUNDING FOR THE REGIONAL MOBILITY POLICY UPDATE

Date: December 17, 2019
Department: Planning
Meeting Date: February 20, 2019

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

ISSUE STATEMENT

The Unified Planning Work Program (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.

This legislation amends the project description and objectives to reflect the work plan and the stakeholder engagement plan approved by the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council in fall 2019 and increases the amount of funds anticipated to be available for consultant services.

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 activity proposed to be amended in the 2019-20 UPWP is consistent with 2018 RTP policies and will help the region achieve each of these outcomes. As directed by the 2018 RTP, this project will update the 20-year old “interim” mobility policy that is used to define and measure mobility in regional and local transportation system plans (TSPs) and during the plan amendment process in the Portland area. The project will 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 project will advance the RTP policy goals for addressing equity, climate, safety and congestion as well as support other state, regional and local policy objectives, including implementation of the 2040 Growth Concept and the region’s Climate Smart Strategy.

STAFF RECOMMENDATIONS

Approve Resolution No. 20-5062 and amend the FY 2019-20 UPWP.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

When the mobility policy update was defined and adopted unanimously in Chapter 8 of the 2018 RTP, the JPACT and the Metro Council recognized this work must holistically advance the RTP policy goals for addressing equity, climate, safety, and congestion as well as support other state, regional and local policy objectives, including implementation of the 2040 Growth Concept and the region's Climate Smart Strategy. This understanding was reflected in the draft project objectives and proposed approach prepared by Metro and ODOT staff for further stakeholder review as part of the project's scoping phase.

From April to November 2019, Metro and ODOT worked closely together and with local, regional and state partners to scope the project, seeking feedback on the project objectives and proposed approach. 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 the final work plan and the stakeholder engagement plan approved by JPACT and the Metro Council in fall 2019.

Known Opposition

No known opposition

Legal Antecedents

- Metro Council Resolution No. 19-5048 (For the Purpose of Approving the Work Plan and Stakeholder Engagement Plan for Updating the Regional Transportation Plan (RTP) Mobility Policy), adopted on December 5, 2019.
- Metro Council Resolution No. 19-4979 (For the Purpose of Adopting the Fiscal Year 2019-20 Unified Planning Work Program), adopted on May 16, 2019.
- Metro Council Ordinance No. 18-1421 (For the Purpose of Amending the 2014 Regional Transportation Plan to Comply with Federal and State Law and Amending the Regional Framework Plan), adopted on December 6, 2018.

Anticipated Effects

Approval will mean that contracts can be executed so work can commence on this planning project between now and June 30, 2020, in accordance with established Metro priorities.

Financial Implications

This project is accounted for in the 2019-20 budget approved by the Metro Council on June 20, 2019 and the 2019-2020 Unified Planning Work Program (UPWP) approved by the Metro Council on May 16, 2019. The project will rely on a combination of Metro's federal transportation planning grants and additional anticipated funds identified by ODOT and Metro.

***5.2 Update on Transportation Provisions of Proposed State
Climate Legislation
Information/Discussion Items***

Joint Policy Advisory Committee on Transportation
Thursday, January 16, 2020
Metro Regional Center, Council Chamber



Memo

Date: January 9, 2020
To: JPACT
From: Randy Tucker, Legislative Affairs Manager, Metro
Subject: Transportation elements of proposed state climate legislation (LC 0019)

As you know, the 2009 transportation package directed Metro to develop a plan to reduce greenhouse gas emissions from transportation commensurate with overall state GHG reduction goals. Metro adopted that plan, known as the Climate Smart Strategy, with strong regional support in 2014, and it was approved by the Land Conservation and Development Commission in 2015.

Last February, JPACT and the Metro Council unanimously approved Resolution No. 19-4969, "FOR THE PURPOSE OF URGING THE OREGON LEGISLATURE TO ADOPT A CLIMATE 'CAP AND INVEST' SYSTEM AND DIRECT PROCEEDS TO IMPLEMENTATION OF THE CLIMATE SMART STRATEGY." The resolution called on the Legislature to pass climate legislation that would:

- Direct an appropriate share of transportation-related auction proceeds to the region for the implementation of the Climate Smart Strategy;
- Require that those proceeds be spent in ways that yield the greatest long-term reduction in GHG emissions per dollar; and
- Authorize the region to decide on specific expenditures through a strategic and transparent regional process.

While the 2019 climate bill (House Bill 2020) included vague direction to the OTC to "prioritize" implementation of the Climate Smart Strategy (as one of many priorities), the bill did not pass.

Legislative leadership and the Governor have stated that the passage of climate legislation is a top priority for the 2020 session. The first draft of a 2020 bill (currently known as LC 0019) was circulated for comment last month and included much more specific language to implement the provisions called for in Resolution No. 19-4969. A second draft refined those provisions pursuant to conversations among regional local government lobbyists. The bill will be introduced with the language of this second draft.

LC 0019 includes the following provisions:

- Phases in the transportation provisions of the bill: first Metro (in 2022), then larger cities/urban areas outside Metro (in 2025), then the rest of the state (in 2051)
- Establishes a definition of a "metropolitan climate plan" that includes the Climate Smart Strategy, as well as plans that would be developed in the future by other MPOs, cities and counties and approved by the state
- Directs 20% of transportation-specific auction proceeds to ODOT and 80% to local jurisdictions for implementation of metropolitan climate plans

- Calls for proportionate distribution of the local portion of those proceeds based on population, vehicle miles traveled, and other factors that the OTC may adopt by rule
- Provides that half of the Portland region's proportionate share be distributed directly to Metro and half be distributed directly to the cities and counties of the region
- Requires Metro to consult with JPACT, and cities and counties to consult with Metro, with respect to specific expenditures of their respective shares of these moneys
- Requires that, to the extent practicable, these moneys be spent in ways that achieve the greatest reduction in GHG emissions per dollar spent

Of course, this legislation includes many other provisions and has a long way to go before it becomes law.

MEMO SUBJECT

FROM

DATE

Page two content starts here.

5.3 Designing Livable Streets and Trails Guide
Information/Discussion Items

Joint Policy Advisory Committee on Transportation
Thursday, January 16, 2020
Metro Regional Center, Council Chamber

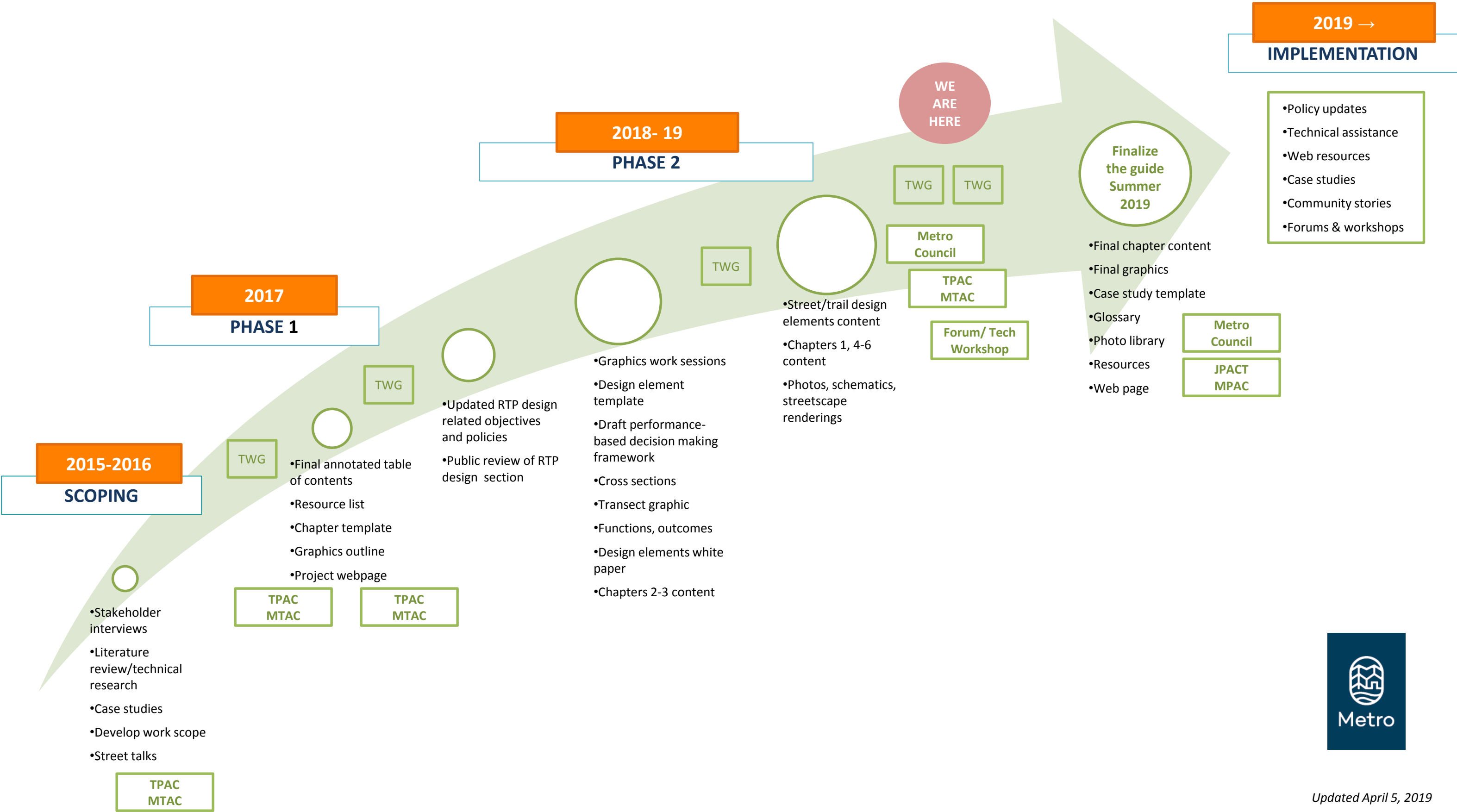
Attachment 1: Link to Designing Livable Streets and Trail Guide
www.oregonmetro.gov/streetdesign

Designing Livable Streets and Trails Guide



Designing Livable Streets and Trails Guide

Project Timeline



Getting there with a connected region

**2018 REGIONAL TRANSPORTATION PLAN****Roster for Design Technical Work Group**

Metro is working with local, regional and state partners and the public to update the region's shared vision and strategy for investing in the regional transportation system for the next 25 years.

