



600 NE Grand Ave.  
Portland, OR 97232-2736

# Joint Policy Advisory Committee on Transportation (JPACT) agenda

---

Thursday, November 18, 2021

7:30 AM

<https://zoom.us/j/91720995437> (Webinar  
ID: 917 2099 5437)

---

## 1. Call to Order, Declaration of a Quorum & Introductions (7:30 AM)

Please note: To limit the spread of COVID-19, Metro Regional Center is now closed to the public. This meeting will be held electronically. You can join the meeting on your computer or other device by using this link: <https://zoom.us/j/91720995437> (Webinar ID: 917 2099 5437) or by calling +1 917 2099 5437 or 888 475 4499 (toll free).

If you wish to attend the meeting, but do not have the ability to attend by phone or computer, please contact the Legislative Coordinator at least 24 hours before the noticed meeting time by phone at 503-797-1916 or email at [legislativecoordinator@oregonmetro.gov](mailto:legislativecoordinator@oregonmetro.gov).

## 2. Public Communications (7:35 AM)

Public comment may be submitted in writing and will also be heard by electronic communication (video conference or telephone). Written comments should be submitted electronically by emailing [legislativecoordinator@oregonmetro.gov](mailto:legislativecoordinator@oregonmetro.gov). Written comments received by 4:00 pm on the Wednesday before the meeting will be provided to the committee prior to the meeting.

Those wishing to testify orally are encouraged to sign up in advance by either: (a) contacting the legislative coordinator by phone at 503-797-1916 and providing your name and the item on which you wish to testify; or (b) registering by email by sending your name and the item on which you wish to testify to [legislativecoordinator@oregonmetro.gov](mailto:legislativecoordinator@oregonmetro.gov). Those requesting to comment during the meeting can do so by using the "Raise Hand" feature in Zoom or emailing the legislative coordinator at [legislativecoordinator@oregonmetro.gov](mailto:legislativecoordinator@oregonmetro.gov). Individuals will have three minutes to testify unless otherwise stated at the meeting.

## 3. Updates from the JPACT Chair (7:40 AM)

## 4. Consent Agenda (7:45 AM)

- 4.1 Resolution No. 21-5218, For the Purpose of Amending the 2021-26 Metropolitan Transportation Improvement Program (MTIP) to Amend Three Projects Impacting Gresham and ODOT Allowing Federal Approvals and Phase Obligations to be Approved (NV22-02-NOV1)  
Attachments: [Draft Resolution 21-5218](#)  
[Exhibit A](#)  
[JPACT Staff Report](#) [COM](#)  
[21-0482](#)
- 4.2 Resolution No. 21-5219, For the Purpose of Amending the 2021-26 Metropolitan Transportation Improvement Program (MTIP) to Add Portland's 82nd Ave Safety Upgrade Project Funded with \$80 Million from the American Rescue Plan Act of 2021 (NV22-04-NOV3)  
Presenter(s): Margi Bradway (she/her), Metro  
Ted Leybold (he/him), Metro  
Attachments: [Resolution 21-5219](#)  
[Attachment A](#)  
[JPACT Staff Report](#) [COM](#)  
[21-0484](#)
- 4.3 Consideration of the October 21, 2021 JPACT Minutes [COM](#)  
[21-0488](#)  
Attachments: [October 21, 2021 JPACT Minutes](#)

**5. Action Items (7:50 AM)**

- 5.1 Resolution No. 21-5217, For the Purpose of Amending the 2021-26 Metropolitan Transportation Improvement Program (MTIP) to Add the Preliminary Engineering Phase and Partial Funding of \$71 Million Dollars for ODOT and WSDOT's Interstate 5- Interstate Bridge Replacement Project (NV22-02-NOV2) (7:50 AM) [COM](#)  
[21-0483](#)
- Presenter(s): Ted Leybold (he/him), Metro  
Ray Mabey (he/him), ODOT
- Attachments: [Draft Resolution 21-5217](#)  
[Exhibit A to Resolution No. 21-5217](#)  
[JPACT Staff Report](#)  
[Attachment 1](#)  
[Attachment 1a](#)  
[Attachment 2](#)  
[Attachment 3](#)  
[Attachment 4](#)  
[Attachment 4a](#)  
[Attachment 5](#)
- 5.2 Resolution No. 21-5220, For the Purpose of Adopting the 2021 Regional Transportation System Management and Operations Strategy Replacing the 2010 Regional 2010-2020 Transportation Systems Management and Operations Action Plan (8:20 AM) [COM](#)  
[21-0485](#)
- Presenter(s): Caleb Winter (he/him), Metro
- Attachments: [DRAFT Resoluntion 21-5220](#)  
[Exhibit A](#)  
[Exhibit B](#)  
[Exhibit C](#)  
[JPACT Staff Report](#)

- 5.3 Resolution No. 21-5209 For the Purpose of Providing Concurrence to ODOT to Seek Direct Allocation of Federal Transportation Funding Under the Revenue Loss Provision of the Coronavirus Response and Relief Supplemental Appropriation Act (CRRSAA) and Direct to Transportation Uses in the Metro Area (8:50 AM)

[COM](#)  
[21-0487](#)

Presenter(s): Margi Bradway (she/her), Metro  
Michelle Bellia (she/her), Metro

Attachments: [Resolution No. 21-5209](#)  
[Attachement 1](#)  
[Staff Report](#)

6. **Updates from JPACT Members (9:25 AM)**
7. **Adjourn (9:30 AM)**

## 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](http://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](http://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](http://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](http://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

尊重民權。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](http://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 ixtiraamaataa 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](http://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](http://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](http://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 ឬដើម្បីទទួលបានការបណ្តឹងរើសអើងសូមចូលទៅកាន់គេហទំព័រ [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights)។ បើលោកអ្នកត្រូវការអ្នកបកប្រែភាសានៅពេលអង្គប្រជុំសាធារណៈ សូមទូរស័ព្ទមកលេខ 503-797-1700 (ម៉ោង 8 ព្រឹកដល់ម៉ោង 5 ល្ងាច ថ្ងៃធ្វើការ) ប្រាំពីរថ្ងៃ ថ្ងៃធ្វើការ មុនថ្ងៃប្រជុំដើម្បីអាចឲ្យគេសម្រួលការបណ្តឹងរបស់លោកអ្នក ។

### 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](http://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](http://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](http://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](http://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](http://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](http://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.

## **2021 JPACT Work Program**

**As of 11/9/21**

*Items in italics are tentative*

<u>October 21, 2021</u>	<u>November 18, 2021</u>
	<ul style="list-style-type: none"> <li>• <b>Resolution No. 21-5218</b>, For the Purpose of Amending the 2021-26 Metropolitan Transportation Improvement Program (MTIP) to Amend Three Projects Impacting Gresham and ODOT Allowing Federal Approvals and Phase Obligations to be Approved (NV22-02-NOV1) <b>(consent)</b></li>   <li>• <b>Resolution No. 21-5219</b>, For the Purpose of Amending the 2021-26 Metropolitan Transportation Improvement Program (MTIP) to Add Portland's 82nd Ave Safety Upgrade Project Funded with \$80 Million from the American Rescue Plan Act of 2021 (NV22-04-NOV3) <b>(consent)</b></li>   <li>• <b>Resolution 21-5217</b>, For the Purpose of Amending the 2021-26 Metropolitan Transportation Improvement Program (MTIP) to Add the Preliminary Engineering Phase and Partial Funding of \$71 Million Dollars for ODOT and WSDOT's Interstate 5- Interstate Bridge Replacement Project (NV22-02-NOV2) (Ted Leybold , Metro &amp; Ray Mabey , Metro; 30 min)</li>   <li>• <b>Resolution No. 21-5220</b>, For the Purpose of Adopting the 2021 Regional Transportation System Management and Operations Strategy Replacing the 2010 Regional 2010-2020 Transportation Systems Management and Operations Action Plan (Caleb Winter, Metro; 30 min)</li>   <li>• <b>Resolution No. 21-5209</b>, For the Purpose of Providing Concurrence to ODOT to Seek Direct Allocation of Federal Transportation Funding Under the Revenue Loss Provision</li> </ul>

	<p>of the Coronavirus Response and Relief Supplemental Appropriation Act (CRRSAA) and Direct to Transportation Uses in the Metro Area (COO Marissa Madrigal (she/her), Margi Bradway (she/her) &amp; Michelle Bellia (she/her), Metro; 20 min)</p>
<p><b><u>December 16, 2021</u></b></p> <ul style="list-style-type: none"> <li>• Metro Council to appoint members to a Steering Committee for TV Hwy bus rapid transit (Eryn Kehe (consent/ information only))</li> <li>• <b>Resolution no. 21-5211</b>, For the Purpose of amending the FY 2021-22 Unified Planning Work Program (UPWP) to Add the Sunrise Community Visioning Project That was Funded Since the UPWP was Adopted – introduction</li> <li>• <b>Resolution no. 21-5215</b>, For the Purpose of Amending the FY 2021-22 Unified Planning Work Program (UPWP) to Amend the Funding and Add Detail to the Existing I-5 Boone Bridge Planning Project - introduction</li> <li>• <b>Resolution no. 21-5216</b>, For the Purpose of Amending the FY 2021-22 Unified Planning Work Program (UPWP) to Amend the Funding for the I-205 Tolling Project - introduction</li> <li>• Discussion of public comments and proposed RTP amendment/legislation</li> <li>• MTIP amendment on tolling projects - introduce</li> <li>• Regional Mobility Policy Update – Discuss Case Study Findings and Recommendations for Updating Policy (30 min., Kim Ellis and ODOT staff)</li> <li>• Freight Commodity Study – (30 min, Tim Collins)</li> </ul>	

Parking Lot:

- *Hwy 26/Westside Transportation Study – briefing (20 min, Matt Bihn & ODOT)*
- *TV Highway Corridor Study – briefing (30 min, Eryn Kehe)*  
*Enhanced Transit Corridor (20 min, Matt Bihn)*
- Boone Bridge- action  
2023 Regional Transportation Plan Update Work Plan Discussion (30 min, Kim Ellis)
- Metro Council to appoint members to a Steering Committee for TV Hwy bus rapid transit (Eryn Kehe)



**4.1 Resolution No. 21-5218, For the Purpose of  
Amending the 2021-26 Metropolitan Transportation  
Improvement Program (MTIP) to Amend Three  
Projects Impacting Gresham and ODOT Allowing  
Federal Approvals and Phase Obligations to be  
Approved (NV22-02-NOV1)**

*Consent Agenda*

Joint Policy Advisory Committee on Transportation  
Thursday, November 18, 2021

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE 2021-26 ) RESOLUTION NO. 21-5218  
METROPOLITAN IMPROVEMENT PROGRAM )  
(MTIP) TO AMEND THREE PROJECTS IMPACTING ) Introduced by: Chief Operating Officer  
GRESHAM AND ODOT ALLOWING FEDERAL ) Marissa Madrigal in concurrence with  
APPROVALS AND PHASE OBLIGATIONS TO BE ) Council President Lynn Peterson  
APPROVED (NV22-02-NOV1) )

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 2021-24 MTIP via Resolution 20-5110 on July 23, 2020; 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, the final design requirements for Gresham's SE 242/Hogan NE Burnside to East Powell resulted in the need for \$1.83 million in additional local construction funds to complete the construction phase due to revised design elements, the inclusion stormwater quality management infrastructure replacement requirements, higher than expected pavement degradation, and inflation which must be addressed now before the project can move forward into the construction phase; and

WHEREAS, ODOT's review of the OR99W North Schmeer Rd to SW Meinecke Pkwy and on US30B from Kerby to 165<sup>th</sup> Safety project that will upgrade signals, replace or modify signs and road markings, install lighting and bike lane conflict markings to improve safety for motorist has sufficient funding allowing it to split \$25,000 from the current construction phase and commit the funds to ODOT's OR99W I-5 to McDonald Street safety upgrade project which is undergoing a scope enhancement; and

WHEREAS, ODOT's OR99W from I-5 to McDonald Street safety upgrade project which will provide repave the roadway, provide sidewalk/bicycle gap fill-ins, construct ADA ramps and access management upgrades, provide drainage upgrades, and a full signal upgrade at Johnson/Main, plus repair rutting and surface damage allowing safer travel will enhance its scope elements by adding a third site location to the project and add water quality facility resulting in a \$2,525,000 cost increase to the project; and

WHEREAS, the a review of the proposed project changes has been completed against the current approved Regional Transportation Plan (RTP) to ensure the projects remain consistent with the goals and strategies identified in the RTP; and

WHEREAS, RTP consistency check areas included financial/fiscal constraint verification, an assessment of possible air quality impacts, consistency with regional approved RTP goals and strategies,

and a reconfirmation that the MTIP's financial constraint finding is maintained a result of the November #1, MTIP Formal Amendment Bundle; and

WHEREAS, Metro's Transportation Policy and Alternatives Committee (TPAC) received their notification plus amendment summary overview, and recommended approval to Metro's Joint Policy Advisory Committee on Transportation (JPACT) on November 5, 2021; and

WHEREAS, JPACT approved Resolution 21-5218 consisting of the November #1 2021 Formal MTIP Amendment on November 18, 2021 and provided their approval recommendation to Metro Council; now therefore

BE IT RESOLVED that the Metro Council hereby adopts the recommendation of JPACT on December 2, 2021 through Resolution 21-5218 to formally amend the 2021-26 MTIP to with the three projects included in the November #1 Formal MTIP Amendment Bundle.

ADOPTED by the Metro Council this \_\_\_\_ day of \_\_\_\_\_ 2021.