To support development of the 2018 Regional Transportation Plan, Metro staff are convening eight technical work groups to provide input to the project team on implementing policy direction from the Metro Council and regional policy advisory committees. In this role, the work group members review and provide feedback to Metro staff on draft materials and analysis, keep their respective elected officials and agency/organization's leadership informed. The work groups also help identify areas for further discussion by the Metro Council and regional technical and policy advisory committees.

Work group members include topical experts and representatives from the Metro Technical Advisory Committee (MTAC) and the Transportation Policy Alternatives Committee (TPAC) or their designees, and other community, business, city and county partners. Meetings of the technical work groups are posted on Metro's calendar at www.oregonmetro.gov/calendar and www.oregonmetro.gov/rtp.

TECHNICAL WORK GROUP MEMBERS (between 2017 -2019)

Scott Adams, Multnomah County
Transportation Planning

Maya Agarwal, Portland Parks and Recreation

Joseph Auth, Oregon Department of
Transportation

Scott Batson, Portland Bureau of Transportation

Glen Bolen, Oregon Department of
Transportation

Lance Calvert, West Linn Public Works
Department

Carol Chesarek, community representative

Rich Crossler-Laird, Oregon Department of
Transportation

Jillian Detweiler, The Street Trust

Nick Fortey, Federal Highway Administration

Brendon Haggerty, Multnomah County Health
Department

Julia Hajduk, Sherwood Community
Development Department

Jay Higgins, Gresham Urban Design and
Planning Department

Scott Hoelscher, Clackamas County

Zachary Horowitz, Oregon Department of
Transportation

Denver Igarra, Portland Bureau of
Transportation

Tim Kurtz, Portland Bureau of Environmental
Services

Nico Larco, Sustainable Cities Initiative,
University of Oregon

Tom Liptan, landscape architect

Anne MacDonald, Clean Water Services

Mike McCarthy, Tualatin Public Works
Department

Rich Mueller, Tualatin Parks and Recreation
Department

Grant O'Connell, TriMet

Jeff Owen, TriMet

Lidwien Rahman, Oregon Department of
Transportation

Stacy Revay, Beaverton Transportation Planning
Department

Jeannine Rustad, Tualatin Hills Park and
Recreation District

Bob Sallinger, Audubon Society of Portland

Rob Saxton, Washington County Land Use and
Transportation

Kari Schlosshauer, Safe Routes Partnership

Chris Strong, Gresham Transportation Division

Claire Vach, Oregon Walks

Dyami Valentine, Washington County Land Use
and Transportation

Zef Wagner, Portland Bureau of Transportation

Zach Weigel, Wilsonville Engineering
Department

Memo



Metro

600 NE Grand Ave.
Portland, OR 97232-2736

Date: December 4, 2019
To: Joint Policy Advisory Committee on Transportation (JPACT) and interested parties
From: Lake McTighe, Regional Transportation Planner
Subject: Designing Livable Streets and Trails Guide

OVERVIEW

Metro has finalized new regional street and trail design guidance, the Designing Livable Streets and Trails Guide (the Guide). Refer to Attachment 1 for a link to the Guide or visit oregonmetro.gov/streetdesign. The purpose of the Guide is to support implementation of the 2040 Growth Concept and the Regional Transportation Plan and other local and regional plans and policies. The Guide was developed with input from regional partners (see Background and Attachment 3).

The Guide was developed as a resource for local governments, agencies and communities in the greater Portland area. The Guide serves as Metro's transportation design guidance for any transportation projects planned, designed or constructed with funds allocated by Metro. The Guide replaces Metro's Creating Livable Streets (2002, second edition) and Green Streets for Stormwater Management (2002, first edition) handbooks. The Guide and related resources are available on Metro's website at oregonmetro.gov/streetdesign

The Guide provides the following information:

- Purpose of the guidelines
- Policy framework (land use and transportation; regional street design classifications; designing for desired outcomes; key policies and requirements)
- Definition and description of design functions
- Design principles; design elements (description, design approach, application); list of design resources
- Renderings and cross-sections
- Performance-based design decision-making framework

BACKGROUND

Metro first developed street design policies and guidelines in direct response to the adoption of the 2040 Future Vision Growth Concept in 1995. Starting with the 2002-2005 Metropolitan Transportation Improvement Program, projects funded with regional flexible funds have been required to be consistent with regional street design guidance. The Metro Council provided additional policy guidance in January 2019, requiring that any funding allocated by Metro for transportation projects will be required to apply the regional design guidance. Other street and trail design guidelines, including those developed by local jurisdictions, may also be used as long as the design approach and decision making process used are consistent with Metro's guidelines.

The Guide identifies design approaches for Metro's regional street design classifications, identified in the [Regional Transportation Plan \(RTP\)](#), and for regional trails. The Guide uses a performance based approach to planning and design. The Guide recommends design guidance that has been shown to reduce vehicle miles traveled and increase walking, bicycling and transit use.

The Guide was developed on the basis of current design guidance, case studies, best practices for urban areas, research and evaluation of existing designs, and professional review and input. All of the guidance in the Guide is allowable under national guidance including those developed by the

National Association of City Transportation Officials (NACTO), the Institute of Transportation Engineers (ITE), the Oregon Department of Transportation (ODOT), the American Association of State Highway and Transportation Officials (AASHTO) and the Federal Highway Administration (FHWA). Other Metro guidelines provide complementary design resources to the Guide: Trees for Green Streets (2002), Green Trails (2002) and Wildlife Crossings (2009).

Timeline of regional street design guidance and policy

Policies that support livable street design have been a part of transportation and land use planning in the greater Portland region for more than twenty years. The following timeline includes major milestones in the development of regional street design guidance and policy from 1992 to 2019.

1992 Metro Charter is approved by voters and directs the Metro Council to adopt a Future Vision to manage future growth in the region, and a Regional Framework Plan, and to address, among other things “regional transportation and mass transit systems.”

1995 2040 Future Vision Growth Concept is adopted. The 2040 Growth Concept established a broad regional vision to guide all future comprehensive planning at the local and regional levels. The 2040 Growth Concept introduced a series of land use design types that are the building blocks of the regional strategy for managing growth in the region. Transportation should help implement the strategy.

1996 Regional street design policies and classifications are included in the Regional Transportation Plan (RTP) adopted by the Metro Council. The street design classifications link land use and transportation. The policies and classifications are applied to throughways and arterial streets and respond to the land use design types identified in the 2040 Growth Concept.

Metro Policy Advisory Committee (MPAC) determines that more detailed street design guidance is needed to implement the 2040 Growth Concept and to move away from a “one-size-fits-all” approach to street design and requests that Metro develop street design guidelines consistent with the RTP regional street design policies.

1997 Metro Council adopts the Regional Framework Plan, which identifies policies to implement the 2040 Growth Concept, including transportation policies that meet multiple goals.

Metro develops the first edition of the Creating Livable Streets guide. This guide provides more detailed guidance to develop streets in different land use contexts, including town centers and regional corridors, to make them more walkable, bikeable and transit friendly. The guidelines also provide the tools to achieve many of the transportation policies of the Regional Framework Plan and Regional Transportation Plan.

2000 Metro Council adopts the 2000 RTP which applies regional street design classifications to the Regional Street Network and are identified on the Regional Street Design System map.

2002 Metro Council adopts the 2002-2005 Metropolitan Transportation Improvement Program which requires that projects funded with regional flexible funds must be consistent with regional street design guidelines.

Metro finalizes a second edition of Creating Livable Streets guide. Two new, supplemental guides are also completed: Green Streets, guidelines for stormwater management, and Trees for Green Streets.

- 2003 Metro develops Green Trails, a guide to develop environmentally trails, and Wildlife Crossings, a supplemental design guide on safe passage for urban wildlife across roads and highways.
- 2009 Metro develops second edition of Wildlife Crossings. Metro receives regional flexible funds to update the 2002 Creating Livable Streets Guide.
- 2010 Metro Council adopts the Regional Transportation Functional Plan (RTFP), the implementing plan of the RTP. Title 1: Transportation system design, presents requirements for implementing regional street design policies.
- 2012 Metro develops The Intertwine Regional Trails Signage Guidelines. Metro requires that the guidelines be used on regional trail projects that use regional flexible funds.
- 2014 Metro Council adopts the 2014 RTP and the 2014 Climate Smart Strategy. Both identify updating regional street design guidelines as needed near term implementation activities. Metro Council adopts the 2014 Regional Active Transportation Plan which includes pedestrian and bicycle design guidelines to be integrated into updated regional street design guidelines.
- 2015 Metro Council approves the work plan for the update of the 2018 RTP, including formation of a technical work group to guide development of updated street and trail design guidelines.
- 2018 Metro Council adopts the 2018 RTP which includes updated street design policies.
- 2019 Metro Council provides direction on a framework for a regional transportation investment measure, including direction that any regional investment, regardless of facility ownership, will require that the projects meet regional design guidelines, and that projects shall be designed using performance based practical design principles and will adhere to regional design guidelines, and these design guidelines will also serve as the basis for all cost estimates. (Memo reflecting direction at Council work sessions on January 24 and 31, 2019.)

Metro Council provides policy direction to staff to finalize the Designing Livable Streets and Trails Guide and application of the guidelines to transportation projects.

Metro finalizes the Designing Livable Street and Trails Guide, the third edition of regional street design guidelines and second edition of stormwater management design guidelines.

Process to develop the guide

Metro received a regional flexible fund grant to update the design guidelines in 2009. Staff began to develop a work scope in 2015 (refer to Attachment 2: Project timeline). The project was managed by Metro and the Oregon Department of Transportation. The Guide was developed in coordination with regional partners. Design was identified as one of eight key policy focus areas for the update of the 2018 RTP. Therefore, much of the stakeholder engagement for the Guide was part of the larger RTP engagement process.

A technical work group with city, county and agency engineering and planning staff, community members and transportation advocates met five times and provided input on the development of the Guide 2017 (refer to Attachment 3: Technical Work Group). Periodic updates, with opportunity to provide input, were provided to Metro's technical and policy advisory committees, the Transportation Policy Alternatives Committee (TPAC), the Metropolitan Technical Advisory Committee (MTAC), the Metro Policy Advisory Committee (MPAC) and the Joint Policy Advisory Committee on Transportation.

Additionally, staff provided updates to the county transportation coordinating committee technical advisory committees and other groups as requested.

The Metro Council provided policy direction through work sessions on the update of the 2018 RTP and at a work session on the guidelines. Opportunity to comment on regional street design policies were provided during the public comment period for the 2018 RTP.

2015

September 25	TPAC input on draft work plan
October 15	MTAC input on draft work plan
Oct- Dec.	Interviews with agency staff
December 3	Metro Council approves RTP work plan, formation of technical work groups
December 7	Mark Fenton healthy community design workshop and walking audit

2016

Jan-March	Technical work group established
March-Oct	Request for consultant proposals developed
October	Consultant selected, IGA process begins

2017

March	Consultant work begins
June 29	First technical work group meeting
July 28	TPAC project overview
August 2	MTAC project overview
September 28	Second technical work group meeting
November 15	MTAC input on outline
November 17	TPAC input on outline
Ongoing	Updates to Metro Council, JPACT and MPAC through 2018 RTP update

2018

Ongoing	Development of Guide content and update RTP street design policies
March 6	Emerging technologies and future of street design workshop, Urbanism Next conference
Ongoing	Updates to Metro Council, JPACT and MPAC through 2018 RTP update

2019

January 28	Third technical work group meeting
January 24, 31	Metro Council policy direction on regional investment measure, use of guidelines
March 12	Metro Council provides policy direction at work session
March 18	Fourth technical work group meeting
March 21	JPACT update
April 17	TPAC/MTAC workshop on regional street design classifications
April 22	Performance-based design leadership forum and technical workshop
May 20	Final technical work group meeting
Nov-Dec	Roll-out to Metro technical and policy committees
December	Metro Council adoption

ATTACHMENTS

Attachment 1: Link to Designing Livable Streets and Trail Guide
Attachment 2: Project timeline
Attachment 3: List of technical work group members

5.4 MAX Tunnel Study
Information/Discussion Items

Joint Policy Advisory Committee on Transportation
Thursday, January 16, 2020
Metro Regional Center, Council Chamber



THE
MAX
Tunnel Study
Examining the feasibility of faster light rail

CHALLENGES



EVERY DAY, THOUSANDS RIDE TRIMET BUSES AND MAX INTO AND THROUGH PORTLAND'S CENTRAL CITY.

People ride to work, to school, to the doctor, or to meet with friends, family and colleagues. For some, downtown Portland is the final destination; others are passing through on their way to places like Hillsboro, Beaverton, and Gresham.

The central city—the 14 neighborhoods closest to downtown on the east and west sides of the Willamette River—is the hub of our regional transportation system and a significant employment center. The region has grown and the central city can be a transportation bottleneck, impeding travel into and through the city's core. In downtown Portland, MAX trains share space with cars, bikes and pedestrians, and the congestion slows down everyone.

TODAY, MAX TRAINS ARE

3X TO 4X

FASTER OUTSIDE OF DOWNTOWN THAN THROUGH IT



BY THE YEAR 2040 THERE WILL BE:



400k MORE PEOPLE



260k MORE JOBS



WHICH WILL MAKE CONGESTION

WORSE

DEMAND FOR TRIMET SERVICES WILL ONLY INCREASE WITH THE REGION'S GROWTH AND MAX EXPANSION

PUBLIC TRANSIT GROWTH: CONNECTING EAST + WEST

190% to 200%

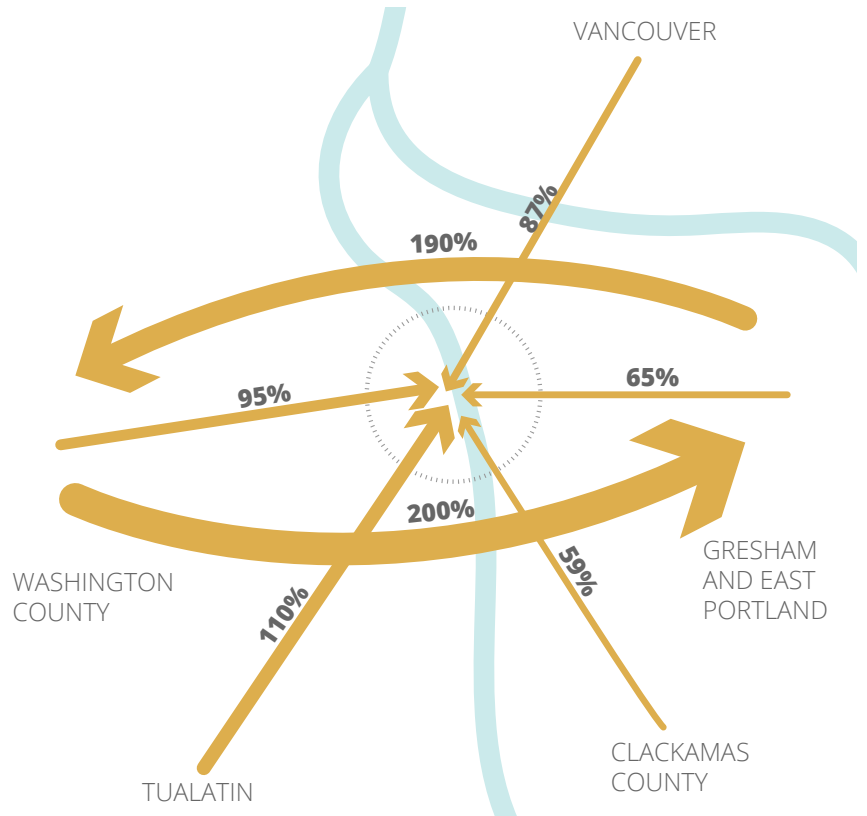
increase in transit trips between Washington County and East Multnomah County by the year 2035, assuming the transit system provides fast and reliable service

30% to 35%

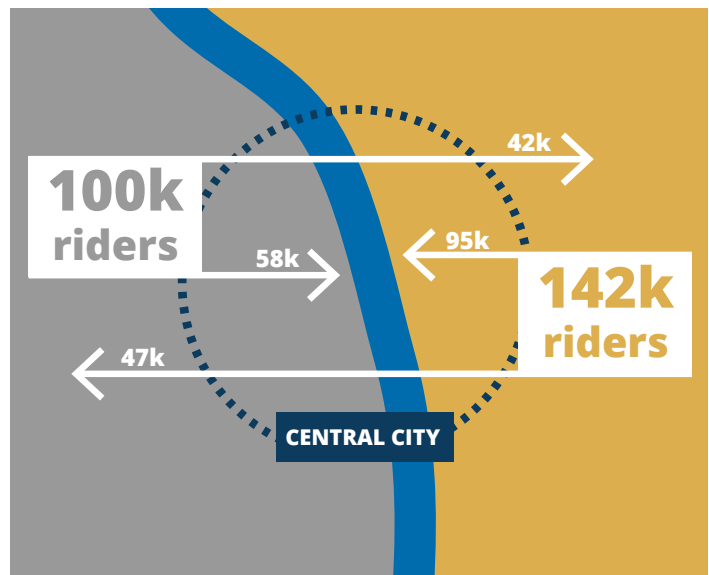
increase in travel by any mode, including driving, between Washington County and East Multnomah County

65% to 95%

Increase in transit trips between downtown Portland and the east and west sides



Growth in average weekday transit use by the year 2035 assumes service keeps pace with demand and MAX lines reach Vancouver and Tualatin.



In 2035, over 80,000 people will take transit across the Willamette River—and over 200,000 into the central city on an average weekday.

Pinch Point

DOWNTOWN



As the population has grown, so has congestion, with different modes of travel competing for limited space. The region continues to expand and mobility demands increase, and the constraints of the urban landscape challenge the transit system.

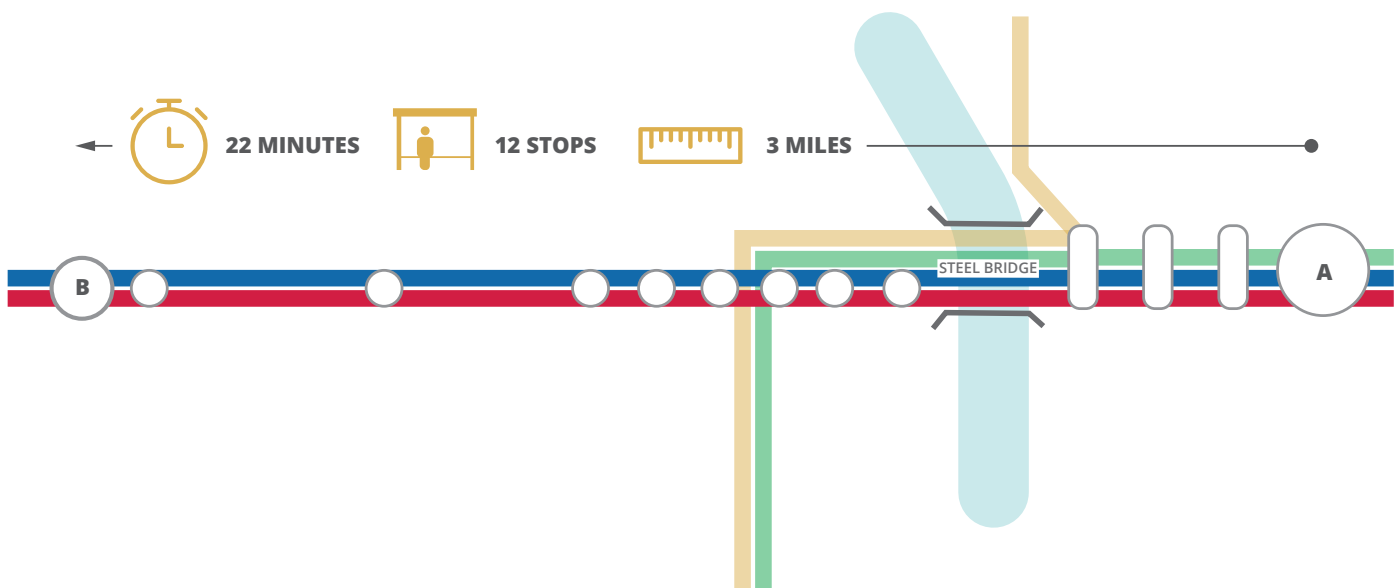
Downtown is also subject to frequent vehicle conflicts in the light rail right-of-way that interfere with rail operations and result in delays on MAX Blue and Red Lines.

WE NEED TO MOVE

**MORE
PEOPLE**

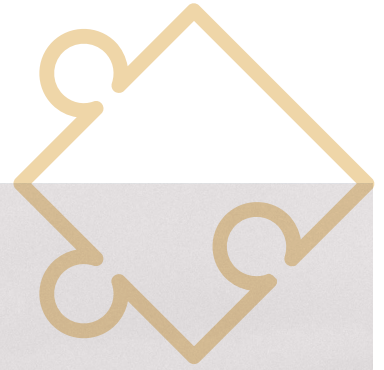
IN THE SAME AMOUNT OF SPACE

A TRIP BETWEEN LLOYD CENTER AND GOOSE HOLLOW TODAY IS:



Pinch Point

STEEL BRIDGE



All of the region's light rail lines cross the river at the same place: the Steel Bridge. Built in 1912, the bridge slows down travel and impacts on-time performance. While TriMet is making investments in the Steel Bridge to help in the short-term, in the long-term a higher capacity solution is needed.