\_\_\_\_\_  
Lynn Peterson, Council President

Approved as to Form:

\_\_\_\_\_  
Carrie MacLaren, Metro Attorney

2021-2026 Metropolitan Transportation Improvement Program  
 Exhibit A to Resolution 21-5218



Proposed November #1 2021 (FFY 2022) Formal Transition Amendment Bundle  
 Amendment Type: **Formal/Full**  
 Amendment #: **NV22-02-NOV1**  
 Total Number of Projects: 3

Key Number & MTIP ID	Lead Agency	Project Name	Project Description	Amendment Action
Project #1 Key 19120	Gresham	SE 242nd/Hogan: NE Burnside - E. Powell (Gresham)	Operational improvements, signal upgrades, bicycle and pedestrian improvements	<b><u>COST INCREASE:</u></b> Additional local overmatching funds are committed to the construction phase to address the updated construction cost estimate
Project #2 Key 21616	ODOT	OR99W:N Schmeer Rd– SW Meinecke Pkwy & US30B: Kerby–165th	Upgrade signals, replace or modify signs and road markings, install lighting and bike lane conflict markings to improve safety on this section.	<b><u>SPLIT FUNDS:</u></b> Split \$25k off the construction phase and commit to Key 20435.
Project #3 Key 20435	ODOT	OR99W: I-5 - McDonald St	<del>Repave roadway; upgrade ADA ramps to current standards; improve access-management; pedestrian improvements and address drainage as needed. Includes full signal upgrade at Johnson/Main.</del> <b>Repave roadway, sidewalk/bicycle gap fill-ins, construct ADA ramps and access management upgrades, provide drainage upgrades, add water quality facility, full signal upgrade at Johnson/Main, plus repair rutting and surface damage allowing safer travel</b>	<b><u>SCOPE CHANGE</u></b> Project limits are extended, a third site location is added to the project, additional scope work elements are included resulting in a cost increase of 10.49% for a revised total project cost of \$26,585,468



Metro  
20121-24 Metropolitan Transportation Improvement Program (MTIP)  
PROJECT AMENDMENT DETAIL WORKSHEET

**Formal Amendment  
COST INCREASE**  
Commit added local overmatch to  
the construction phase

<b>Lead Agency:</b> Gresham		Project Type:	Operations	<b>ODOT Key:</b>	<b>19120</b>
<b>Project Name:</b> SE 242nd/Hogan: NE Burnside - E. Powell (Gresham)	<b>1</b>	ODOT Type:	Modern	<b>MTIP ID:</b>	<b>70799</b>
		Performance Meas:	Yes	<b>Status:</b>	<b>5</b>
<b>Project Status:</b> 5 = (RW ) Right-of Way activities initiated including R/W acquisition and/or utilities relocation.		Capacity Enhancing:	No	<b>Comp Date:</b>	<b>9/30/2026</b>
		Conformity Exempt:	Yes	RTP ID:	10512
<b>Short Description:</b> Operational improvements, signal upgrades, bicycle and pedestrian improvements		On State Hwy Sys:	No	RFFA ID:	N/A
		Mile Post Begin:	N/A	RFFA Cycle:	N/A
		Mile Post End:	N/A	UPWP:	No
		Length:	N/A	UPWP Cycle:	No
		Flex Transfer to FTA	No	Transfer Code	N/A
		1st Year Program'd:	2015	Past Amend:	7
		Years Active:	8	OTC Approval:	No
		STIP Amend #:	21-24-0993	MTIP Amnd:	<b>NV22-02-NOV1</b>

**Detailed Description:** Widen SE Hogan Road from NE Burnside St to E Powell Blvd to provide increased access for economic development and freight mobility. The project includes signals, bicycle and pedestrian improvements to provide safer and improved access for all road users

**STIP Description:** Widen NE Hogan Drive to provide increased access for economic development and freight mobility. The project includes signals, bicycle and pedestrian improvements to provide safer and improved access for all road users.

Last Amendment of Modification: Administrative, August 2021 - AB21-22-AUG2 - Slip \$1,025,001 and matching funds of \$117,316 plus local overmatch of \$1,407,683 to FY 2022

**PROJECT FUNDING DETAILS**

Fund Type	Fund Code	Year	Planning	Preliminary Engineering	Right of Way	Other (Utility Relocation)	Construction	Total
<b>Federal Funds</b>								
REDIST	Z030	2015		\$ 150,000				\$ 150,000
REDIST	Z030	2018			\$ 325,000			\$ 325,000
AC-STBGS	Z240	2022					\$ 1,025,001	\$ 1,025,001
							<b>Federal Totals:</b>	<b>\$ 1,500,001</b>
<b>Federal Fund Obligations \$:</b>				\$ 150,000	\$ 325,000			Federal Aid ID
<b>EA Number:</b>				PE002538	R9443000			3125(055)
<b>Initial Obligation Date:</b>				9/16/2015	9/24/2018			
<b>EA End Date:</b>				1/31/2023	12/31/2025			
<b>Known Expenditures:</b>				N/A	N/A			
<b>State Funds</b>								
								\$ -
								\$ -
								\$ -
							<b>State Total:</b>	<b>\$ -</b>
<b>Local Funds</b>								
Local	Match	2015		\$ 17,168				\$ 17,168
Other	OTH0	2015		\$ 132,832				\$ 132,832
Local	Match	2018			\$ 37,198			\$ 37,198
Other	OTH0	2018			\$ 968,190			\$ 968,190
Local	Match	2022					\$ 117,316	\$ 117,316
<del>Other</del>	<del>OTH0</del>	<del>2022</del>					<del>\$ 1,407,683</del>	
<b>Other</b>	<b>OTH0</b>	<b>2022</b>					<b>\$ 3,239,683</b>	<b>\$ 3,239,683</b>
							<b>Local Total</b>	<b>\$ 4,512,387</b>
Phase Totals Before Amend:			\$ -	\$ 300,000	\$ 1,330,388	\$ -	<del>\$ 2,550,000</del>	<del>\$ 4,180,388</del>
Phase Totals After Amend:			\$ -	\$ 300,000	\$ 1,330,388	\$ -	<b>\$ 4,382,000</b>	<b>\$ 6,012,388</b>
Year Of Expenditure (YOE):								\$ 6,012,388

**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.
- > What are we doing?
- > Support Materials: STIP Summary Report, STIP Impacts Worksheet and Change Management Request (CMR)

**Amendment Summary:**

The formal amendment increases the local overmatch funding from \$1,407,683 to \$3,239,683 (an addition of \$1,832,000) in to the construction phase. The total project cost increases from \$4,180,388 to \$6,012,388 which represents a 43.82% increase to the project. The primary factors cited by Gresham for the cost increase include (1) the increase in construction cost are the level of complexity of several design elements including stormwater quality management, stormwater infrastructure replacement and (2) significant pavement degradation since 2015 when the project was introduced to the STIP. (3) Construction costs have been on the rise for the past 10 years with even higher escalations anticipated resulting from material demand, more costly materials production, increases in petroleum cost, labor shortages, and finally the COVID Pandemic.

- > Will Performance Measurements Apply: Yes - Safety, pavement also possible

**RTP References:**

- > RTP ID: 10512 - Hogan - Powell to Burnside: Boulevard Design + Intersection Improvements
- > RTP Description: Improve to boulevard standards with center median, planter strip, and new sidewalk. Intersection improvements at Burnside and Powell. Multi-use path on west side from Wy'East Way path end to Powell Blvd. Bike lane east side between Powell and Burnside.
- > Exemption status: Exempt project per 93 CFR 126, Table 2 - Safety - Projects that correct, improve, or eliminate a hazardous location or feature.
- > UPWP amendment: No
- > RTP Goals: Goal 5 - Safety and Security
- > Goal Objective: 5.1 Transportation Safety
- > Goal Description: Eliminate fatal and severe injury crashes for all modes of travel.

**Fund Codes:**

- > REDIST = Federal Redistribution funds. These funds are allocated to states that meet their obligation targets. The funds are pulled from states that do not meet their obligation targets.
- > AC-STBGS = Federal Advance Construction also referred to as "AC funds". AC funds are used by ODOT as a placeholder until the actual federal fund type code is known. AC-STBGS reflects that the expected fund type code will be federal Surface Transportation Block Grant funds appropriated to ODOT.
- > Local = General local funds committed by the lead agency to the project and used as the required match against the federal funds.
- > Other = Additional local funds above the required match committed to the project.

**Other**

- > On NHS: No
- > Does the project require transportation and air quality modeling: No
- > Is the project located on the Metro Modeling network: Yes - Motor Vehicle Network
- > Model category and type: Hogan is classified as a Major Arterial in the Motor Vehicle Networks
- > TCM project: No
- > Located on the CMP: Yes







Metro  
20121-24 Metropolitan Transportation Improvement Program (MTIP)  
PROJECT AMENDMENT DETAIL WORKSHEET

**Formal Amendment**  
**SPLIT FUNDS**  
Split \$25k from Construction and  
commit to Key 20435

<b>Lead Agency:</b> ODOT		Project Type:	O&M			<b>ODOT Key:</b>	<b>21616</b>
<b>Project Name:</b> OR99W:N Schmeer Rd– SW Meinecke Pkwy & US30B: Kerby–165th	2	ODOT Work Type	Safety			<b>MTIP ID:</b>	<b>71170</b>
		Performance Meas:	Yes			<b>Status:</b>	<b>4</b>
<b>Project Status:</b> 4 = (PS&E) Planning Specifications, & Estimates (final design 30%, 60%,90% design activities initiated).		Capacity Enhancing:	No			<b>Comp Date:</b>	<b>9/30/2026</b>
		Conformity Exempt:	Yes			RTP ID:	12095
<b>Short Description:</b> Upgrade signals, replace or modify signs and road markings, install lighting and bike lane conflict markings to improve safety on this section.		On State Hwy Sys:	Various			RFFA ID:	N/A
		Mile Post Begin:	Various			RFFA Cycle:	N/A
		Mile Post End:	Various			UPWP:	No
		Length:	Multiple			UPWP Cycle:	No
		Flex Transfer to FTA	No			Transfer Code	N/A
		1st Year Program'd:	2021			Past Amend:	1
		Years Active:	2			OTC Approval:	Yes
		STIP Amend #21-24-1535				MTIP Amnd #:	NV22-02-NOV1

**Detailed Description:** On OR99W from -5.71 to 15.95 and on US30BY from 5.60 to 14.70, install various safety improvements including upgrading signals, replace or modify signs and road markings, install lighting and bike lane conflict markings to improve safety on this section.

**STIP Description:** Upgrade signals, replace or modify signs and road markings, install lighting and bike lane conflict markings to improve safety on this section

Last Amendment of Modification: Formal - JN21-11-JUN, June 2021 - LIMITS CORRECTION: The formal amendment updates the project name based on revised project limits MPs to match the approved charter when CMR00 was processed. The limits are adjusted significantly, but the scope remains unchanged.

**PROJECT FUNDING DETAILS**

Fund Type	Fund Code	Year	Planning	Preliminary Engineering	Right of Way	Other (Utility Relocation)	Construction	Total
<b>Federal Funds</b>								
HSIP	ZS30	2021		\$ 429,860				\$ 429,860
HSIP	ZS30	2022			\$ 69,856			\$ 69,856
HSIP	ZS30	2023				\$ 11,685		\$ 11,685
<del>HSIP</del>	<del>ZS30</del>	<del>2023</del>					<del>\$ 1,790,224</del>	\$ -
HSIP	ZS30	2023					\$ 1,767,169	\$ 1,767,169
								\$ -
							<b>Federal Totals:</b>	<b>\$ 2,278,570</b>
<b>Federal Fund Obligations \$:</b>				\$ 429,860				Federal Aid ID
<b>EA Number:</b>				PE003252				SA00(385)
<b>Initial Obligation Date:</b>				12/4/2020				
<b>EA End Date:</b>				N/A				
<b>Known Expenditures:</b>				N/A				
<b>State Funds</b>								
State	Match	2021		\$ 36,264				\$ 36,264
State	Match	2022			\$ 5,893			\$ 5,893
State	Match	2023				\$ 986		\$ 986
<del>State</del>	<del>Match</del>	<del>2023</del>					<del>\$ 151,030</del>	\$ -
State	Match	2023					\$ 149,084	\$ 149,084
								\$ -
							<b>State Total:</b>	<b>\$ 192,227</b>
<b>Local Funds</b>								
								\$ -
								\$ -
							<b>Local Total</b>	<b>\$ -</b>
<b>Phase Totals Before Amend:</b>			\$ -	\$ 466,124	\$ 75,749	\$ 12,671	<del>\$ 1,941,254</del>	<del>\$ 2,495,798</del>
<b>Phase Totals After Amend:</b>			\$ -	\$ 466,124	\$ 75,749	\$ 12,671	\$ 1,916,253	\$ 2,470,797
<b>Year Of Expenditure (YOE):</b>								\$ 2,470,797
<b>Phase Change</b>			\$ -	\$ -	\$ -	\$ -	\$ (25,001)	\$ (25,001)
<b>Percent</b>			0.00%	0.00%	0.00%	0.00%	-1.29%	-1.00%

**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.
- > Approximately \$25k is split off the contraction phase and committed to Key 20435
- > Support Materials: STIP Summary Report

**Amendment Summary:**

- The formal amendment splits a small portion of construction funding (\$25k) and commits it to Key 20435 - also in this amendment bundle.
- > Will Performance Measurements Apply: Yes, Safety

**RTP References:**

- > RTP ID: 12095 - Safety & Operations Projects
- > RTP Description: Projects to improve safety or operational efficiencies such as pedestrian crossings of arterial roads, railroad crossing repairs, slide and rock fall protections, illumination, signals and signal operations systems, that do not add motor vehicle capacity.
- > Exemption status: Exempt project per 93 CFR 126, Table 2 - Safety - Projects that correct, improve, or eliminate a hazardous location or feature.
- > UPWP amendment: No
- > RTP Goals: Goal 5 - Safety and Security
- > Goal Objective: 5.1 Transportation Safety
- > Goal Description: Eliminate fatal and severe injury crashes for all modes of travel.

**Fund Codes:**

- > HSIP = Federal Highway Safety Improvement Program funds appropriated to ODOT and then committed to eligible safety upgrade projects
- > State = General state funds provided by the lead agency as part of the required match to the federal funds.

**Other**

- > On NHS: Yes
- > Metro Model: Yes - Motor Vehicle Network
- > Model category and type: Throughway
- > TCM project: No
- > Located on the CMP: Yes



Metro  
20121-24 Metropolitan Transportation Improvement Program (MTIP)  
PROJECT AMENDMENT DETAIL WORKSHEET

**Formal Amendment**  
**SCOPE CHANGE**  
Add scope upgrades , extend  
project limits and increase funds

<b>Lead Agency:</b> ODOT	3	Project Type: O&M	ODOT Key: <b>20435</b>
<b>Project Name:</b> OR99W: I-5 - McDonald St		ODOT Work Type: Preserve	MTIP ID: <b>70988</b>
		Performance Meas: Yes	Status: <b>5</b>
<b>Project Status:</b> 5 = (RW ) Right-of Way activities initiated including R/W acquisition and/or utilities relocation.  <b>Short Description:</b> <del>Repave roadway; upgrade ADA ramps to current standards; improve access management; pedestrian improvements and address drainage as needed. Includes full signal upgrade at Johnson/Main.</del> <b>Repave roadway, sidewalk/bicycle gap fill-ins, construct ADA ramps and access management upgrades, provide drainage upgrades, add water quality facility, full signal upgrade at Johnson/Main, plus repair rutting and surface damage allowing safer travel</b>		Capacity Enhancing: No	Comp Date: <b>9/30/2025</b>
		Conformity Exempt: Yes	RTP ID: 12095
		On State Hwy Sys: OR99W	RFFA ID: N/A
		Mile Post Begin: 7.47	RFFA Cycle: N/A
		Mile Post End: <del>10.29</del> <b>13.74</b>	UPWP: No
		Length: <del>2.82</del> (total linear distance) <b>6.27</b>	UPWP Cycle: No
		Flex Transfer to FTA: No	Transfer Code: N/A
	1st Year Program'd: 2018	Past Amend: <b>7</b>	
	Years Active: 5	OTC Approval: No	
	STIP Amend #21-24-1535	MTIP Amnd: NV22-02-NOV1	
<b>Detailed Description:</b> <del>On OR99W from I-5 to McDonald St (MP 7.47 to 10.29) north of King City, repave roadway, fill in sidewalk and bike lane gaps, upgrade ADA ramps to current standards, improve access management, and address drainage as needed. Includes full signal upgrade at Johnson/Main. This project will repair rutting and surface damage from vehicles and allow safer travel for motor vehicle operators, bicycle riders and pedestrians.</del> <b>On OR99W from I-5 to McDonald St at three site locations (at MP 7.47 to MP 10.29 and MP 13.54 to MP 13.74) north of King City, repave roadway, fill in sidewalk and bike lane gaps, upgrade curb ramps to current standards, improve access management, and address drainage as needed. Includes full signal upgrade at Johnson/Main. The project will repair rutting and surface damage from vehicles and allow safer travel for motor vehicle operators, bicycle riders and pedestrians</b>			
<b>STIP Description:</b> Repave roadway, fill in sidewalk and bike lane gaps, upgrade curb ramps to current standards, improve access management, and address drainage as needed. Includes full signal upgrade at Johnson/Main. This project will repair rutting and surface damage from vehicles and allow safer travel for motor vehicle operators, bicycle riders and pedestrians.			
Last Amendment of Modification: Administrative - January 2021 - AB21-08-JAN3 - PHASE FUND SHIFT The admin mod shifts construction to PE to address a PE funding need. No construction phase backfill required. There is no change the total project cost or scope.			