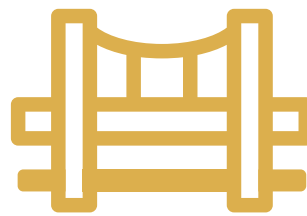
Downtown congestion and slowdowns at the Steel Bridge don't just impact the central city—they ripple throughout the entire region. They impact people's ability to get where they need to go, and impact businesses' ability to deliver goods and services. This is particularly challenging for people who live farther out and travel into or across downtown Portland.



IN 20 YEARS, we will need

60 trains

to keep up with projected population and employment growth.

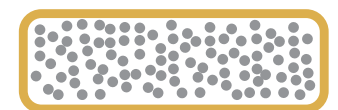


**FURTHER
STRAINING
THE STEEL
BRIDGE**



WORSENING

systemwide on-time performance compared to today



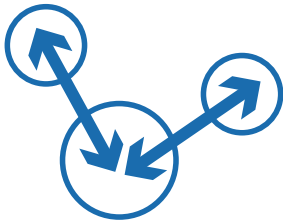
OVERCROWDING

on fewer trains

SOLUTION



A MAX TUNNEL WOULD INCREASE REGIONAL MOBILITY AND CAPACITY BY IMPROVING TRANSIT TRAVEL TIMES AND SYSTEM RELIABILITY TO AND THROUGH THE CENTRAL CITY.



The tunnel would improve MAX travel time between the Lloyd District and Goose Hollow by up to 13 minutes, providing quick access to downtown Portland and to key destinations across the central city.



39% of regulated affordable housing in the region is within walking distance of MAX Blue Line stations. Shorter commute times mean people have access to more job opportunities and reducing dependence on cars lowers household transportation costs.



Faster transit attracts more riders. The tunnel would increase MAX Red and Blue Line ridership by up to 27% by 2035.



A tunnel would provide the region another option for crossing the river—generally tunnels have proven to be more resilient to earthquakes than bridges and surface systems.

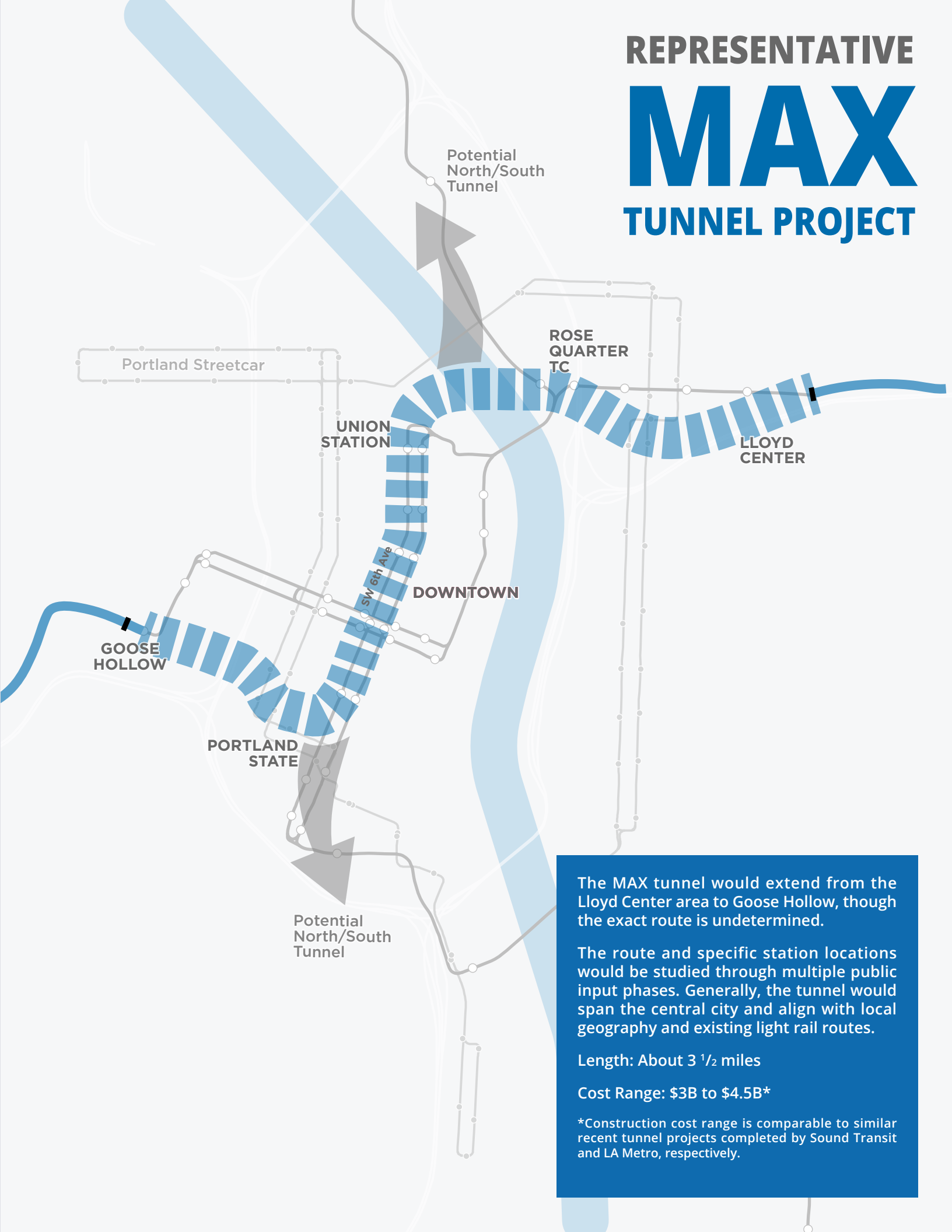


The tunnel would improve future MAX on-time performance to levels better than today, even with higher ridership, so people can count on getting to jobs, school, or appointments on time.



Increased MAX use reduces air pollution and greenhouse gas emissions, supporting progress toward the region's climate goals.

REPRESENTATIVE MAX TUNNEL PROJECT



The MAX tunnel would extend from the Lloyd Center area to Goose Hollow, though the exact route is undetermined.

The route and specific station locations would be studied through multiple public input phases. Generally, the tunnel would span the central city and align with local geography and existing light rail routes.

Length: About 3 1/2 miles

Cost Range: \$3B to \$4.5B*

*Construction cost range is comparable to similar recent tunnel projects completed by Sound Transit and LA Metro, respectively.

MAX TUNNEL BENEFITS



1

Travel Time Savings

Routing MAX through a tunnel under downtown Portland and the Willamette River would save people time and make MAX as fast as or faster than driving. This would lead to even greater benefits such as lower car ownership costs, less traffic, less constrained parking downtown, and reduced greenhouse gas emissions.

LLOYD CENTER → GOOSE HOLLOW			GRESHAM TC → SUNSET TC		
	TODAY	2035 PROJECTION (includes tunnel)		TODAY	2035 PROJECTION (includes tunnel)
	22 minutes	+/- 9 minutes		65 minutes	+/- 52 minutes
	20 minutes	30 minutes		45 minutes	65 minutes
	18 minutes	18 minutes			

Transit travel time estimates based on midday schedules. Automobile travel time based on average travel times today, and a 50% time increase in the future due to congestion.

2 Improved Reliability

For the many people in the region who rely on public transit as their primary transportation, a light rail tunnel would sustain the MAX service they count on for access to school, jobs, recreation and other opportunities. Today, average on-time performance is 87%, higher than just a year ago, but still below the over 90% we can expect with a tunnel. Train delays average 2 ½ minutes, with one in eight delays lasting between 5 and 8 minutes.

Trying to accommodate increased ridership with today's infrastructure on east-west MAX lines would substantially drop on-time performance in the future. Average delays would stretch to over 3 ½ minutes, with one in eight trains running more than 8 minutes late.

TRYING TO ACCOMMODATE

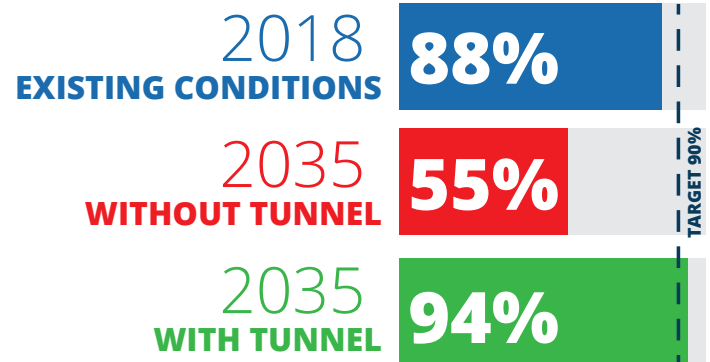
INCREASED RIDERSHIP

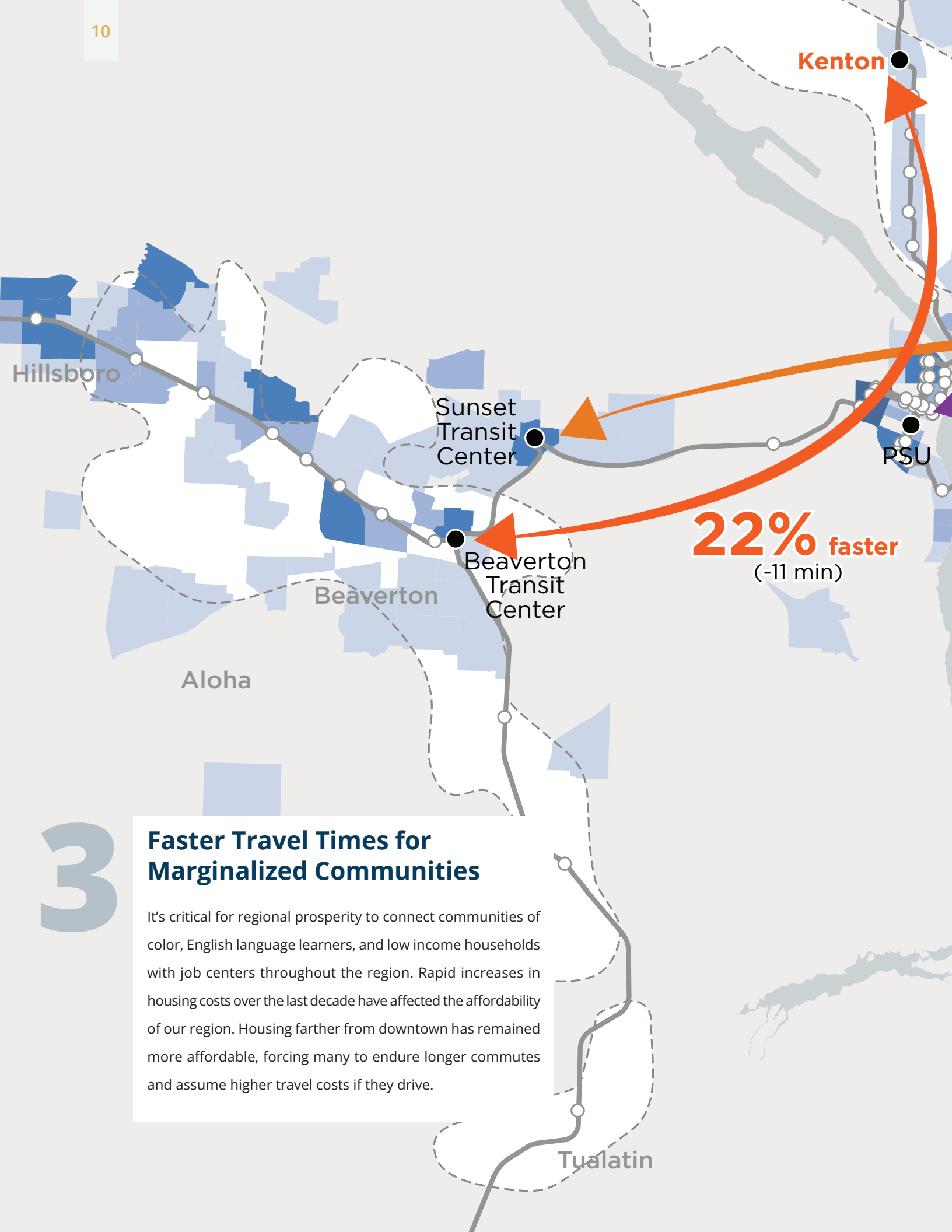
WITH TODAY'S INFRASTRUCTURE
WOULD RESULT IN

HALF

OF MAX TRAINS LATE TO THE STATION

ON-TIME PERFORMANCE



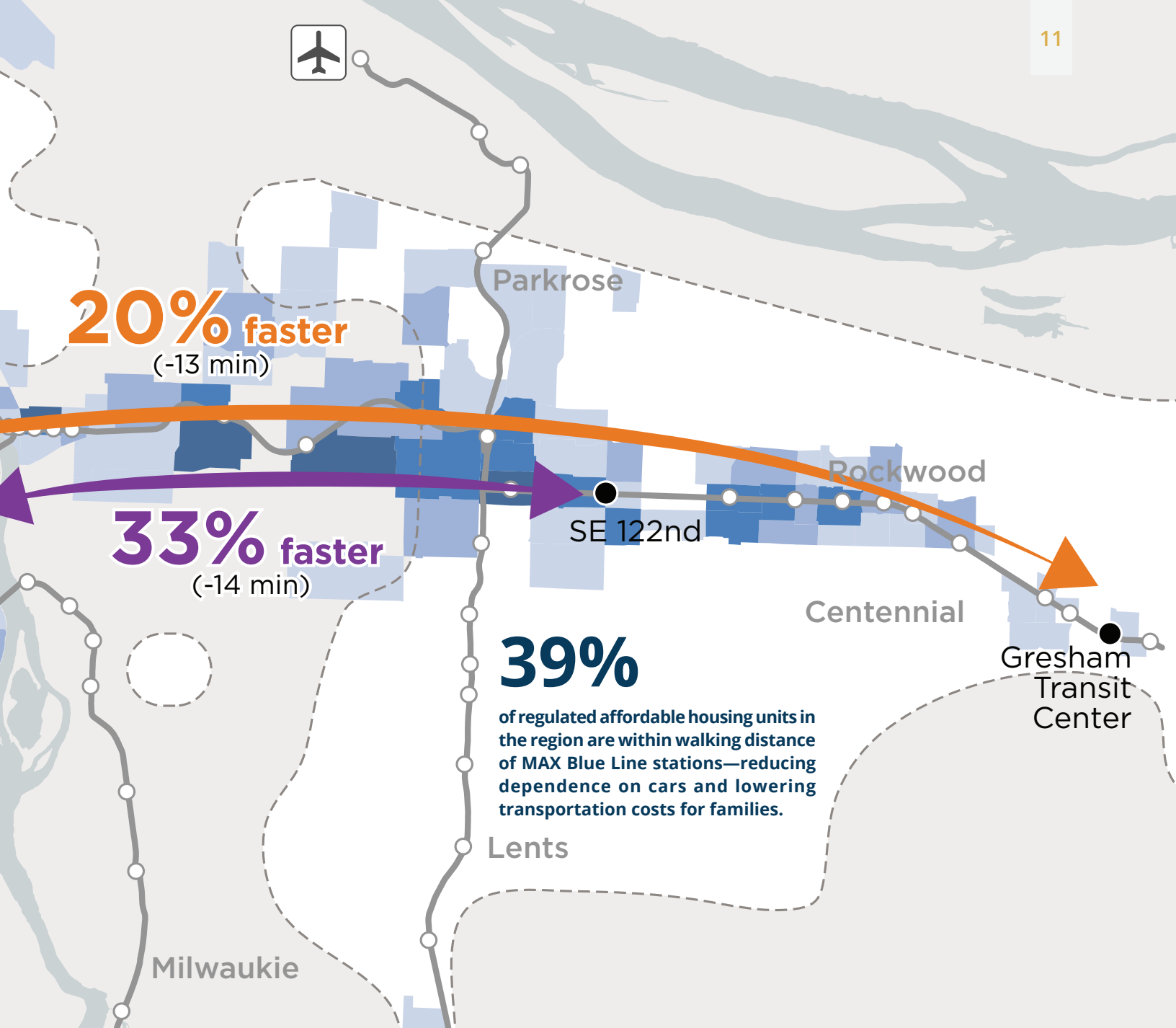


3

Faster Travel Times for Marginalized Communities

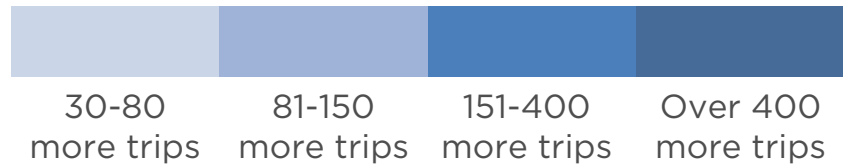
It's critical for regional prosperity to connect communities of color, English language learners, and low income households with job centers throughout the region. Rapid increases in housing costs over the last decade have affected the affordability of our region. Housing farther from downtown has remained more affordable, forcing many to endure longer commutes and assume higher travel costs if they drive.

Tualatin



Change In Transit Trips With The Tunnel

On an average weekday in the year 2035

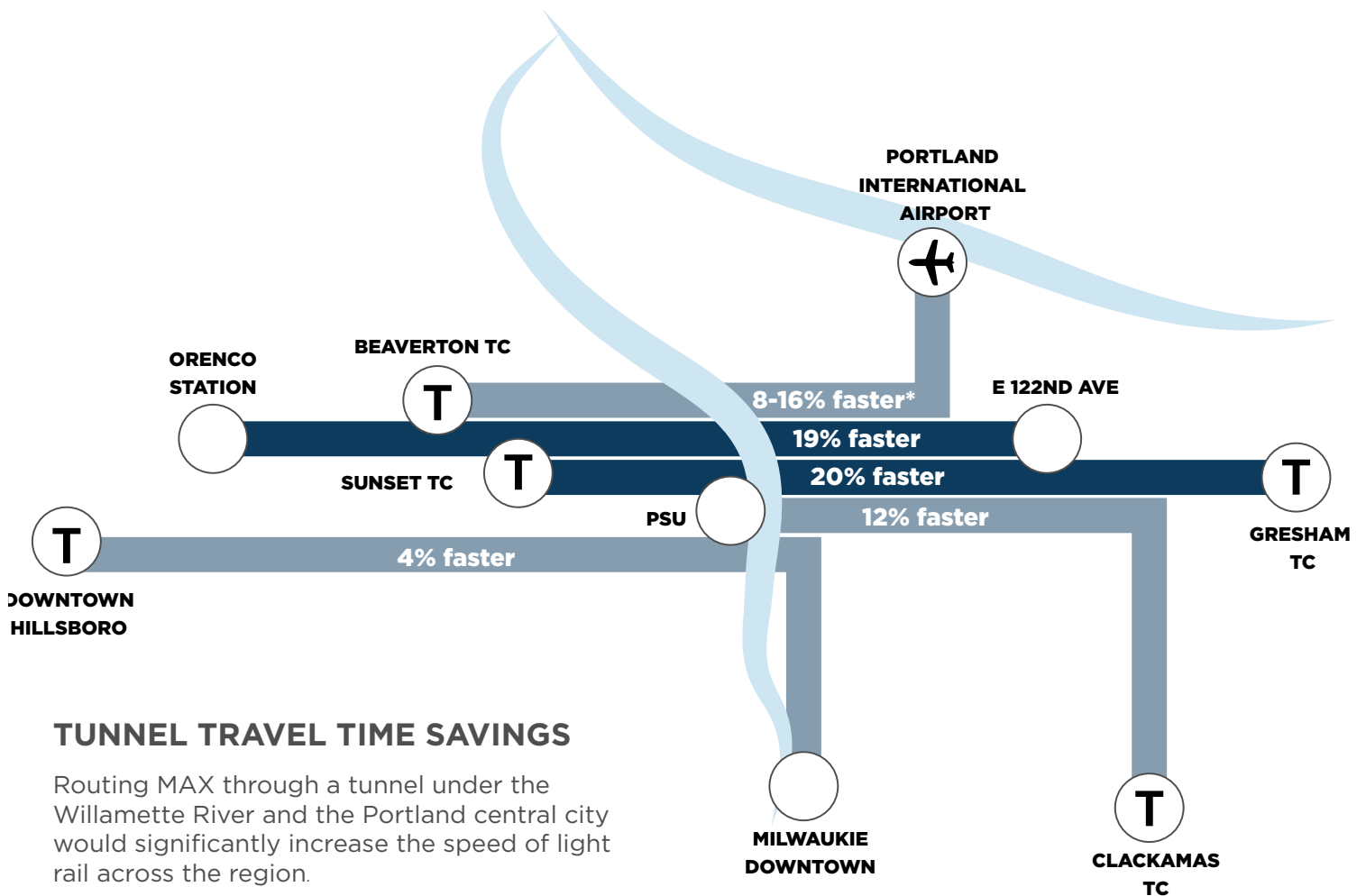


This area represents communities who have been historically marginalized and economically displaced in our region, many of whom are communities of color. Faster transit on the Blue Line corridor will better support these communities.