PROJECT FUNDING DETAILS								
Fund Type	Fund Code	Year	Planning	Preliminary Engineering	Right of Way	Other (Utility Relocation)	Construction	Total
<b>Federal Funds</b>								
NHPP	Z001	2018		\$ 1,725,435				\$ 1,725,435
AC-NHPP	ACPO	2018		\$ 2,592,267				\$ 2,592,267
<b>HSIP (92.22%)</b>	<b>ZS30</b>	<b>2018</b>		<b>\$ 4,611</b>				<b>\$ 4,611</b>
NHPP	Z001	2020			\$ 360,715			\$ 360,715
AC-NHPP	ACPO	2020			\$ 3,154,332			\$ 3,154,332
<del>AC-NHPP</del>	<del>ACPO</del>	<del>2022</del>					<del>\$ 10,990,655</del>	<del>\$ -</del>
<b>AC-NHPP</b>	<b>ACPO</b>	<b>2022</b>					<b>\$ 13,233,905</b>	<b>\$ 13,233,905</b>
<b>HSIP (92.22%)</b>	<b>ZS30</b>	<b>2022</b>					<b>\$ 18,444</b>	<b>\$ 18,444</b>
							\$ -	\$ -
							<b>Federal Totals:</b>	<b>\$ 21,089,709</b>
<b>Federal Fund Obligations \$:</b>				\$ 4,322,313				Federal Aid ID
<b>EA Number:</b>				PE002905	R9599000			S091(090)
<b>Initial Obligation Date:</b>				2/21/18	9/18/2020			
<b>EA End Date:</b>				N/A	N/A			
<b>Known Expenditures:</b>				N/A	N/A			
<b>State Funds</b>								
State	Match	2018		\$ 197,484				\$ 197,484
State	Match	2018		\$ 296,697				\$ 296,697
<b>State</b>	<b>Match</b>	<b>2018</b>		<b>\$ 389</b>				<b>\$ 389</b>
State	Match	2020			\$ 41,285			\$ 41,285
State	Match	2020			\$ 361,027			\$ 361,027
HB2017	S017	2020			\$ 82,641			\$ 82,641
<del>State</del>	<del>Match</del>	<del>2022</del>					<del>\$ 1,257,930</del>	<del>\$ -</del>
<b>State</b>	<b>Match</b>	<b>2022</b>					<b>\$ 1,514,680</b>	<b>\$ 1,514,680</b>
<b>State (HSIP)</b>	<b>Match</b>	<b>2022</b>					<b>\$ 1,556</b>	<b>\$ 1,556</b>
Bikeways	S080	2022					\$ 3,000,000	\$ 3,000,000
							<b>State Total:</b>	<b>\$ 5,495,759</b>

Local Funds									
							\$	-	
							\$	-	
							<b>Local Total</b>	<b>\$</b>	<b>-</b>
Phase Totals Before Amend:	\$	-	<del>\$ 4,811,883</del>	\$ 4,000,000	\$	-	<del>\$ 15,248,585</del>	<del>\$ 24,060,468</del>	
Phase Totals After Amend:	\$	-	<b>\$ 4,816,883</b>	\$ 4,000,000	\$	-	<b>\$ 17,768,585</b>	<b>\$ 26,585,468</b>	
							Year Of Expenditure (YOE):	\$	26,585,468
Phase Change	\$	-	\$ 5,000	\$	-	\$	2,520,000	\$ 2,525,000	
Percent		0.00%	0.10%	0.00%	0.00%	0.00%	16.53%	10.49%	

**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.
- > Approximately \$25k is split off the contraction phase and committed to Key 20435
- > Support Materials: STIP Summary Report, STIP Impacts Worksheet, and Location Map

**Amendment Summary:**

- The formal amendment completes a scope change, limits expansion, and cost increase to the project. As a result, the added scope elements increase the project cost by 10.49% to \$26,585,468. A third site location is also added to the project scope which extends the project limits. The site location expansion is only 0.2 miles. The linear addition from the begin and end MP points increases to 6.27 miles.
- > Will Performance Measurements Apply: Yes, Safety & Pavement

**RTP References:**

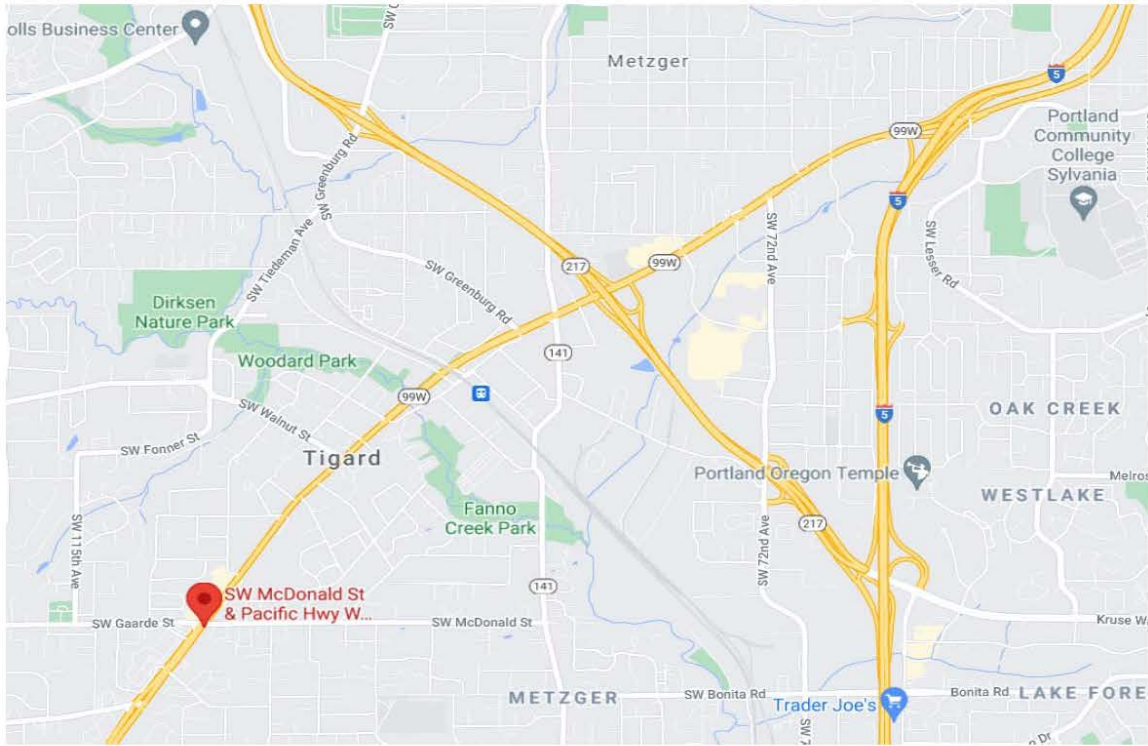
- > RTP ID: 12095 - Safety & Operations Projects
- > RTP Description: Projects to improve safety or operational efficiencies such as pedestrian crossings of arterial roads, railroad crossing repairs, slide and rock fall protections, illumination, signals and signal operations systems, that do not add motor vehicle capacity.
- > Exemption status: Exempt project per 93 CFR 126, Table 2 - Safety - Projects that correct, improve, or eliminate a hazardous location or feature.
- > UPWP amendment: No
- > RTP Goals: Goal 5 - Safety and Security
- > Goal Objective: 5.1 Transportation Safety
- > Goal Description: Eliminate fatal and severe injury crashes for all modes of travel.

**Fund Codes:**

- > NHPP = Federal National Highway Performance Program funds appropriated to ODOT and committed to eligible projects.
- > AC-NHPP = Federal Advance Construction fund code placeholder with projection that the final federal fund type code will be NHPP
- > HSIP = Federal Highway Safety Improvement Program funds appropriated to ODOT and then committed to eligible safety upgrade projects
- > HB2017 = State allocated funds from HB2017 to various projects
- > Bikeways = State funds dedicated to ped/bicycle upgrades
- > State = General state funds provided by the lead agency as part of the required match to the federal funds.

**Other**

- > On NHS: Yes
- > Metro Model: Yes - Motor Vehicle Network
- > Model category and type: Throughway



# Memo



Date: November 5, 2021  
To: JPACT and Interested Parties  
From: Ken Lobeck, Funding Programs Lead  
Subject: November 2021 (FFY 2022) MTIP Formal Amendment & Resolution 21-5218 Approval Request

## FORMAL AMENDMENT STAFF REPORT

FOR THE PURPOSE OF AMENDING THE 2021-26 METROPOLITAN IMPROVEMENT PROGRAM (MTIP) TO AMEND THREE PROJECTS IMPACTING GRESHAM AND ODOT ALLOWING FEDERAL APPROVALS AND PHASE OBLIGATIONS TO BE APPROVED (NV22-02-NOV1)

### BACKGROUND

#### What This Is:

The November 2021 Formal Metropolitan Transportation Improvement Program (MTIP) Formal/Full Amendment regular bundle which is contained in Resolution 21-5218 and being processed under MTIP Amendment NV22-02-NOV1. The bundle contains a total of 3 project amendments.

#### What is the requested action?

TPAC received their official notification on November 5, 2021 and provided an approval recommendation to JPACT to approve Resolution 21-5218 consisting of three projects which impacts the city of Gresham and ODOT plus provide a final approval recommendation to Metro Council allowing the required adjustments to occur to obtain their next federal approval step and/or phase obligation.

Proposed November 2021 (FFY 2022) Formal Amendment Bundle					
Amendment Type: <b>Formal/Full</b>					
Amendment #: <b>NV22-02-NOV1</b>					
Total Number of Projects: <b>3</b>					
ODOT Key #	MTIP ID #	Lead Agency	Project Name	Project Description	Description of Changes
Project #1 Key 19120	70799	Gresham	SE 242nd/Hogan: NE Burnside - E. Powell (Gresham)	Operational improvements, signal upgrades, bicycle and pedestrian improvements	<b>COST INCREASE:</b> Additional local overmatching funds are committed to the construction phase to address the updated construction cost estimate



ODOT Key #	MTIP ID #	Lead Agency	Project Name	Project Description	Description of Changes
Project #2 Key 21616	71170	ODOT	OR99W:N Schmeer Rd– SW Meinecke Pkwy & US30B: Kerby–165th	Upgrade signals, replace or modify signs and road markings, install lighting and bike lane conflict markings to improve safety on this section.	<b>SPLIT FUNDS:</b> Split \$25k off the construction phase and commit to Key 20435.
Project #3 Key 20435	70988	ODOT	OR99W: I-5 - McDonald St	<del>Repave roadway; upgrade ADA ramps to current standards; improve access management; pedestrian improvements and address drainage as needed. Includes full signal upgrade at Johnson/Main.</del> <b>Repave roadway, sidewalk/bicycle gap fill-ins, construct ADA ramps and access management upgrades, provide drainage upgrades, add water quality facility, full signal upgrade at Johnson/Main, plus repair rutting and surface damage allowing safer travel</b>	<b>SCOPE CHANGE</b> Project limits are extended, a third site location is added to the project, additional scope work elements are included resulting in a cost increase of 10.49% for a revised total project cost of \$26,585,468

### AMENDMENT BUNDLE SUMMARY:

#### TPAC Overview (11-5-2021):

TPAC members received an overview of the amendment bundle during their November 5, 2021 meeting. The amendment bundle of three projects contained the “regular” type of project changes they normally see as part of the MTIP Formal amendment process. Staff covered the summary changes to the three projects in the bundle. TPAC members had no discussion of the amendment bundle and provided a unanimous approval recommendation to JPACT.

The November 2021 (FFY 2022) Formal MTIP Amendment bundle initiates project programming adjustments needed for federal fiscal Year (FFY) 2022. The amendment bundle contains 3 projects.