4

Speed

The MAX tunnel can save over 12 minutes for a trip through the central city. Even people going to downtown Portland, to places like PSU or Pioneer Square, would save 5 to 6 minutes, depending on where they're coming from. While the MAX tunnel stations have yet to be determined, access to downtown destinations will be further enhanced by surface travel options like bus, streetcar, bikeshare, and a great walking environment.



TUNNEL TRAVEL TIME SAVINGS

Routing MAX through a tunnel under the Willamette River and the Portland central city would significantly increase the speed of light rail across the region.

Note: Assumes MAX Red Line does not operate in the tunnel. Decisions on tunnel routes have not been made.

5

Resiliency

A MAX tunnel would add a resource to the regional transportation network that would be resilient to natural disasters and other regional disruptions.

It would join a growing resilient infrastructure network including the recently built Tilikum Crossing and the rehabilitated Sellwood Bridge. A MAX tunnel would offer a critical link to help the region recover from possible future events.

TriMet explored rehabilitating the Steel Bridge and found the small fixes would not substantially improve resilience in an earthquake. A new bridge would more likely survive a major seismic event,

but would not fully address traffic congestion and bottlenecks in the central city and would have major impacts on historic and environmental resources.

Transportation is essential to our quality of life. Our current trajectory will lead to even more congested roads, crowded trains and buses, and more time going to, rather than enjoying places.

6

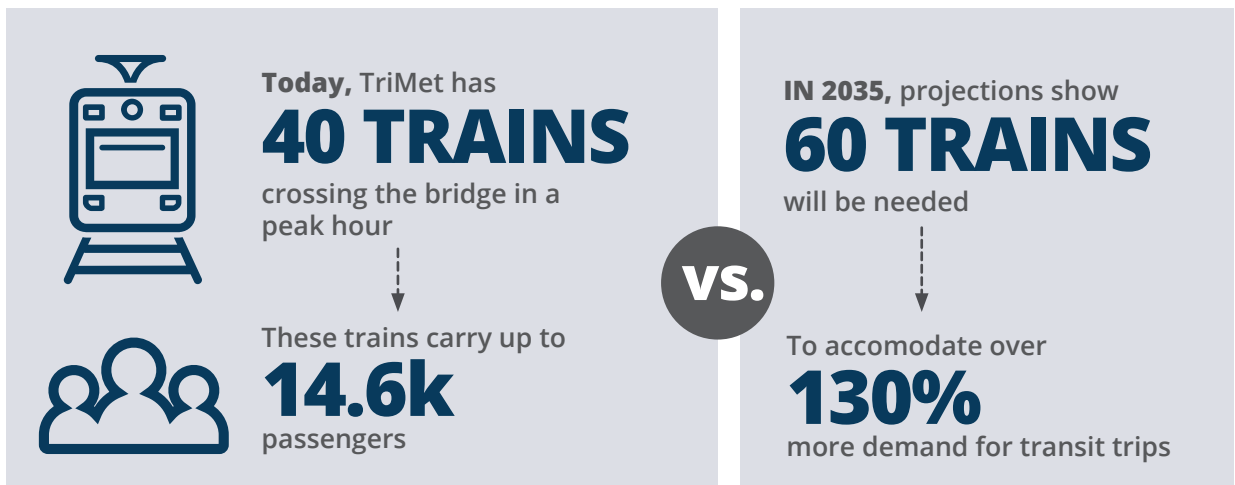
Capacity

The MAX lines connect downtown Portland with dense and growing neighborhoods and employment areas. A comfortable and reliable transit system is essential to accommodating this growth—ensuring our communities provide social and economic opportunity for all, and help reduce greenhouse gas emissions.

The MAX tunnel will help make sure light rail is there for people even at the busiest times of day. To fit people comfortably in trains over the next 15 years,

we anticipate 60 trains crossing between the central city and Rose Quarter every day—a 50% increase in rail traffic. The MAX tunnel accommodates added service and maintains capacity on the Steel Bridge.

Today MAX is limited to 2-car trains because of the length of downtown city blocks. A tunnel could allow for longer trains if the stations outside the downtown core are retrofitted. In the long-term, this could greatly increase MAX capacity.



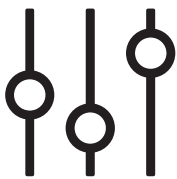
PUBLIC INVOLVEMENT



The *MAX Tunnel Study* provided a preliminary assessment of a MAX tunnel to help decision-makers determine if a full study should be initiated. The purpose of a full study would be to include conceptual design, alignment alternatives, and environmental impacts analysis. Metro crafted targeted stakeholder engagement activities with three goals that will continue forward through all future analysis and studies:



Engage in a long-term conversation with stakeholders about the options to improve light rail travel across the region



Help people understand the benefits and drawbacks of the transit option being considered



Collect feedback, ideas and improvements from a diverse range of stakeholders, including groups most impacted and members of the public to improve future planning efforts

Strategy and technical groups guided this preliminary study with agency partners including:

- Metro
- TriMet
- Oregon Department of Transportation
- City of Portland
- Multnomah County
- Clackamas County
- Prosper Portland
- Port of Portland
- Washington County

Metro and TriMet met with other regional stakeholder groups to introduce the project. These groups included:

- Lloyd District Transportation Management Association Board
- East Metro Economic Alliance
- Washington County Coordinating Committee TAC and full committee
- Central Eastside Industrial Council Land Use Committee
- Non-profit community leaders forum
- Momentum Alliance
- TriMet Transit Equity Advisory Committee
- PBA Transportation Committee
- WEA Transportation Committee
- East Multnomah County Transportation Committee

Online Survey

Metro's online survey drew 2,500 respondents who shared their ideas about the project. The survey findings will be used to hone the scope of future studies to ensure people's interests and needs are addressed.



Consider the region's transportation challenges significant or very significant



Support studying a MAX tunnel



Would take MAX more frequently if it was faster

Open House

An open house at Metro engaged over 50 people, providing one-on-one time to talk with staff directly about the project.

- ✓ Most people agreed with the need to get through downtown faster and were excited about the potential of a MAX tunnel
- ✓ Attendees wanted to ensure good transit access downtown while improving travel times
- ✓ Equitable access for the whole region, and improving environmental outcomes, are top issues

NEXT STEPS

The MAX Tunnel Study produced preliminary projections of MAX tunnel benefits and construction costs, and the estimated funds needed to complete the next stages of the required planning and engineering. The future phases would identify the tunnel route, station locations, and light rail operating plan, and include the environmental analysis, design, and engineering.

- 1 **Project Development:** Portland central city rail system plan, preferred route and station locations, Environmental Impact Statement, public engagement, constructability and staging, preliminary risk assessment, finance plan
- 2 **Design:** final engineering and design, implementation schedule and budget, permitting and property acquisition, grant approvals
- 3 **Construction:** environmental mitigations and implementing service





TRI MET

HOW I ROLL SIDE HOW I ROLL

Materials following this page were distributed at the meeting.



The MAX Tunnel Study

January 16, 2020

Today's presentation

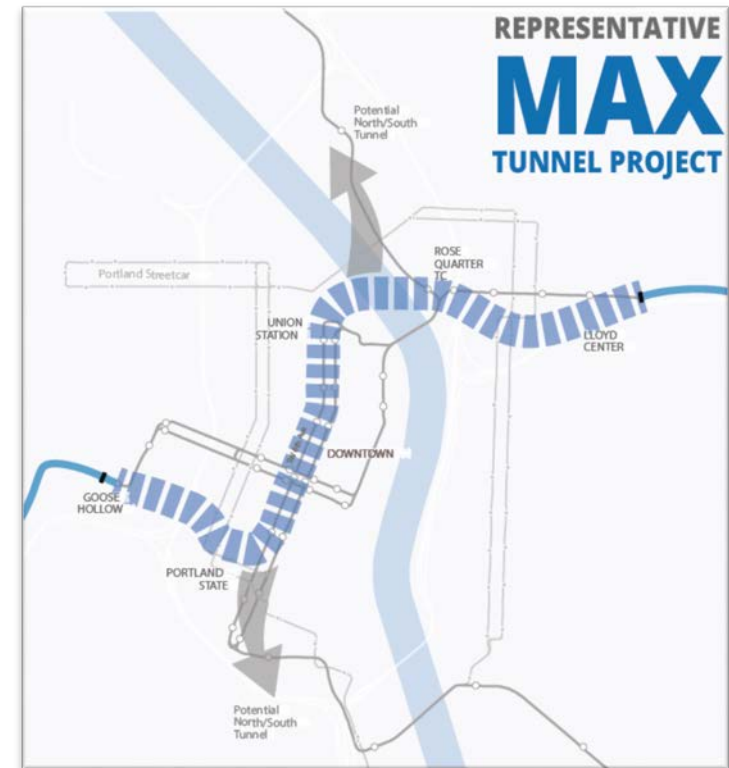
1. Purpose of the MAX Tunnel Study
2. What the MAX Tunnel Study is not
3. Why consider a tunnel?
4. Early scoping results
5. Technical findings

Partners

- Metro
- TriMet
- City of Portland
- Clackamas County
- Multnomah County
- Washington County
- ODOT
- Port of Portland
- Prosper Portland

Purpose

1. Defined representative project to address light rail capacity and reliability
2. Provided preliminary info for stakeholders and the public
3. Determined cost to advance a project through NEPA