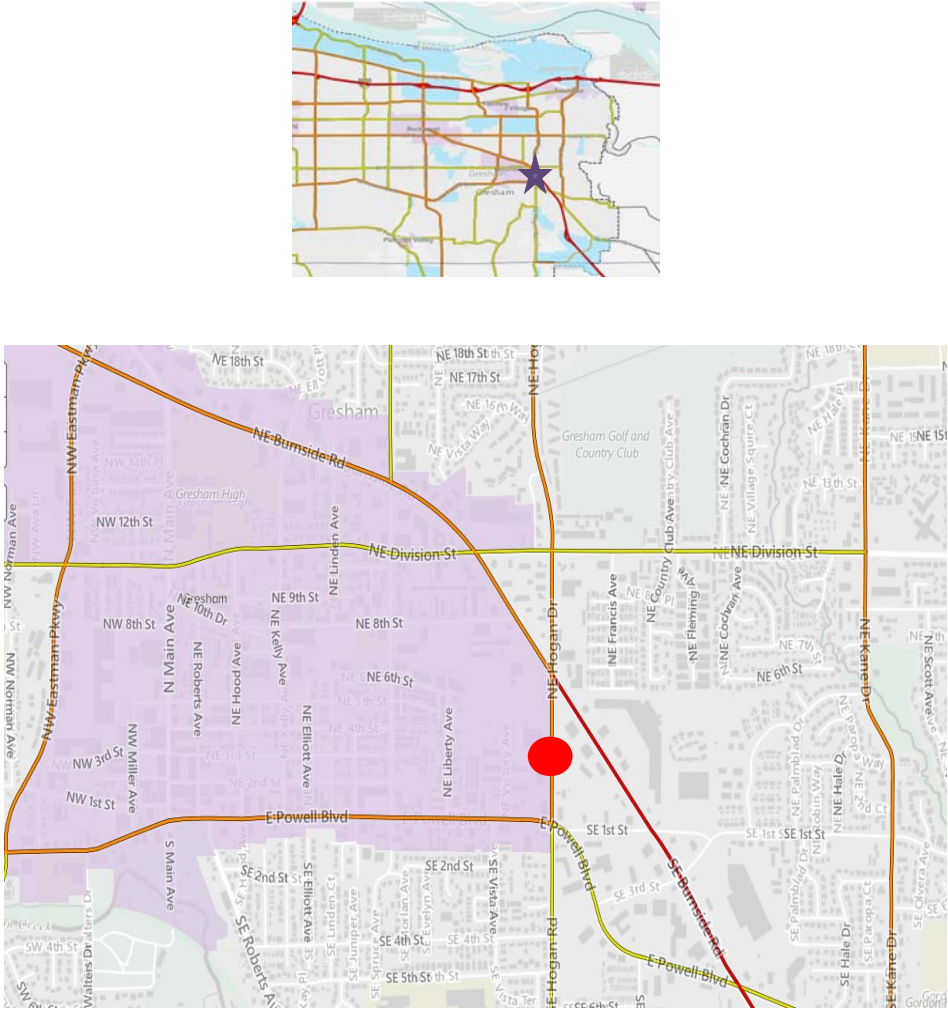
Below is a summary list of key acronyms used in the report:

- AC-STBG = “AC” = Federal Advance Construction programmatic fund type code used as placeholder. The “STBGS” tag represents the expected federal fund type code of State allocated Surface Transportation Block Grant funds that will become the final federal fund for the project.
- ADVCON = Generic Advance Construction fund type code where the future federal fund code is not yet known.
- AC-NHPP = Federal Advance Construction fund type code used with the expectation that the final federal fund code will be National Highway Performance Program funds.
- ADA = Americans with Disabilities Act
- Cons = Construction phase
- FFY = Federal Fiscal Year (e.g. October 1 through September 30)
- FHWA = Federal Highways Administration
- FMIS = FHWA’s Financial Management Information System
- HSIP = Federal Highway Safety Improvement Program funds
- ITS = Intelligent Transportation System

- LAL = ODOT Local Agency Liaison staff member
- LPA = Locally Preferred Alternative
- MP = Mile Post limit markers on the State Highway system
- NHPP = Federal National Highway Performance Program funds appropriated to ODOT
- ODOT = Oregon Department of Transportation
- OTC = Oregon Transportation Commission
- PE = Preliminary Engineering
- ROW/RW = Right of Way phase

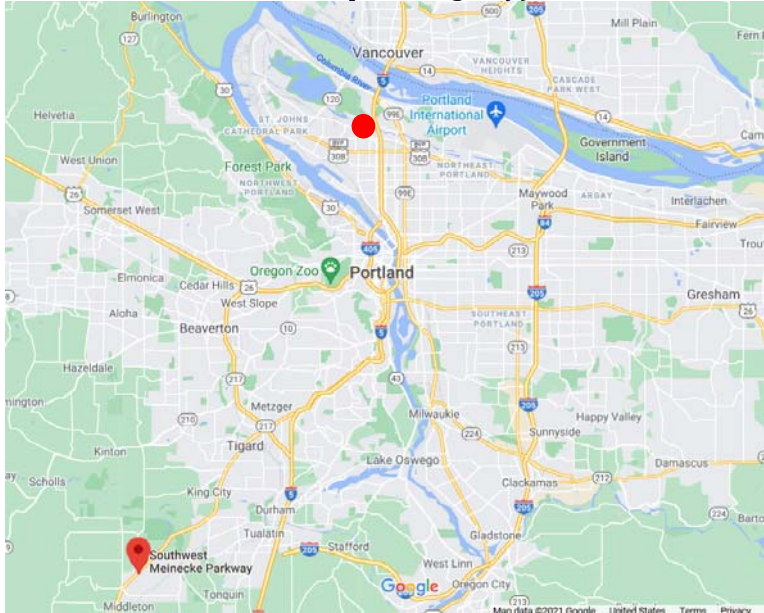
Project 1		SE 242nd/Hogan: NE Burnside - E. Powell (Gresham)	
Lead Agency:	Gresham		
ODOT Key Number:	19120	MTIP ID Number:	70
Projects Description:	<p>Project Snapshot:</p> <ul style="list-style-type: none"> <li>• <b><u>Quick Amendment Summary:</u> The amendment commits \$1,832,000 of additional local overmatch funds to the construction phase. The increase is due to design and cost updates, plus additional requirements to complete the project. The cost increase equals a 43% increase to the project which triggered the formal amendment.</b></li> <li>• <u>Metro UPWP Project:</u> No</li> <li>• <u>Proposed improvements:</u> Key 19120 will widen SE Hogan Road from NE Burnside St to E Powell Blvd to provide increased access for economic development and freight mobility. The project includes signals, bicycle and pedestrian improvements to provide safer and improved access for all road user. The widening does not provide add capacity through lanes.</li> <li>• <u>Source:</u> Existing project.</li> <li>• <u>Amendment Action:</u> Add \$1,832,000 of extra local overmatch to the construction to address updated cost estimates</li> <li>• <u>Additional Amendment Evaluation Required:</u> No. The project does not add motor vehicle through lane capacity and is considered exempt for air quality and transportation modeling analysis. Additionally, the project cost does not exceed \$100 million.</li> <li>• <u>Funding:</u> The funding for the project consists of federal Redistribution funds and Advance Construction funds. The final federal funds for the construction are estimated to be State STBG.</li> <li>• <u>FTA Conversion Code:</u> Not applicable. No transit funds are involved.</li> <li>• <u>Location, Limits and Mile Posts:</u> <ul style="list-style-type: none"> <li>○ Location: In the city of Gresham on SE 242<sup>nd</sup> Ave/Hogan</li> <li>○ Cross Street Limits: Burnside to Powell Blvd</li> <li>○ Overall Mile Post Limits: N/A</li> </ul> </li> </ul>		

	<ul style="list-style-type: none"> <li>• <u>Current Status Code:</u> 5 = (RW) Right-of Way activities initiated including R/W acquisition and/or utilities relocation.</li> <li>• <u>Air Conformity/Capacity Status:</u> Key 19120 is a non-capacity enhancing project. It is exempt from air quality conformity analysis per 40 CFR 93.126, Table 2 – Safety, Projects that correct, improve, or eliminate a hazardous location or feature.</li> <li>• <u>Regional Significance Status:</u> The is regionally significant as it contains federal funds and is located on a defined Major Arterial in the Metro Motor Vehicle Modeling Network</li> <li>• <u>Amendment ID and Approval Estimates:</u> <ul style="list-style-type: none"> <li>○ STIP Amendment Number: 21-24-0993</li> <li>○ MTIP Amendment Number: NV22-02-NOV1</li> <li>○ OTC approval required: No.</li> <li>○ Metro approval date: Tentatively scheduled for December 9, 2021.</li> </ul> </li> </ul>
<p>What is changing?</p>	<p><b><u>AMENDMENT ACTION: COST INCREASE</u></b></p> <p>Key 19120 is a safety and operational improvement project on Hogan Dr. that will provide arterial widening, signal upgrades, bicycle and pedestrian improvements. The arterial widening does not add capacity through lanes.</p> <p>The amendment commits additional local funding overmatch to the construction phase to address a cost increase to the phase. The formal amendment increases the local overmatch funding from \$1,407,683 to \$3,229,683 (an addition of \$1,883,000) in to the construction phase. The total project cost increases from \$4,180,398 to \$6,012,398 which represents a 43.82% increase to the project.</p> <p>The primary factors cited by Gresham for the cost increase include (1) the increase in construction cost are the level of complexity of several design elements including stormwater quality management, stormwater infrastructure replacement and (2) significant pavement degradation since 2015 when the project was introduced to the STIP. (3) Construction costs have been on the rise for the past 10 years with even higher escalations anticipated resulting from material demand, more costly materials production, increases in petroleum cost, labor shortages, and finally the COVID pandemic.</p>

<p>Additional Details:</p>	<p style="text-align: center;"><b>Project Location Maps</b></p> 
<p>Why a Formal amendment is required?</p>	<p>The project cost increase at 43% exceeds the maximum administrative threshold of 20% for projects costing \$1million or greater which triggers the need for a formal amendment</p>
<p>Total Programmed Amount:</p>	<p>The construction phase increases from \$2,550,010 to \$4,382,010. The total project cost increases from \$4,180,392 to \$6,012,398</p>
<p>Added Notes:</p>	

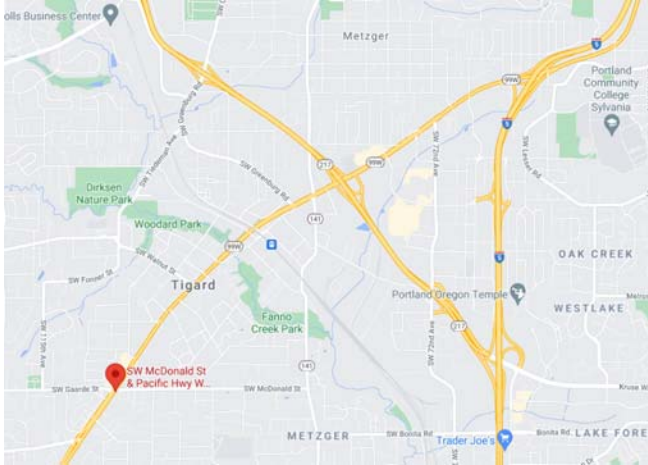
<p><b>Project 2</b></p>	<p><b>OR99W:N Schmeer Rd- SW Meinecke Pkwy &amp; US30B: Kerby-165th</b></p>		
<p>Lead Agency:</p>	<p><b>ODOT</b></p>		
<p>ODOT Key Number:</p>	<p><b>21616</b></p>	<p>MTIP ID Number:</p>	<p>71170</p>
<p>Projects Description:</p>	<p>Project Snapshot:</p> <ul style="list-style-type: none"> <li>• <b>Quick Amendment Summary: The amendment splits \$25,000 off the construction phase and commits it to Key 20435 (also part of this bundle)</b></li> <li>• <u>Metro UPWP Project:</u> No</li> </ul>		

- Proposed improvements:  
Upgrade signals, replace or modify signs and road markings, install lighting and bike lane conflict markings to improve safety on this section.
- Source: Existing project.
- Amendment Action: Split \$25k and commit it to key 20435.
- Additional Amendment Evaluation Required: No.  
The project does not add motor vehicle through lane capacity and is considered exempt for air quality and transportation modeling analysis. Additionally, the project cost does not exceed \$100 million.
- Funding:  
The funding for the project consists of federal Highway Safety Improvement Program (HSIP) funds and state matching funds.
- FTA Conversion Code: Not applicable. No transit funds are involved.
- Location, Limits and Mile Posts:
  - Location: On OR99E and US30BY
  - Cross Street Limits: Multiple
  - Overall Mile Post Limits:
    - OR99E = MP -5.71 to MP 15.95
    - US30BY = MP 5.60 to MP 14.70
- Current Status Code: 4 = (PS&E) Planning Specifications, & Estimates (final design 30%, 60%, 90% design activities initiated).
- Air Conformity/Capacity Status:  
Key 21616 is a non-capacity enhancing project. It is exempt from air quality conformity analysis per 40 CFR 93.126, Table 2 – Safety, Projects that correct, improve, or eliminate a hazardous location or feature.
- Regional Significance Status: The project is regionally significant as it contains federal funds and is located on the Metro Motor Vehicle Modeling Network
- Amendment ID and Approval Estimates:
  - STIP Amendment Number: 21-24-1535
  - MTIP Amendment Number: NV22-02-NOV1
  - OTC approval required: No.
  - Metro approval date: Tentatively scheduled for December 9, 2021.

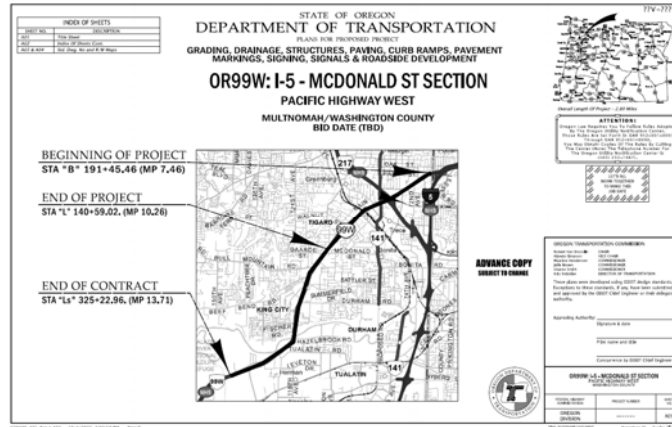
<p>What is changing?</p>	<p><b><u>AMENDMENT ACTION: SPLIT FUNDS</u></b></p> <p>The amendment splits off \$25k from the construction phase and commits the funds to Key 20435 (next project) as the scope for Key 20435 is being adjusted.</p>
<p>Additional Details:</p>	<p align="center"><b>Project Location Map</b> (Multiple site locations on OR99W and US30BY from northwest Portland south to past King City)</p> 
<p>Why a Formal amendment is required?</p>	<p>The project cost change is only 1%, but it is tied to the scope changes to Key 20435. Therefore, it is being processed as part of the formal change to Key 20435.</p>
<p>Total Programmed Amount:</p>	<p>The total project cost decreases from \$2,495,798 to \$2,470,797</p>
<p>Added Notes:</p>	

<p><b>Project 3</b></p>	<p><b>OR99W: I-5 - McDonald St</b></p>		
<p>Lead Agency:</p>	<p><b>ODOT</b></p>		
<p>ODOT Key Number:</p>	<p><b>20435</b></p>	<p>MTIP ID Number:</p>	<p>70988</p>
<p>Projects Description:</p>	<p>Project Snapshot:</p> <ul style="list-style-type: none"> <li>• <b><u>Quick Amendment Summary:</u> The formal amendment completes required scope updates to three areas: (1) adds and expands scope activities, (2) extends project limits, and (3) increases the total project cost to address the revised project scope.</b></li> <li>• <u>Metro UPWP Project:</u> No</li> </ul>		