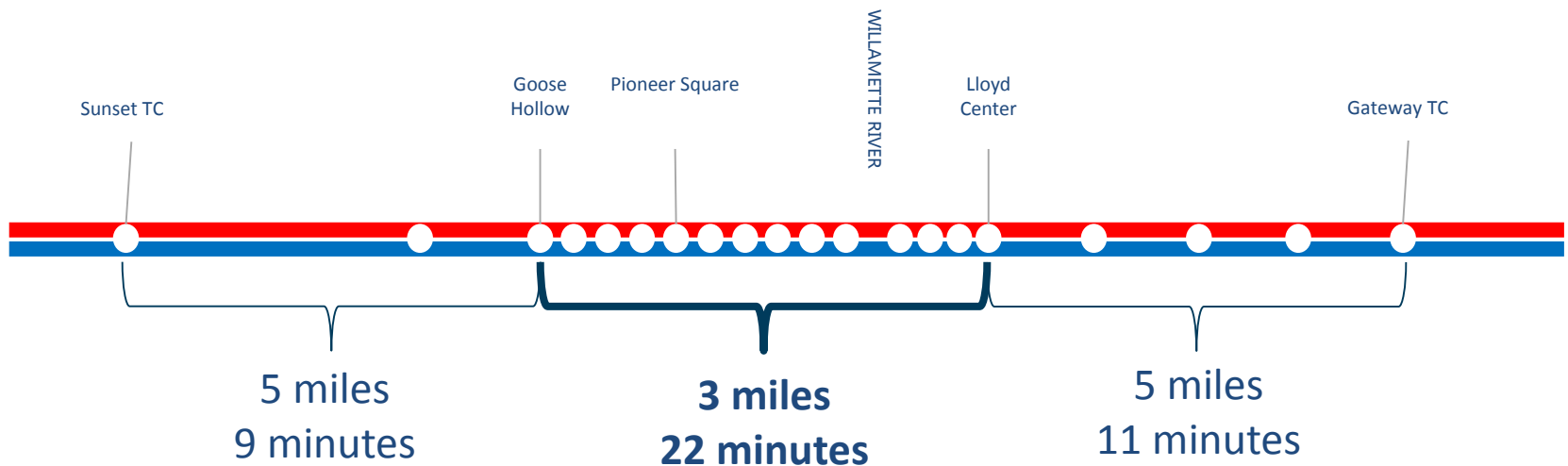


The study did NOT:

- Determine a tunnel alignment or station locations
- Include a comprehensive public engagement process

Why study a MAX tunnel?

The Portland Central City area is a bottleneck for regional light rail operations— impacting speed and reliability system wide



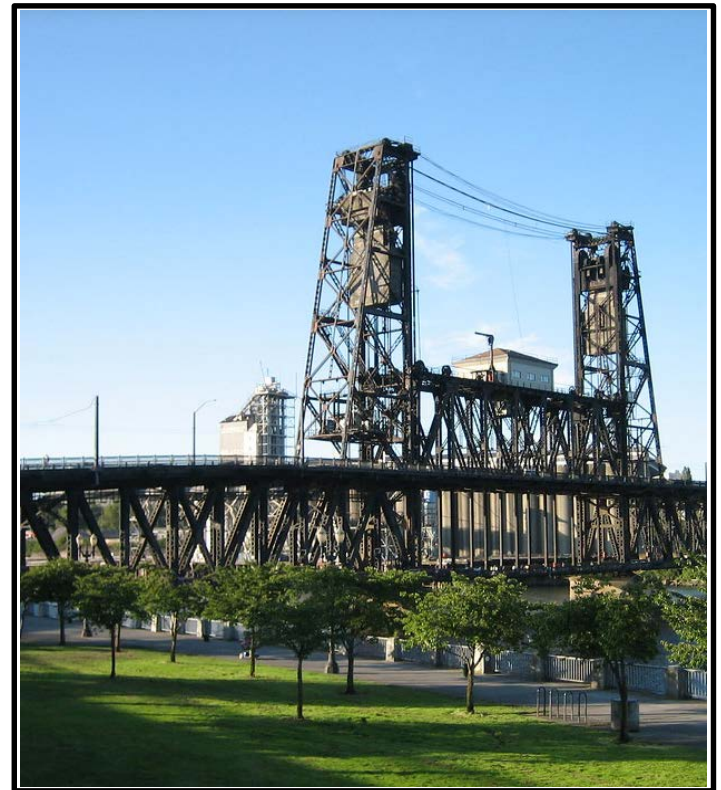
Pinch Point: Downtown Portland

- Mix of vehicles, pedestrians and bikes reduces speed
- Frequent right-of-way conflicts impact light rail reliability
- Frequent stops result in longer travel times



Pinch Point: Steel Bridge

- Built in 1912
- Slows light rail travel
- Impacts system on-time performance
- All light rail trains cross here
- One train every 90 seconds in the peak



Pinch Point: Steel Bridge

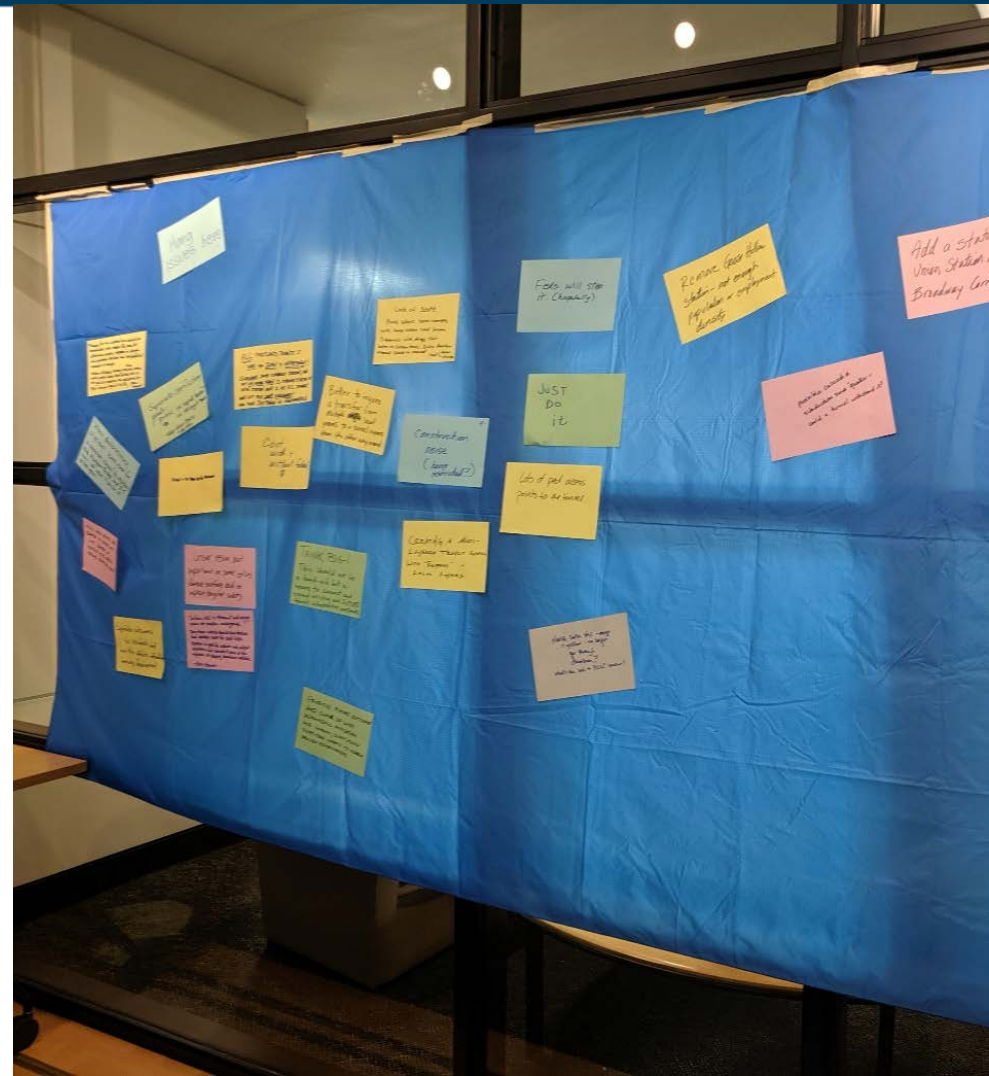
Criteria	No Build	Steel Bridge 4-Track	Replacement Bridge - Moveable	Replacement Bridge - Fixed	Supplemental Bridge	Tunnel
Travel Time						
On-Time Performance						
Service Reliability						
Frequency & Capacity						
Access						
Resiliency						
Environment Built/Natural						

Early scoping – stakeholder group meetings

- Lloyd District TMA Board
- East Metro Economic Alliance
- Washington County Coordinating Committee TAC and full committee
- Central Eastside Industrial Council L.U. Committee
- Non-profit community leaders forum
- Momentum Alliance
- TriMet Transit Equity Advisory Committee
- PBA Transportation Committee
- WEA Transportation Committee
- E. Multnomah County Transportation Committee
- Downtown Neighborhood Association

Early scoping – July 22 open house

- 56 attendees
- Comments on:
 - Draft purpose and need statement
 - What to consider
 - Downtown destinations