	<ul style="list-style-type: none"> <li>• <u>Proposed improvements:</u> The revised overall project scope will now repave roadway, complete sidewalk/bicycle gap fill-ins, construct ADA ramps and access management upgrades, provide drainage upgrades, add water quality facility, include a full signal upgrade at Johnson/Main, plus repair rutting and surface damage allowing safer travel .</li> <li>• <u>Source:</u> Existing project</li> <li>• <u>Amendment Action:</u> Update the project sort and detailed descriptions based on the revised scope and update the project PE and construction phase costs.</li> <li>• <u>Funding:</u> The funding for the project consists of federal National Highway Performance Program (NHPP) funds, federal Highway Safety Improvement Program (HSIP) funds, federal Advance Construction funds, state HB2017 funds and state Bikeways funds along with required state matching funds</li> <li>• <u>FTA Conversion Code:</u> Not applicable. No transit funds are committed to the project.</li> <li>• <u>Location, Limits and Mile Posts:</u> <ul style="list-style-type: none"> <li>○ Location: ON OR 99W near King City</li> <li>○ Cross Street Limits: N/A</li> <li>○ Overall Mile Post Limits: Overall with the three site locations – MP 10.47 to MP 13.74</li> </ul> </li> <li>• <u>Current Status Code:</u> 5 = (ROW) Right-of Way activities initiated including R/W acquisition and/or utilities relocation.</li> <li>• <u>Air Conformity/Capacity Status:</u> The is exempt from air quality conformity analysis per 40 CFR 93.126, Table 2 – Safety - Projects that correct, improve, or eliminate a hazardous location or feature.</li> <li>• <u>Regional Significance Status:</u> Yes.</li> <li>• <u>Amendment ID and Approval Estimates:</u> <ul style="list-style-type: none"> <li>○ STIP Amendment Number: 21-24-1535</li> <li>○ MTIP Amendment Number: NV22-02-NOV1</li> <li>○ OTC approval required: No.</li> <li>○ Metro approval date: Tentatively scheduled for December 9, 2021.</li> </ul> </li> </ul>
<p>What is changing?</p>	<p><b><u>AMENDMENT ACTION: SCOPE CHANGE</u></b></p> <p>The required changes to ODOT’s OR99W: I-5 - McDonald St project reflect more of a scope enhancement than an actual scope change. The project adjustments involve four areas: (1) adjustment in scope, (2)</p>

	<p>adding a third site location to the project, (3) extending the project limits, and (4) the resulting cost increase from the other changes. Overall, the project scope remains basically the same.</p> <p>The adjusted scope elements include added striping, signing, and tree cutting work is within the adjusted K20435 project limits. The project does continue as an overall safety improvement project Safety work type. The scope work now includes adding a water quality facility due to FAHP triggers. The third site location is on OR99W at MP 13.54 to MP 13.74.</p> <p>The updated description for the project is now the following:</p> <p>On OR99W from I-5 to McDonald St at three site locations (at MP 7.47 to MP 10.29 and MP 13.54 to MP 13.74) north of King City, repave roadway, fill in sidewalk and bike lane gaps, upgrade curb ramps to current standards, improve access management, and address drainage as needed. Includes full signal upgrade at Johnson/Main. The project will repair rutting and surface damage from vehicles and allow safer travel for motor vehicle operators, bicycle riders and pedestrians</p> <p>The scope adjustment triggers a cost increase of \$2,525,000 to the project which equals a 10.49% change and primarily impacts the construction phase. Although the overall scope of work for the project basically remains the same, the complexity of all the changes together, cost increase + third site location + added scope element pushed the project outside of the Administrative modification threshold and triggered the formal amendment.</p>
<p>Additional Details:</p>	<p style="text-align: center;"><b>Project Location</b></p> 
<p>Why a Formal amendment is required?</p>	<p>The multiple changes to the project including adding a third site location and scope elements pushed the project into the formal/full amendment category to complete the required changes</p>
<p>Total Programmed Amount:</p>	<p>The programmed increases from \$24,060,468 to \$26,585,468 which represent an increase of \$2,525,000 or 10.49%.</p>
<p>Added Notes:</p>	





Note: The Amendment Matrix located below 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

ODOT-FTA-FHWA Amendment Matrix	
<b>Type of Change</b>	
<b>FULL AMENDMENTS</b>	
1.	Adding or cancelling a federally funded, and regionally significant project to the STIP and state funded projects which will potentially be federalized
2.	Major change in project scope. Major scope change includes: <ul style="list-style-type: none"> <li>• Change in project termini - greater than .25 mile in any direction</li> <li>• Changes to the approved environmental footprint</li> <li>• Impacts to AQ conformity</li> <li>• Adding capacity per FHWA Standards</li> <li>• Adding or deleting worktype</li> </ul>
3.	Changes in Fiscal Constraint by the following criteria: <ul style="list-style-type: none"> <li>• FHWA project cost increase/decrease:                             <ul style="list-style-type: none"> <li>• Projects under \$500K – increase/decrease over 50%</li> <li>• Projects \$500K to \$1M – increase/decrease over 30%</li> <li>• Projects \$1M and over – increase/decrease over 20%</li> </ul> </li> <li>• All FTA project changes – increase/decrease over 30%</li> </ul>
4.	Adding an emergency relief permanent repair project that involves substantial change in function and location.
<b>ADMINISTRATIVE/TECHNICAL ADJUSTMENTS</b>	
1.	Advancing or Slipping an approved project/phase within the current STIP (if slipping outside current STIP, see Full Amendments #2)
2.	Adding or deleting any phase (except CN) of an approved project below Full Amendment #3
3.	Combining two or more approved projects into one or splitting an approved project into two or more, or splitting part of an approved project to a new one.
4.	Splitting a new project out of an approved program-specific pool of funds (but not reserves for future projects) or adding funds to an existing project from a bucket or reserve if the project was selected through a specific process (i.e. ARTS, Local Bridge...)
5.	Minor technical corrections to make the printed STIP consistent with prior approvals, such as typos or missing data.
6.	Changing name of project due to change in scope, combining or splitting of projects, or to better conform to naming convention. (For major change in scope, see Full Amendments #2)
7.	Adding a temporary emergency repair and relief project that does not involve substantial change in function and location.

- 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.
  - Programming determined to be reasonable of phase obligation timing and is consistent with project delivery schedule timing.
- Reviewed and initially assessed for Performance Measurement impacts.
- MPO responsibilities completion:
  - Completion of the required 30 day Public Notification period:
  - Project monitoring, fund obligations, and expenditure of allocated funds in a timely fashion.
  - Acting on behalf of USDOT to provide the required forum and complete necessary discussions of proposed transportation improvements/strategies throughout the MPO.

**APPROVAL STEPS AND TIMING**

Metro’s approval process for formal amendment includes multiple steps. The required approvals for the November 2021 Formal MTIP amendment (regular bundle) (NV22-02-NOV1) will include the following:

<u>Action</u>	<u>Target Date</u>
● Initiate the required 30-day public notification process.....	November 2, 2021
● TPAC notification and approval recommendation.....	November 5, 2021
● <b>JPACT approval and recommendation to Council.....</b>	<b>November 18, 2021</b>
● Completion of public notification process.....	December 1, 2021
● Metro Council approval.....	December 2, or 9, 2021

Notes:

- \* The above dates are estimates. JPACT and Council could change
- \*\* If any notable comments are received during the public comment period requiring follow-on discussions, they will be addressed by JPACT.

USDOT Approval Steps (The below time line is an estimation only):

<u>Action</u>	<u>Target Date</u>
● Final amendment package submission to ODOT & USDOT.....	December 17, 2021
● USDOT clarification and final amendment approval.....	Early to mid-January, 2022

**ANALYSIS/INFORMATION**

1. **Known Opposition:** None known at this time.
2. **Legal Antecedents:**
  - a. Amends the 2021-24 Metropolitan Transportation Improvement Program adopted by Metro Council Resolution 20-5110 on July 23, 2020 (FOR THE PURPOSE OF ADOPTING THE 2021-2024 METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM FOR THE PORTLAND METROPOLITAN AREA).
  - b. Oregon Governor approval of the 2021-24 MTIP: July 23, 2020
  - c. 2021-2024 Statewide Transportation Improvement Program (STIP) Approval and 2021 Federal Planning Finding: September 30, 2020
3. **Anticipated Effects:** Enables the projects to obligate and expend awarded federal funds, or obtain the next required federal approval step as part of the federal transportation delivery process.
4. **Metro Budget Impacts:** None to Metro

**RECOMMENDED ACTION:**

**TPAC received their official notification on November 5, 2021 and provided an approval recommendation to JPACT to approve Resolution 21-5218 consisting of three projects which impacts the city of Gresham and ODOT plus provide a final approval recommendation to Metro Council allowing the required adjustments to occur to obtain their next federal approval step and/or phase obligation.**

No Attachments

**4.2 Resolution No. 21-5219, For the Purpose of  
Amending the 2021-26 Metropolitan Transportation  
Improvement Program (MTIP) to Add Portland's 82nd  
Ave Safety Upgrade Project Funded with \$80 Million  
from the American Rescue Plan Act of 2021 (NV22-04-  
NOV3)**

*Consent Agenda*

Joint Policy Advisory Committee on Transportation  
Thursday, November 18, 2021

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE 2021- ) RESOLUTION NO. 21-5219  
26 METROPOLITAN TRANSPORTATION )  
IMPROVEMENT PROGRAM (MTIP) TO ADD ) Introduced by: Chief Operating Officer  
PORTLAND'S 82<sup>ND</sup> AVE SAFETY UPGRADE ) Marissa Madrigal in concurrence with  
PROJECT FUNDED WITH \$80 MILLION FROM ) Council President Lynn Peterson  
THE AMERICAN RESCUE PLAN ACT OF 2021 )  
(NV22-04-NOV3) )

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 2021-24 MTIP via Resolution 20-5110 on July 23, 2020; 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, on March 11, 2021, the American Rescue Plan Act was signed into law, and established the Coronavirus State Fiscal Recovery Fund and Coronavirus Local Fiscal Recovery Funds, which together make up the Coronavirus State and Local Fiscal Recovery Funds ("SLFRF") program; and

WHEREAS, this program is intended to provide support to State, territorial, local, and Tribal governments in responding to the economic and public health impacts of COVID-19 and in their efforts to contain impacts on their communities, residents, and businesses; and

WHEREAS, the Oregon Department of Administrative Services (DAS) received a portion of the ARPA Oregon apportionment of which \$80 million has been approved for Portland's 82<sup>nd</sup> Ave Safety Upgrade project; and

WHEREAS, the Oregon Department of Transportation (ODOT) will act as oversight manager for the timely and proper use, obligation and expenditure of the ARPA funds approved for the 82<sup>nd</sup> Ave Safety Upgrade project; and

WHEREAS, the unique structure of the ARPA program and appropriation to DAS results in the 82<sup>nd</sup> Ave funds being considered "local" funds and not federal; and

WHEREAS, the 82<sup>nd</sup> Ave Safety Upgrade project is considered regionally significant, and MTIP programming is occurring for informational purposes; and

WHEREAS, a review of the proposed project has been completed against the current approved Regional Transportation Plan (RTP) for consistency with the goals and strategies identified in the RTP; and

WHEREAS, RTP consistency check areas included financial/fiscal constraint verification review, eligibility and proper use of committed funds which confirm that the MTIP's financial constraint finding is maintained a result of the November #3, Portland 82<sup>nd</sup> Ave Safety Upgrade MTIP Formal Amendment; and

WHEREAS, the 82<sup>nd</sup> Ave Safety Upgrade Project total project cost at \$80 million is under the \$100 million threshold, and includes only non-capacity scope improvements which are exempt from air transportation demand and air quality conformity modeling analysis negates the need to complete and include a special amendment performance evaluation beyond the regular MTIP consistency checks completed for formal/full amendments; and

WHEREAS, Metro's Transportation Policy and Alternatives Committee (TPAC) received their notification plus amendment summary overview, and recommended approval to Metro's Joint Policy Advisory Committee on Transportation (JPACT) on November 5, 2021; and

WHEREAS, JPACT approved Resolution 21-5219 consisting of the November #3 2021 Formal MTIP Amendment on November 18, 2021 and provided their approval recommendation to Metro Council; now therefore

BE IT RESOLVED that the Metro Council hereby adopts the recommendation of JPACT on December 2, 2021 through Resolution 21-5219 to formally amend the 2021-26 MTIP to include Portland's 82<sup>nd</sup> Ave Safety Upgrade ARPA funded project.

ADOPTED by the Metro Council this \_\_\_\_ day of \_\_\_\_\_ 2021.

\_\_\_\_\_  
Lynn Peterson, Council President

Approved as to Form:

\_\_\_\_\_  
Carrie MacLaren, Metro Attorney

2021-2026 Metropolitan Transportation Improvement Program  
 Exhibit A to Resolution 21-5219



Proposed November #3 2021 (FFY 2022) Formal Transition Amendment Bundle  
 Amendment Type: **Formal/Full**  
 Amendment #: **NV22-04-NOV3**  
 Total Number of Projects: 1

Key Number & MTIP ID	Lead Agency	Project Name	Project Description	Amendment Action
Project #1 Key TBD NEW PROJECT	Portland	<b>82nd Ave: NE Killingsworth St - SE Clatsop St (Portland)</b>	Complete safety upgrades including enhance crossings, lighting, intersection left-turn pocket lanes and signal TSMO upgrades, sidewalk improvements, ADA compliance upgrades, and pavement rehabilitation for motorist and pedestrian/cyclist increased safety	<a href="#"><u>ADD NEW PROJECT</u></a> The formal amendment adds Portland’s 82nd Ave Safety Upgrade project funded from the American Rescue Plan Act of 2021 to the 2021-26 MTIP



**Metro**  
**20121-24 Metropolitan Transportation Improvement Program (MTIP)**  
**PROJECT AMENDMENT DETAIL WORKSHEET**

**Formal Amendment**  
**ADD NEW PROJECT**  
 Add Portland's new ARPA funded  
 Safety project for 82nd Ave

<b>Lead Agency:</b> Portland		Project Type: Safety	<b>ODOT Key:</b> NEW TBD
<b>Project Name:</b> <b>82nd Ave: NE Killingsworth St - SE Clatsop St (Portland)</b>	<b>1</b>	ODOT Work Type: Safety	<b>MTIP ID:</b> NEW TBD
		Performance Meas: Yes	<b>Status:</b> 2
		Capacity Enhancing: No	<b>Comp Date:</b> 9/30/2026
		Conformity Exempt: Yes	RTP ID: 11844
		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: No
		Flex Transfer to FTA: No	Transfer Code: N/A
		1st Year Program'd: 2022	Past Amend: 0
		Years Active: 0	OTC Approval: Yes
		STIP Amend # TBD	MTIP Amnd: NV22-04-NOV3
		<b>Detailed Description:</b> In northeast to southeast Portland on 82nd Ave from NE Killingsworth St south to SE Clatsop St, complete safety upgrades to include enhance crossings, lighting, intersection left-turn pocket timing and signal TSMO upgrades, sidewalk improvements, ADA compliance upgrades, and pavement rehabilitation for motorist and pedestrian/cyclist increased safety (ARPA 2021 allocation and considered local funds, non federal delivery)	
<b>STIP Description:</b> TBD			

Last Amendment of Modification: None - Initial programming action



**PROJECT FUNDING DETAILS**

Fund Type	Fund Code	Year	Planning	Preliminary Engineering	Right of Way	Construction	Other	Total
<b>Federal Funds</b>								
								\$ -
								\$ -
								\$ -
							<b>Federal Totals:</b>	<b>\$ -</b>
<b>Federal Fund Obligations \$:</b>								Federal Aid ID
<b>EA Number:</b>								
<b>Initial Obligation Date:</b>								
<b>EA End Date:</b>								
<b>Known Expenditures:</b>								
<b>State Funds</b>								
								\$ -
								\$ -
							<b>State Total:</b>	<b>\$ -</b>
<b>Local Funds</b>								
<b>Other</b>	<b>OTH0</b>	<b>2022</b>					<b>\$ 80,000,000</b>	<b>\$ 80,000,000</b>
								\$ -
							<b>Local Total</b>	<b>\$ 80,000,000</b>
<b>Phase Totals Before Amend:</b>			\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
<b>Phase Totals After Amend:</b>			\$ -	\$ -	\$ -	\$ -	<b>\$ 80,000,000</b>	<b>\$ 80,000,000</b>
							<b>Year Of Expenditure (YOE):</b>	<b>\$ 80,000,000</b>
<b>Phase Change</b>			\$ -	\$ -	\$ -	\$ -	\$ 80,000,000	\$ 80,000,000
<b>Percent</b>			0.00%	0.00%	0.00%	0.00%	100.00%	100.00%

**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.
- > The amendment adds the allocated ARPA of Portland which were allocated to DAS with ODOT acting as oversight manager. Since the allocation was to DAS, the funds are considered "Local" and not federal.
- > Support Materials: 82nd Ave Exhibit, project allocation overview, and meetings between Salem, Portland, and Metro

**Amendment Summary:**

The formal amendment adds \$80 million of American Rescue Plan Act of 2021 funding for Portland to complete various safety improvements on 82nd Ave. The ARPA funds were allocated to the Oregon Department of Administrative Services (DAS) and approved for Portland's 82nd Ave Safety Upgrade project. ODOT will act as oversight manager to ensure the project is properly delivered. Because of the ARPA funds appropriation format to the Oregon DAS, they now are considered local funds. The funds will not obligate through FHWA's FMIS system or complete the regular federal transportation delivery process. As a result, the funds are being programmed as local "Other" funds.

Since the regular federal approval steps will not apply to this project, programming in the MTIP is for information purposes only. With a total project cost of \$80 million dollars, the project is considered regionally significant. Final allocation of the funds will require OTC approval. The OTC is expected to address the item during their December 2021 meeting. Programming in the MTIP is occurring contingent on OTC approval in December which is expected to occur without issue.

- > Will Performance Measurements Apply: Yes, Safety

**RTP References:**

- > RTP ID: 11844 - 82nd Ave Corridor Safety Improvements: Local Contribution to State-owned Arterial
- > RTP Description: Design and implement multimodal improvements to sidewalks, crossings, transit stops, striping, and signals to enhance ped/bike safety, access to transit, and transit operations. Project will coordinate with ODOT to identify locations and design treatments.
- > Exemption status: Exempt project per 93 CFR 126, Table 2 - Safety - Projects that correct, improve, or eliminate a hazardous location or feature.
- > UPWP amendment: No
- > RTP Goals: Goal 5 - Safety and Security
- > Goal Objective: 5.1 Transportation Safety
- > Goal Description: Eliminate fatal and severe injury crashes for all modes of travel.

**Fund Codes:**

- > Other = Normally additional local funds committed to the project above the minimum required federal match. In this specific case, the Other funds are considered local, but trace their origin back to the federal ARPA Act of 2021..

**Other**

- > On NHS: Yes. 82nd Ave is designated as a MAP-21 NHS Principal Arterial on the NHS.
- > Metro Model. Yes to the following Metro networks: Motor Vehicle, Transit, and Pedestrian
- > Model category and type: Major Arterial in the Motor Vehicle Network, Frequent Bus route in the Transit Network, and Pedestrian Parkway in the Pedestrian Network
- > TCM project: No
- > Located on the CMP: Yes

**FIGURE 2. 82ND AVENUE  
PROPOSED \$80M INITIAL SAFETY INVESTMENT**

*PBOT and ODOT will take near-term action to invest in urgent safety improvements.*

- 1. Potential crossing location
- 2. Add lighting where missing
- 2 & 3. Corridor-wide improved lighting and systemic safety
- 3. Identified intersection safety upgrades

	<b>DELIVERY TIMEFRAME</b>	<b>BUDGET</b>
<b>1. Additional new or enhanced crossings (6 to 10)</b> Locations to be determined, drawing on unfunded locations identified in PBOT's 82nd Avenue Plan.	1-2 years	\$10-12M
<b>2. Lighting for safety throughout the corridor</b> Fill in lighting where it is missing on one side, add pedestrian lighting at crossings and intersections, and upgrade existing lighting to meet standards.	1-2 years	\$10-12M
<b>3. Intersection safety enhancements</b> Systemic safety and intelligent transportation system investments, including treatments such as leading pedestrian intervals, protected left turn phasing, high visibility crossings, etc.	1-4 years	\$8-10M
<b>4. Cross Section Planning and Project Development</b> PBOT-led project development and implementation planning to develop envisioned cross section and transit investment approach.	0-4 years	\$2-3M
<b>5. Sidewalk improvements, ADA, signals, and pavement investments</b> Depending on the outcome of the cross section planning, invest in pavement, sidewalks, ADA ramps, signals, and safety upgrades on a portion of 82nd Ave.	2-4 years	\$43-50M
<b>TOTAL</b>		<b>\$80M</b>



# Memo

Date: November 5, 2021  
To: JPACT and Interested Parties  
From: Ken Lobeck, Funding Programs Lead  
Subject: November 2021 (FFY 2022) MTIP Formal Amendment & Resolution 21-5219 Approval Request for Portland's 82nd Ave Safety Upgrade Improvement Project

---

## FORMAL AMENDMENT STAFF REPORT

FOR THE PURPOSE OF AMENDING THE 2021-26 METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM (MTIP) TO ADD PORTLAND'S 82<sup>ND</sup> AVE SAFETY UPGRADE PROJECT FUNDED WITH \$80 MILLION FROM THE AMERICAN RESCUE PLAN ACT OF 2021 (NV22-04-NOV3)

## BACKGROUND

### What This Is:

The November #3 2021 Formal Metropolitan Transportation Improvement Program (MTIP) Formal/Full Amendment bundle #3 is contained in Resolution 21-5219 and being processed under MTIP Amendment NV22-04-NOV3. The amendment contains the new Portland 82<sup>nd</sup> Ave Safety Upgrade project.

### What is the requested action?

**TPAC received their official notification on November 5, 2021 and is providing their approval recommendation to JPACT for Resolution 21-5219 consisting of the 82<sup>nd</sup> Ave Safety Upgrade project impacting the city of Portland to add the project to the MTIP.**

Proposed November 2021 (FFY 2022) Formal Amendment Bundle #3 Amendment Type: <b>Formal/Full</b> Amendment #: <b>NV22-04-NOV3</b> Total Number of Projects: 1					
ODOT Key #	MTIP ID #	Lead Agency	Project Name	Project Description	Description of Changes
Project #1 Key <b>New</b>	TBD	Portland	<b>82nd Ave: NE Killingsworth St - SE Clatsop St (Portland)</b>	Complete safety upgrades including enhance crossings, lighting, intersection left-turn pocket lanes and signal TSMO upgrades, sidewalk improvements, ADA compliance upgrades, and pavement rehabilitation for motorist and pedestrian/cyclist increased safety	<b><u>ADD NEW PROJECT</u></b> The formal amendment adds Portland's 82 <sup>nd</sup> Ave Safety Upgrade project funded from the American Rescue Plan Act of 2021 to the 2021-26 MTIP

**TPAC Meeting Summary (11/5/2021):**

TPAC members received an overview of Portland's 82<sup>nd</sup> Ave Safety Upgrade project originally funded from the ARPA and approved by the Oregon Legislature during their November 5, 2021 meeting. Staff provided the overview of the unique nature of the project that the funding creates. Since the original funding was allocated to the Oregon Department of Administrative Services (DAS) and then was awarded to Portland, the funds are now considered local and will not follow the regular transportation federal delivery process. TPAC members had no discussion of the amendment and provided a unanimous approval recommendation to JPACT.

One change has been made to the Resolution 21-5219 from what was submitted to For added clarification, the following statement was added to the resolution to note that a special amendment performance evaluation assessment was not required to be completed as part of the amendment submission and approval process:

“WHEREAS, the 82<sup>nd</sup> Ave Safety Upgrade Project total project cost at \$80 million is under the \$100 million threshold, and includes only non-capacity scope improvements which are exempt from air transportation demand and air quality conformity modeling analysis negates the need to complete and include a special amendment performance evaluation beyond the regular MTIP consistency checks completed for formal/full amendments;”

The Staff Report already contains this acknowledgment that a special amendment performance evaluation was not required as part of this amendment submission.

**AMENDMENT BUNDLE SUMMARY:**

The November 2021 #3 (FFY 2022) Formal MTIP Amendment bundle #3 adds a new regionally significant project to the MTIP for federal fiscal Year (FFY) 2022. The amendment bundle contains Portland's 82<sup>nd</sup> Ave Safety Upgrade project.

Below is a summary list of key acronyms used in the report:

ADA = Americans with Disabilities Act

Cons = Construction phase

DAS = Oregon Department of Administrative Services

FFY = Federal Fiscal Year (e.g. October 1 through September 30)

FHWA = Federal Highways Administration

FMIS = FHWA's Financial Management Information System

ITS = Intelligent Transportation System

MP = Mile Post limit markers on the State Highway system

ODOT = Oregon Department of Transportation

OTC = Oregon Transportation Commission

PE = Preliminary Engineering phase

ROW/RW = Right of Way phase

TSMO = Transportation System Management and Operations

The next pages contain summary elements of the MTIP amendment to add Portland's new 82<sup>nd</sup> Ave Safety Upgrade project.

<b>Project 1</b>	<b>82nd Ave: NE Killingsworth St - SE Clatsop St (Portland)</b>		
Lead Agency:	Portland		
ODOT Key Number:	NEW - TBD	MTIP ID Number:	TBD
Projects Description:	<p>Project Snapshot:  <b><u>Quick Amendment Summary:</u> The amendment adds Portland's new 82nd Ave Safety Upgrade project with \$80 million of American Rescue Plan Act (ARPA) for informational purposes to the MTIP.</b></p> <p><u>Metro UPWP Project:</u> No</p> <p><u>Proposed improvements:</u>                      The project will complete safety upgrades including enhance crossings, lighting, intersection left-turn pocket lanes and signal TSMO upgrades, sidewalk improvements, ADA compliance upgrades, and pavement rehabilitation for motorist and pedestrian/cyclist increased safety</p> <p><u>Source:</u> <a href="#">New project.</a></p> <p><u>Amendment Action:</u> Add the new project funded from the ARPA to the MTIP for informational purposes.</p> <p><u>Additional Amendment Evaluation Required:</u> No.                      The project does not add motor vehicle through lane capacity and is considered exempt for air quality and transportation modeling analysis. Additionally, the project cost does not exceed \$100 million.</p> <p><u>Funding:</u>                      The origin of the \$80 million is from the ARPA. The ARPA funds were appropriated to the State of Oregon to the Department of Administrative Services (DAS). \$80 million of these funds has been approved for the Portland 82nd Ave Safety Upgrade project. Once the funds were appropriated to DAS, they were considered local funds and are being programmed this way.</p> <p><u>FTA Conversion Code:</u> Not applicable. No transit funds are involved.</p> <p><u>Location, Limits and Mile Posts:</u>                      Location: In the city of Portland on 82nd Ave.                      Cross Street Limits: NE Killingsworth St south to SE Clatsop St                      Overall Mile Post Limits: N/A</p> <p><u>Current Status Code:</u> 2 = Pre-design/project development activities (pre-NEPA) (ITS = ConOps.).</p> <p><u>Air Conformity/Capacity Status:</u>                      The project is a non-capacity enhancing project. It is exempt from air quality conformity analysis per 40 CFR 93.126, Table 2 – Safety, Projects that correct, improve, or eliminate a hazardous location or feature.</p>		

	<p><b><u>Regional Significance Status:</u></b>                  The project is regionally significant as it is located on a defined Major Arterial in the Metro Motor Vehicle Modeling Network and provides safety improvements which support a key RTP improvement goal.</p> <p><b><u>Amendment ID and Approval Estimates:</u></b>                  STIP Amendment Number: TBD                  MTIP Amendment Number: NV22-04-NOV3                  OTC approval required: Yes. OTC action is schedule for their December 2021 meeting.                  Metro approval date: Tentatively scheduled for December 2, 2021.</p>
<p>What is changing?</p>	<p><b><u>AMENDMENT ACTION: ADD NEW PROJECT</u></b></p> <p>The formal amendment adds \$80 million of American Rescue Plan Act of 2021 funding for Portland to complete various safety improvements on 82nd Ave. The ARPA funds were appropriated to the Oregon Department of Administrative Services (DAS) and approved for Portland's 82nd Ave Safety Upgrade project. ODOT will act as oversight manager to ensure the project is properly delivered. Because of the ARPA funds appropriation format to the Oregon DAS, they now are considered local funds. The funds will not obligate through FHWA's Financial Management Information System (FMIS), or complete the regular federal transportation delivery process. As a result, the funds are being programmed as local "Other" funds and be delivered under the logic of a locally funded project.</p> <p>Since the regular federal approval steps will not apply to this project, programming in the MTIP is for information purposes only. With a total project cost of \$80 million dollars, the project is considered regionally significant. Final allocation of the funds will require OTC approval. The OTC is expected to address the item during their December 2021 meeting. Programming in the MTIP is occurring contingent on OTC approval in December which is expected to occur without issue.</p> <p>Proposed 82nd Ave safety improvements include:</p> <ul style="list-style-type: none"> <li>• Additional new or enhanced crossings (6-10)</li> <li>• Safety lighting improvements through the corridor</li> <li>• Intersection safety enhancements such as:                         <ul style="list-style-type: none"> <li>○ Transportation System Management and Operations (TSMO) signal improvements</li> <li>○ High visibility pedestrian crossings</li> <li>○ Protected left-turn lane signal phasing improvements</li> </ul> </li> </ul>