Early scoping – online survey

- 2,500 responses
- High degree of support



Consider the region's transportation challenges significant or very significant

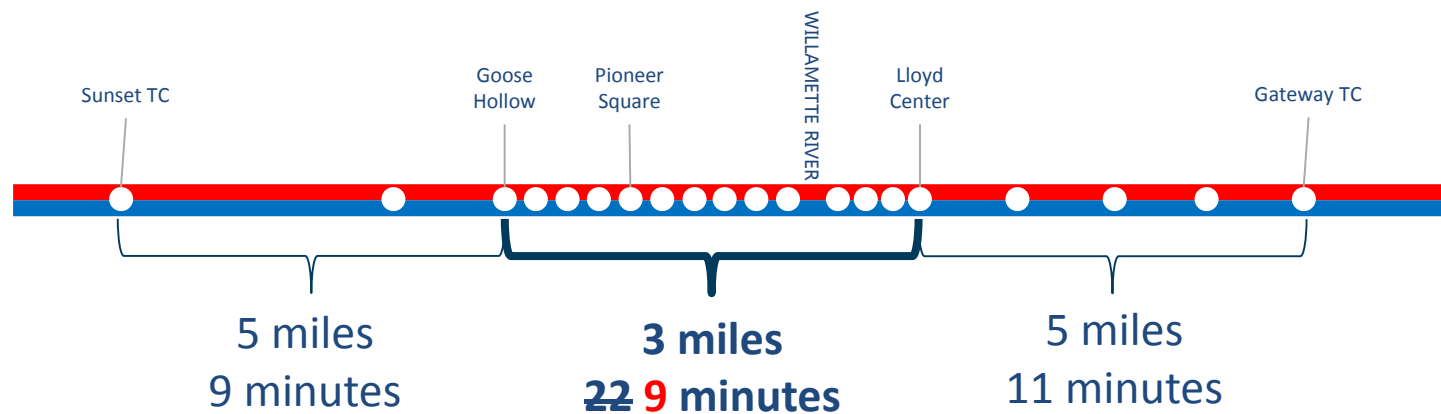


Support studying a MAX tunnel



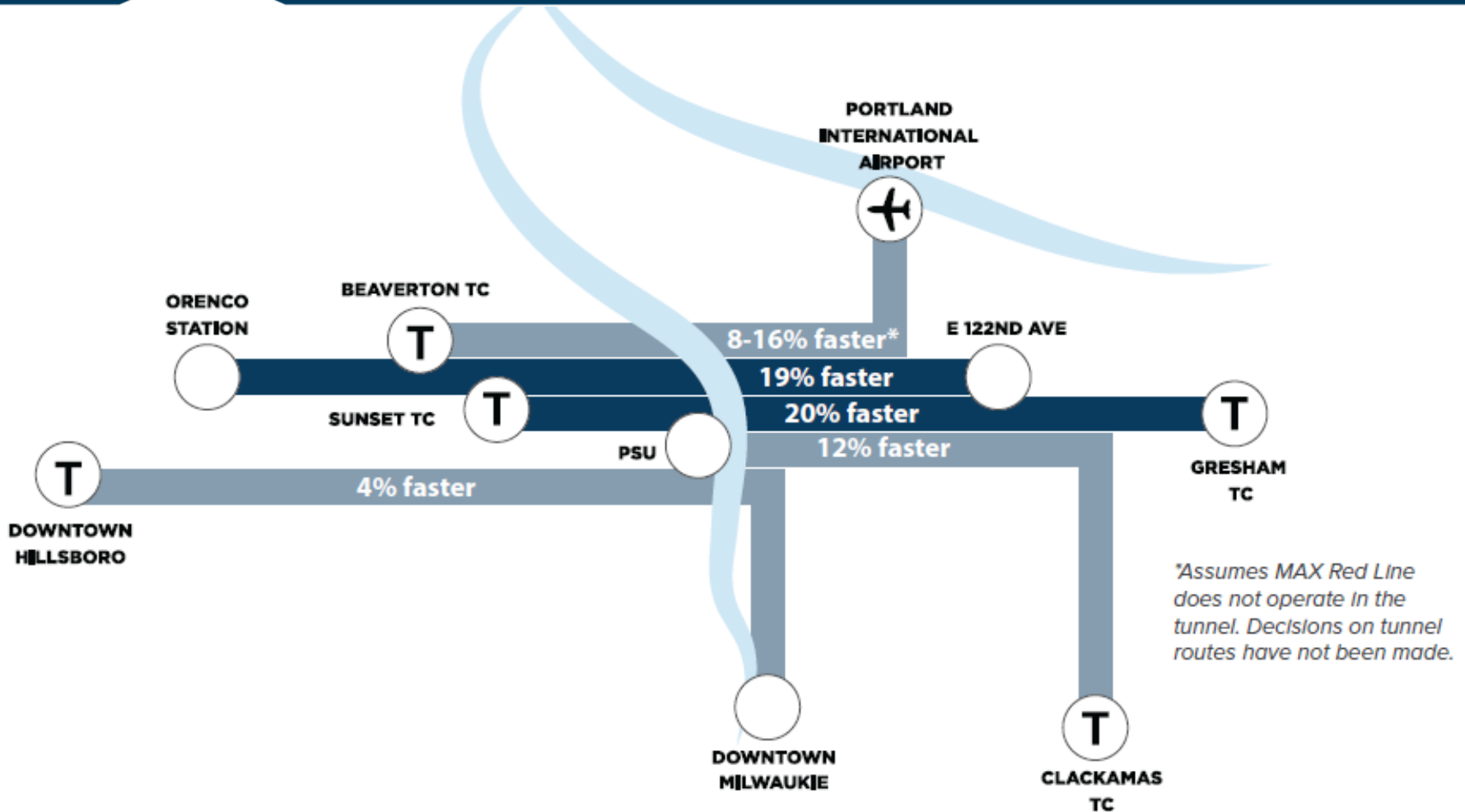
Would ride MAX more frequently if it were faster

Findings – travel time



Up to 13 minutes saved over current conditions

Findings – travel time

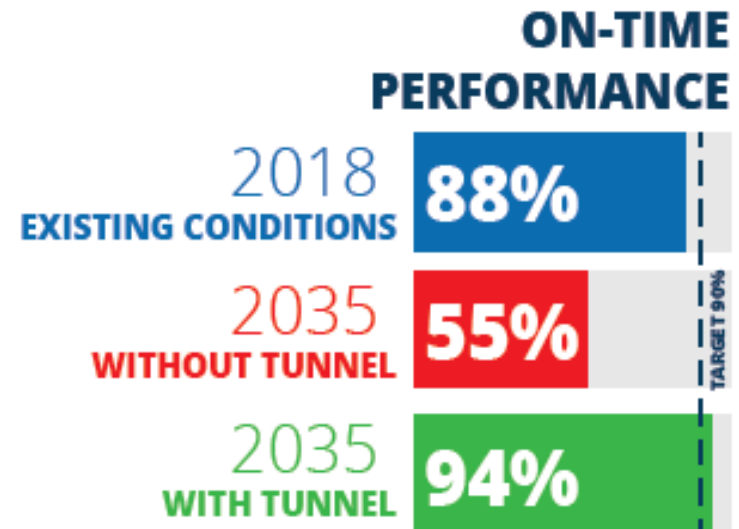


Findings – mobility

- Improves transit travel time for trips across and to downtown Portland
- Addresses projected increases in demand for cross- regional travel
- Increases labor market for employers around the region, including downtown

Findings – reliability

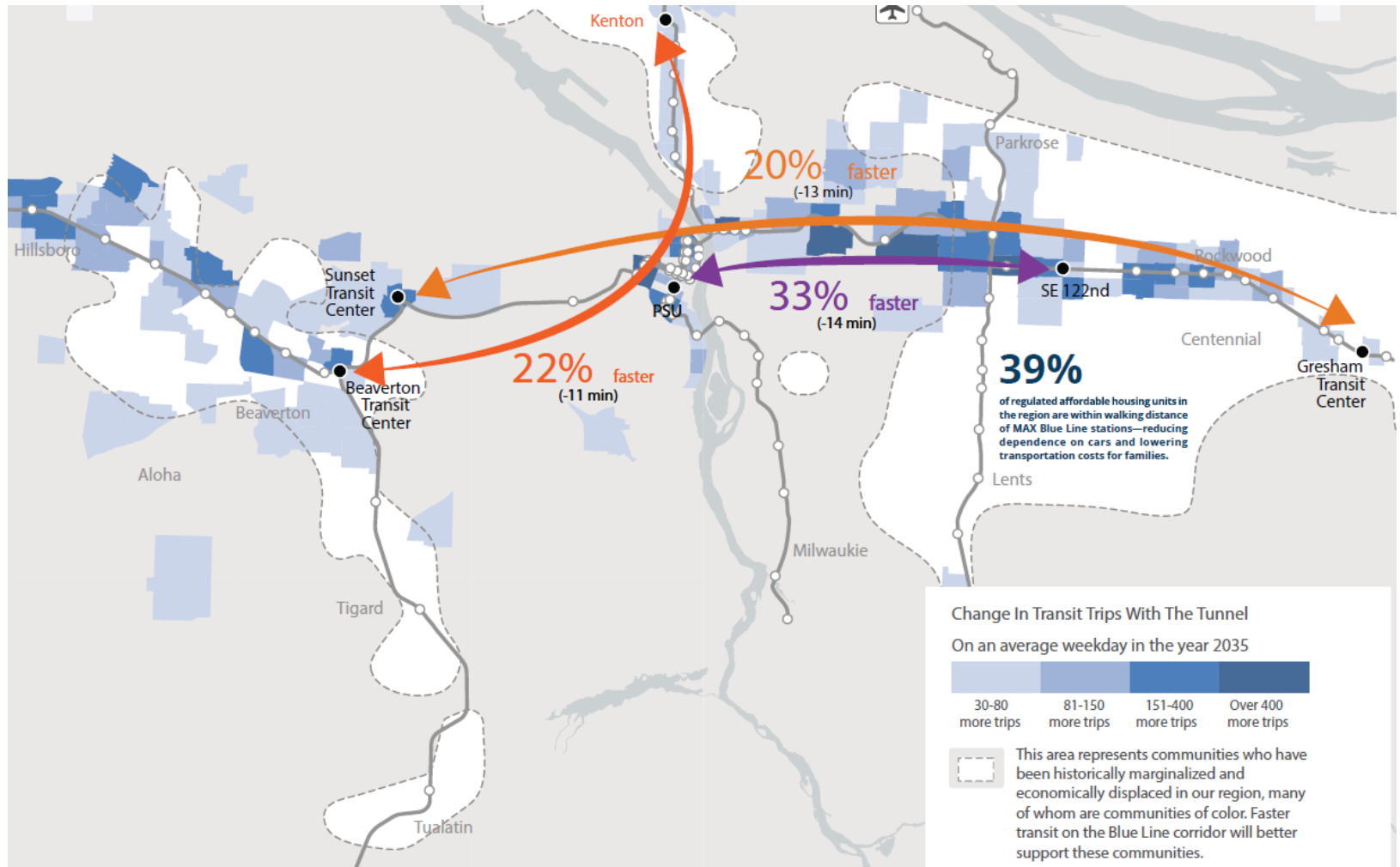
Reliability has been improving, but future ridership increases will result in eroding on-time performance if we do nothing to improve Central City light rail capacity.



Findings – equity

- 39% of the region's regulated affordable housing units are within a half mile of a Blue Line station
- 37% of current MAX Blue/Red Line riders are minority riders
- Most new transit trips created by a MAX tunnel would originate in Metro-identified equity areas

Findings – equity



Findings – climate

- 27% increase in Blue/Red Line MAX trips (2035)
- 24,000 daily new daily system trips (2035) – nearly the capacity of Providence Park



Findings – costs

- \$3 to \$4.5B in today's dollars
- 3.5 mile tunnel
- Cost per mile comparable to Seattle's Northgate Link light rail extension and to LA's Purple Line subway extension

Next steps

- Central City rail system plan
- Alternatives analysis
- Engagement
- Identify preferred route and station locations
- Preliminary risk, constructability/staging
- Capital cost estimate/finance plan
- Project development /implementation schedule
- DEIS

oregonmetro.gov