Project Location Map and Improvement																						
Additional Details:	<p style="text-align: center;"><b>FIGURE 2. 82ND AVENUE PROPOSED \$80M INITIAL SAFETY INVESTMENT</b></p> <p><i>PBOT and ODOT will take near-term action to invest in urgent safety improvements.</i></p> <div style="display: flex; justify-content: space-around;"> <ul style="list-style-type: none"> <li><span style="color: red;">○</span> 1. Potential crossing location</li> <li><span style="color: blue;">—</span> 2. Add lighting where missing</li> <li><span style="color: orange;">—</span> 2 &amp; 3. Corridor-wide improved lighting and systemic safety</li> <li><span style="color: green;">●</span> 3. Identified intersection safety upgrades</li> </ul> </div> <table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th style="width: 70%;"></th> <th style="width: 15%; text-align: center;">DELIVERY TIMEFRAME</th> <th style="width: 15%; text-align: center;">BUDGET</th> </tr> </thead> <tbody> <tr> <td> <b>1. Additional new or enhanced crossings (6 to 10)</b>                      Locations to be determined, drawing on unfunded locations identified in PBOT's 82nd Avenue Plan.                 </td> <td style="text-align: center;">1-2 years</td> <td style="text-align: center;">\$10-12M</td> </tr> <tr> <td> <b>2. Lighting for safety throughout the corridor</b>                      Fill in lighting where it is missing on one side, add pedestrian lighting at crossings and intersections, and upgrade existing lighting to meet standards.                 </td> <td style="text-align: center;">1-2 years</td> <td style="text-align: center;">\$10-12M</td> </tr> <tr> <td> <b>3. Intersection safety enhancements</b>                      Systemic safety and intelligent transportation system investments, including treatments such as leading pedestrian intervals, protected left turn phasing, high visibility crossings, etc.                 </td> <td style="text-align: center;">1-4 years</td> <td style="text-align: center;">\$8-10M</td> </tr> <tr> <td> <b>4. Cross Section Planning and Project Development</b>                      PBOT-led project development and implementation planning to develop envisioned cross section and transit investment approach.                 </td> <td style="text-align: center;">0-4 years</td> <td style="text-align: center;">\$2-3M</td> </tr> <tr> <td> <b>5. Sidewalk improvements, ADA, signals, and pavement investments</b>                      Depending on the outcome of the cross section planning, invest in pavement, sidewalks, ADA ramps, signals, and safety upgrades on a portion of 82nd Ave.                 </td> <td style="text-align: center;">2-4 years</td> <td style="text-align: center;">\$43-50M</td> </tr> <tr> <td style="text-align: right;"><b>TOTAL</b></td> <td></td> <td style="text-align: center;"><b>\$80M</b></td> </tr> </tbody> </table>		DELIVERY TIMEFRAME	BUDGET	<b>1. Additional new or enhanced crossings (6 to 10)</b> Locations to be determined, drawing on unfunded locations identified in PBOT's 82nd Avenue Plan.	1-2 years	\$10-12M	<b>2. Lighting for safety throughout the corridor</b> Fill in lighting where it is missing on one side, add pedestrian lighting at crossings and intersections, and upgrade existing lighting to meet standards.	1-2 years	\$10-12M	<b>3. Intersection safety enhancements</b> Systemic safety and intelligent transportation system investments, including treatments such as leading pedestrian intervals, protected left turn phasing, high visibility crossings, etc.	1-4 years	\$8-10M	<b>4. Cross Section Planning and Project Development</b> PBOT-led project development and implementation planning to develop envisioned cross section and transit investment approach.	0-4 years	\$2-3M	<b>5. Sidewalk improvements, ADA, signals, and pavement investments</b> Depending on the outcome of the cross section planning, invest in pavement, sidewalks, ADA ramps, signals, and safety upgrades on a portion of 82nd Ave.	2-4 years	\$43-50M	<b>TOTAL</b>		<b>\$80M</b>
		DELIVERY TIMEFRAME	BUDGET																			
<b>1. Additional new or enhanced crossings (6 to 10)</b> Locations to be determined, drawing on unfunded locations identified in PBOT's 82nd Avenue Plan.	1-2 years	\$10-12M																				
<b>2. Lighting for safety throughout the corridor</b> Fill in lighting where it is missing on one side, add pedestrian lighting at crossings and intersections, and upgrade existing lighting to meet standards.	1-2 years	\$10-12M																				
<b>3. Intersection safety enhancements</b> Systemic safety and intelligent transportation system investments, including treatments such as leading pedestrian intervals, protected left turn phasing, high visibility crossings, etc.	1-4 years	\$8-10M																				
<b>4. Cross Section Planning and Project Development</b> PBOT-led project development and implementation planning to develop envisioned cross section and transit investment approach.	0-4 years	\$2-3M																				
<b>5. Sidewalk improvements, ADA, signals, and pavement investments</b> Depending on the outcome of the cross section planning, invest in pavement, sidewalks, ADA ramps, signals, and safety upgrades on a portion of 82nd Ave.	2-4 years	\$43-50M																				
<b>TOTAL</b>		<b>\$80M</b>																				
Why a Formal amendment is required?	Per the ODOT/FWHA/FTA/MPO Amendment Matrix, adding a new project to the MTIP requires a formal/full amendment.																					
Total Programmed Amount:	The project is being programmed under the logic of a project grouping bucket with all \$80 million in the MTIP's Other phase.																					
Added Notes:	MTIP programming is for informational purposes and not to comply with standard federal transportation project delivery requirements																					

Note: The Amendment Matrix located on the next page is included as a reference for the rules and justification 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.

ODOT-FTA-FHWA Amendment Matrix
<b>Type of Change</b>
<b>FULL AMENDMENTS</b>
1. Adding or cancelling a federally funded, and regionally significant project to the STIP and state funded projects which will potentially be federalized
2. Major change in project scope. Major scope change includes: <ul style="list-style-type: none"> <li>• Change in project termini - greater than .25 mile in any direction</li> <li>• Changes to the approved environmental footprint</li> <li>• Impacts to AQ conformity</li> <li>• Adding capacity per FHWA Standards</li> <li>• Adding or deleting worktype</li> </ul>
3. Changes in Fiscal Constraint by the following criteria: <ul style="list-style-type: none"> <li>• FHWA project cost increase/decrease:                             <ul style="list-style-type: none"> <li>• Projects under \$500K – increase/decrease over 50%</li> <li>• Projects \$500K to \$1M – increase/decrease over 30%</li> <li>• Projects \$1M and over – increase/decrease over 20%</li> </ul> </li> <li>• All FTA project changes – increase/decrease over 30%</li> </ul>
4. Adding an emergency relief permanent repair project that involves substantial change in function and location.
<b>ADMINISTRATIVE/TECHNICAL ADJUSTMENTS</b>
1. Advancing or Slipping an approved project/phase within the current STIP (If slipping outside current STIP, see Full Amendments #2)
2. Adding or deleting any phase (except CN) of an approved project below Full Amendment #3
3. Combining two or more approved projects into one or splitting an approved project into two or more, or splitting part of an approved project to a new one.
4. Splitting a new project out of an approved program-specific pool of funds (but not reserves for future projects) or adding funds to an existing project from a bucket or reserve if the project was selected through a specific process (i.e. ARTS, Local Bridge...)
5. Minor technical corrections to make the printed STIP consistent with prior approvals, such as typos or missing data.
6. Changing name of project due to change in scope, combining or splitting of projects, or to better conform to naming convention. (For major change in scope, see Full Amendments #2)
7. Adding a temporary emergency repair and relief project that does not involve substantial change in function and location.

- 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.
  - Programming determined to be reasonable of phase obligation timing and is consistent with project delivery schedule timing.
- Reviewed and initially assessed for Performance Measurement impacts.
  - MPO responsibilities completion:
    - Completion of the required 30 day Public Notification period:
    - Project monitoring, fund obligations, and expenditure of allocated funds in a timely fashion.
    - Acting on behalf of USDOT to provide the required forum and complete necessary discussions of proposed transportation improvements/strategies throughout the MPO.

**APPROVAL STEPS AND TIMING**

Metro’s approval process for formal amendment includes multiple steps. The required approvals for the November 2021 Formal MTIP amendment (82<sup>nd</sup> Ave Safety Upgrade project) (NV22-04-NOV3) will include the following:

<u>Action</u>	<u>Target Date</u>
● Initiate the required 30-day public notification process.....	November 2, 2021
● TPAC notification and approval recommendation.....	November 5, 2021
● <b>JPACT approval and recommendation to Council.....</b>	<b>November 18, 2021</b>
● Completion of public notification process.....	December 1, 2021
● Metro Council approval.....	December 2, or 9, 2021

Notes:

- \* The above dates are estimates. JPACT and Council could change
- \*\* If any notable comments are received during the public comment period requiring follow-on discussions, they will be addressed by JPACT.

USDOT Approval Steps (The below time line is an estimation only):

<u>Action</u>	<u>Target Date</u>
● Final amendment package submission to ODOT & USDOT.....	December 17, 2021
● USDOT clarification and final amendment approval.....	Early to mid-January, 2022

**ANALYSIS/INFORMATION**

1. **Known Opposition:** None known at this time.
2. **Legal Antecedents:**
  - a. Amends the 2021-24 Metropolitan Transportation Improvement Program adopted by Metro Council Resolution 20-5110 on July 23, 2020 (FOR THE PURPOSE OF ADOPTING THE 2021-2024 METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM FOR THE PORTLAND METROPOLITAN AREA).
  - b. Oregon Governor approval of the 2021-24 MTIP: July 23, 2020
  - c. 2021-2024 Statewide Transportation Improvement Program (STIP) Approval and 2021 Federal Planning Finding: September 30, 2020

3. **Anticipated Effects:** Enables the projects to obligate and expend awarded federal funds, or obtain the next required federal approval step as part of the federal transportation delivery process.
4. **Metro Budget Impacts:** None to Metro

**RECOMMENDED ACTION:**

**TPAC received their official notification on November 5, 2021 and is providing their approval recommendation to JPACT for Resolution 21-5219 consisting of the 82<sup>nd</sup> Ave Safety Upgrade project impacting the city of Portland to add the project to the MTIP.**

No Attachments

**4.3 Consideration of the October 21, 2021**

**JPACT Minutes**

*Consent Agenda*

Joint Policy Advisory Committee on Transportation  
Thursday, November 18, 2021



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

JOINT POLICY ADVISORY COMMITTEE ON TRANSPORTATION (JPACT)  
Meeting Minutes  
October 21, 2021  
Metro Regional Center, Council Chamber

MEMBERS PRESENT

Shirley Craddick (Chair)  
Juan Carlos González  
Christine Lewis  
Jessica Vega Pederson  
Nafisa Fai  
Paul Savas  
Jo Ann Hardesty  
Travis Stovall  
Steve Callaway  
Kathy Hyzy  
Rian Windsheimer  
Sam Desue  
Curtis Robinhold  
Nina DeConcini  
Carley Francis  
Anne McEnery-Ogle  
Temple Lentz

AFFILIATION

Metro Council  
Metro Council  
Metro Council  
Multnomah County  
Washington County  
Clackamas County  
City of Portland  
Cities of Multnomah County  
Cities of Washington County  
Cities of Clackamas County  
Oregon Department of Transportation  
TriMet  
Port of Portland  
Oregon Department of Environmental Quality  
Washington State Department of Transportation  
City of Vancouver  
Clark County

MEMBERS EXCUSED

AFFILIATION

ALTERNATES PRESENT

Chris Ford  
Chris Warner  
Emerald Bogue  
JC Vannatta  
Jef Dalin  
Scott Langer  
Ty Stober

AFFILIATION

Oregon Department of Transportation  
Portland Bureau of Transportation  
Port of Portland  
TriMet  
Cities of Washinton County  
Washington State Department of Transportation  
City of Vancouver

OTHERS PRESENT: Adriana Antelo, Aliza Whalen, Allison Boyd, Bob Kellet, Brenda Bartlett, Brian Monberg, Chris Deffebach, Chris Fick, Chris Smith, Cindy Pederson, Dan

Eisenbeis, Dave Roth, Don Odermott, Douglass Allen, Dwight Brashear, Erin Doyle, Garett Prior, Glen Bolen, Grace Cho, Greg Johnson, Isabella Garcia, Jaime Lorenzini, Jamie Stasny, Jean Senechal Biggs, Jennifer John, Jessica Berry, John Mermin, Katherine Kelly, Mandy Putney, Mark Gamba, Mark Lear, Mark Ottenad, Mark Shull, Mat Dolata, Matt Bihn, Matt Ransom, Monica Tellez-Fowler, Rachel Dawson, Ray Mabey, Sarah Iannarone, Will Farley, and Zach Lindahl

STAFF: Anneliese Koehler, Alex Oreschak, Eliot Rose, Ken Lobeck, Kim Ellis, Lake McTighe, Lisa Hunrichs, Malu Wilkinson, Ramona Perrault, Victor Sin, Margi Bradway, Carrie MacLaren, Connor Ayers, and Jaye Cromwell

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

JPACT Chair Shirley Craddick (she/her) called the virtual zoom meeting to order at 7:31 am.

Chair Craddick provided instructions on how to properly participate in the virtual meeting and called the role.

**2. PUBLIC COMMUNICATION ON AGENDA ITEMS**

Mayor Mark Gamba of the City of Milwaukie provided testimony. He spoke to what local jurisdictions can do to address the increasing number of traffic deaths in the region. He discussed the need for increased investment in traffic safety if the region wants to see deaths decrease.

Chris Smith of No More Freeways provided testimony. He agreed with Mayor Gamba's comments. He spoke about the I-205 tolling project and expressed concern for multiple siloed pricing projects occurring in the region. He advocated for a holistic consideration of pricing projects and expressed concern for the way that ODOT is presenting the project.

**3. UPDATES FROM THE CHAIR**

Chair Craddick informed members that the Metro Council is working to improve the MTIP amendment process.

Rian Windsheimer (he/him) thanked Chair Craddick for the update and expressed concern about what the additional process would be like because the timelines for MTIP amendments are already very long. He noted that the amendments already go through a rigorous process.

In the chat Rian shared information on an upcoming Bus on Shoulder project demonstration: [https://content.govdelivery.com/bulletins/gd/ORDOT-2f86b91?wgt\\_ref=ORDOT\\_WIDGET\\_8](https://content.govdelivery.com/bulletins/gd/ORDOT-2f86b91?wgt_ref=ORDOT_WIDGET_8).

Chair Craddick asked Metro Staff Margi Bradway (she/her) to read the names of those that have died in traffic accidents in Clackamas, Multnomah, and Washington Counties.

Margi shared the names and ages of victims during the month of September:

Gene Brendan Carlson, 66, Austin Boyd, 23, Illia Kuchke, 34, and six unknown persons.

Commissioner Jo Ann Hardesty (she/her) pointed out that half of the fatalities last month were people who were walking.

In the Chat Commissioner Nafisa Fai asked for clarification on what it means for a fatality to be unknown.

Metro Staff responded that when someone is listed as unknown or unidentified, it means that their identity has not yet been established or released by the police. Once the information is received the name of the victim is updated in the monthly fatal crash memo that is provided to the Transportation Policy Alternatives Committee (TPAC).

#### 4. **CONSENT AGENDA**

**MOTION:** Mayor Anne McEnery-Ogle (she/her) moved to approve the consent agenda. Commissioner Hardesty seconded the motion.

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

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

##### **5.1 Review and discussion of an upcoming request by the Oregon Department of Transportation (ODOT) to amend the Metropolitan Transportation Improvement Program (MTIP) to create a preliminary engineering phase and add funding to the I-5 Interstate Bridge Replacement Project - Introduction**

Chair Craddick introduced Metro Staff Margi Bradway (she/her) and Ted Leybold (he/him) to give an overview of the item.

*Key elements of the presentation included:*

10/21/2021 JPACT

Minutes 3

---

Margi explained that this item is already in the RTP and is purely informational for this meeting. She introduced IBR Staff Greg Johnson (he/him) and ODOT Staff Ray Mabey (he/him).

Ted explained that next month JPACT would vote on creating the Preliminary Engineering project phase, which would program \$36 million of new funding. More information was provided in the meeting materials.

ODOT Staff gave an update on the Interstate Bridge Replacement program. The program was started by the governors of Oregon and Washington and based off six priorities. They are looking to utilize as much work as possible from past work done during the Columbia River Crossing project. Construction is expected to begin in late 2025, assuming funding is secured. Robust community engagement is a key priority of the program. Much of the upcoming work would be with modeling and environmental studies.

*Member discussion included:*

Commissioner Hardesty noted that she would like to see an analysis look at how to invest fully into transit capacity alongside an equitable congestion pricing system. She expressed concern that the region might miss the opportunity to implement multi-modal options.

IBR Staff discussed how the project is trying to establish multiple options for how people travel through the area. They are also looking at how to bring a level of equity to the project.

Councilor Kathy Hyzy (she/her) expressed appreciation for the efforts to look at equity and climate and asked how the project will integrate with the other equity initiatives in the state.

IBR Staff discussed how the IBR principle climate officer has been speaking with partners in the region to gather information. They are building climate and equity frameworks to drive the program forward. The gathered information will inform design and construction specifications.

Commissioner Paul Savas (he/him) suggested doing a climate benefit analysis on the impact of congestion. He noted that reducing congestion results in less gas being consumed, and it would be good to know more about the exact benefit that could



come from reducing congestion.

IBR Staff discussed some of the research that has been done on congestion and its climate impact. The project is aiming to smooth traffic flow to ensure that gas is being used efficiently.

ODOT Staff added a study in the chat: <https://www.accessmagazine.org/fall-2009/traffic-congestion-greenhouse-gases/>.

Councilor Juan Carlos Gonzalez (he/him) thanked Staff and shared with members some of the discussion that the Metro Council had with the IBR team.

Margi added that Metro will continue to work on climate modeling as a part of the 2023 RTP update.

## **5.2 2018 Regional Transportation Plan Amendment: I-205 Toll Project (Preliminary Engineering Phase)**

Chair Craddick introduced Metro Staff Kim Ellis (she/her) and ODOT Staff Mandy Putney (she/her) and Brendan Finn (he/him).

*Key elements of the presentation included:*

Metro Staff shared that last month ODOT had requested the amendment to the 2018 RTP. She reminded members that the RTP is the long range transportation system plan for the region. The amendment will also come before MPAC.

Brendan provided context to the amendment by sharing the values of the project, which included equity, safety, climate change, reliable funding, and congestion. He shared a map that shows ODOT's core Portland Metro Area Projects. The toll program is also a congestion pricing program. He explained the timeline of the project, and what it will pay for.

Mandy went over the timeline for when the amendment would come before TPAC, MTAC, JPACT, MPAC, and the Metro Council. She explained the process that would need to happen for the project to go forward.

*Member discussion included:*

Commissioner Hardesty expressed concern for the approach being taken to

congestion pricing, and how it has been split among many projects. She discussed how she would like to see how the project incorporates low-income exemptions and funds multi-modal transportation options.

Mandy noted that they are working on a traffic analysis right now to understand the benefits and impacts of the toll. Once the analysis is done, they plan to discuss mitigation. There is also a transit and multi-modal working group that is looking at current and planned services in the area. She explained that they are currently planning to use income based rates.

Commissioner Hardesty asked for clarification on whether low income people will have to pay congestion prices and where that would be decided.

Brendan Finn clarified that nothing is set in stone, and they want to continue to work with JPACT members frequently.

Commissioner Savas noted that there are not alternatives to I-205 and expressed concern for implementing congestion pricing for that reason. He discussed how there is no set plan for how alternative modes of transportation will be funded by the toll.

Mandy Putney spoke to how ODOT staff is learning about the area and will continue to ask for input from local jurisdictions.

Mayor Steve Callaway (he/him) expressed concern for diversion that may be caused due to congestion pricing and advocated for doing a mesoscopic analysis on how the program would affect the entire region.

Mandy discussed the intersection-level analysis that will be available early next year.

Councilor Gonzalez discussed how the region can fund alternative transportation systems and expressed concern that the tolling funds would only go to improving I-205 instead of the regional system.

### **5.3 2023 Regional Transportation Plan (RTP) Update – Kick-off Scoping Phase**

Chair Craddick introduced Metro Staff Kim Ellis to give an overview of them project.

*Key elements of the presentation included:*

Kim gave an overview of what the RTP is and how often it gets updated. She explained

the importance of the RTP and the regional decision-making process that goes into it. She discussed how the region is interlinked and how it continues to grow. The foundation of the plan is the 2040 Growth Concept, and the plan aims to create a complete and connected system. She spoke to the need for multimodal solutions to connect people and goods to the places they need to go. She shared the proposed timeline for the process of updating the RTP, including opportunities for community and stakeholder engagement. She went over feedback that has already been provided by the Metro Council and immediate next steps.

*Member discussion included:*

Councilor Hyzy expressed a desire to see the RTP reflect the push towards electrification. She advocated for planning a system that provides safe, reliable, and affordable multi-modal options.

Margi discussed how Metro staff is looking at revenue ad funding with an equity and climate lens.

Councilor Christine Lewis (she/her) advocated for having the RTP progress include multiple workshops and cautioned against using the same assumptions of the previous RTP. She noted that the nation as a whole needs to be ready to move away from the gas tax.

Commissioner Hardesty discussed the potential for the region to be a national leader on climate. She agreed about looking for a different funding source for the transportation system. She noted that the region as a whole may not have a shared view or sense of urgency on climate and equity goals.

In the chat Mayor Callaway advocated for using a mesoscopic model because it allows for a closer look at diversion and helps to understand the long term impact of tele-commuting.

Commissioner Savas expressed a hope for having more dialogue around the RTP and making sure that JPACT was given enough of a voice in the process. He emphasized the shared role between JPACT and the Metro Council as the MPO.

Margi acknowledged that a lot has changed in the region since the last RTP, and that the next agenda item can help members to understand the changes in the region.

#### **5.4 Emerging Transportation Trends - update**

Chair Craddick introduced Metro Staff Eliot Rose (he/him) to present on emerging trends in the region.

*Key elements of the presentation included:*

Eliot introduced the emerging transportation trends study, which will look at the major trends due to the pandemic and other recent disruptions. He shared a project showing timelines for both the study and the RTP update. He gave an overview of the major changes that the region has seen lately, which included a widening gap for low-income and BIPOC communities due to the pandemic. He reviewed transportation data and how the pandemic has impacted transportation. The study plans to engage with communities to better understand these changes. He concluded by going over potential trends that may continue to affect the region in the future.

*Member discussion included:*

Councilor Hyzy suggested continuing the discussion at a later meeting due to running out of time.

Commissioner Hardesty suggested that the study look how white supremacy has kept BIPOC communities from using public transit.


## **6. UPDATES FROM JPACT MEMBERS**

Rian Windsheimer thanked Mayor Gamba for his comments and expressed hope to see the MTIP reflect those priorities. He shared information on a bike and pedestrian program open house: <https://odotopenhouse.org/pedestrian-and-bicycle-strategic>.

## **7. ADJOURN**

Chair Craddick adjourned the meeting at 9:30 am.

Respectfully Submitted,



Connor Ayers  
Recording Secretary

**ATTACHMENTS TO THE PUBLIC RECORD FOR THE MEETING OF SEPTEMBER 16, 2021**

<b>ITEM</b>	<b>DOCUMENT TYPE</b>	<b>DATE</b>	<b>DOCUMENT DESCRIPTION</b>	<b>DOCUMENT NO.</b>
2.0	Testimony	10/21/21	Chris Smith Testimony on Agenda Item 5.1	102121j01
3.0	Presentation	10/21/21	September Traffic Fatalities	102121j-02
5.1	Presentation	10/21/21	I-5 Bridge Replacement Presentation	102121j-03
5.2	Presentation	10/21/21	I-205 Tolling Project Presentation	102121j-04
5.3	Presentation	10/21/21	2023 RTP Update Presentation	102121j-05
5.4	Presentation	10/21/21	Emerging Transportation Trends Presentation	102121j-06



**5.1 Resolution No. 21-5217, For the Purpose of  
Amending the 2021-26 Metropolitan Transportation  
Improvement Program (MTIP) to Add the Preliminary  
Engineering Phase and Partial Funding of \$71 Million  
Dollars for ODOT and WSDOT's Interstate 5- Interstate  
Bridge Replacement Project (NV22-02-NOV2)**

*Action Items*

Joint Policy Advisory Committee on Transportation  
Thursday, November 18, 2021

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE 2021-	)	RESOLUTION NO. 21-5217
26 METROPOLITAN TRANSPORTATION	)	
IMPROVEMENT PROGRAM (MTIP) TO ADD	)	Introduced by: Chief Operating Officer
THE PRELIMINARY ENGINEERING PHASE	)	Marissa Madrigal in concurrence with
AND PARTIAL FUNDING OF \$71 MILLION	)	Council President Lynn Peterson
DOLLARS FOR ODOT AND WSDOT'S	)	
INTERSTATE 5 – INTERSTATE BRIDGE	)	
REPLACEMENT PROJECT (NV22-03-NOV2)	)	

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 2021-24 MTIP via Resolution 20-5110 on July 23, 2020; 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, the Oregon Transportation Commission (OTC) previously approved \$9 million dollars in Federal Fiscal Year 2020 for pre-National Environmental Policy Act (NEPA) and design activities to determine the feasibility for the I-5 IBR project; and

WHEREAS, the OTC now has approved a total of \$36 million dollars in support of required Preliminary Engineering activities in support of the I-5 Interstate Bridge Replacement (IBR) project, and

WHEREAS, the Washington Department of Transportation (WSDOT) has approved \$35 million dollars to support required PE work for the I-5 IBR project; and

WHEREAS, completion of the PE phase will be a combined bi-state effort between ODOT and WSDOT; and

WHEREAS, the key objectives of the PE phase are to complete the federal environmental review process, obtain necessary state and federal permits, finalize project design, develop a finance plan, secure adequate funding, address public questions and concerns, and prepare the project to move forward into right-of-way and construction phases; and

WHEREAS, a review of the proposed project has been completed against the current approved Regional Transportation Plan (RTP) for consistency with the goals and strategies identified in the RTP; and



WHEREAS, RTP consistency check areas included financial/fiscal constraint verification from OTC's approval actions, eligibility and proper use of committed funds confirm that the MTIP's financial constraint finding is maintained a result of the November #2, I-5 IBR MTIP Formal Amendment; and

WHEREAS, a performance assessment against the RTP's four priority investment goals of congestion relief, climate, equity, and safety has been completed and is summarized as Attachment A to the staff report; and

WHEREAS, Metro's Transportation Policy and Alternatives Committee (TPAC) received their notification plus amendment summary overview, and recommended approval to Metro's Joint Policy Advisory Committee on Transportation (JPACT) on November 5, 2021; and

WHEREAS, JPACT approved Resolution 21-5217 consisting of the November #2 2021 Formal MTIP Amendment on November 18, 2021 and provided their approval recommendation to Metro Council; now therefore

BE IT RESOLVED that the Metro Council hereby adopts the recommendation of JPACT on December 2, 2021 through Resolution 21-5217 to formally amend the 2021-26 MTIP to include the preliminary engineering phase of the new ODOT I-5 Interstate Bridge Replacement project.

ADOPTED by the Metro Council this \_\_\_\_ day of \_\_\_\_\_ 2021.

\_\_\_\_\_  
Lynn Peterson, Council President

Approved as to Form:

\_\_\_\_\_  
Carrie MacLaren, Metro Attorney



**A modern  
connection for  
a growing  
community**



# **Project Information Worksheet for MTIP Amendment: K21570 I-5: Columbia River (Interstate) Bridge**

September 2021



# Project Information Worksheet for MTIP Amendment: K21570 I-5: Columbia River (Interstate) Bridge

Prepared for:



**Washington State  
Department of Transportation**

Prepared by:  
Raymond Mabey, PE  
Assistant Program Administrator



Interstate Bridge Replacement Program  
[raymond.mabey@interstatebridge.org](mailto:raymond.mabey@interstatebridge.org)  
O: 503-986-3344 | C: 971-239-9991

Project Information Worksheet for MTIP Amendment: K21570  
I-5: Columbia River (Interstate) Bridge



## TABLE OF CONTENTS

<b>1.</b>	<b>PROJECT OVERVIEW.....</b>	<b>1</b>
<b>2.</b>	<b>PROJECT HISTORY .....</b>	<b>2</b>
<b>3.</b>	<b>PROJECT GOALS AND OBJECTIVES.....</b>	<b>3</b>
<b>4.</b>	<b>PROJECT AREA .....</b>	<b>4</b>
<b>5.</b>	<b>PROJECT DESIGN ELEMENTS .....</b>	<b>4</b>
<b>6.</b>	<b>AMENDMENT PHASE PROJECT COSTS.....</b>	<b>6</b>
<b>7.</b>	<b>PRELIMINARY TOTAL PROJECT COST ESTIMATE.....</b>	<b>6</b>
<b>8.</b>	<b>FUNDING STRATEGY .....</b>	<b>7</b>
<b>9.</b>	<b>AGENCY AND STAKEHOLDER INVOLVEMENT.....</b>	<b>8</b>
<b>10.</b>	<b>SUPPORTING MATERIALS .....</b>	<b>10</b>
<b>11.</b>	<b>SCHEDULE.....</b>	<b>10</b>
<b>12.</b>	<b>TIP PROGRAMMING.....</b>	<b>11</b>
<b>13.</b>	<b>RTP PROJECT NUMBER.....</b>	<b>13</b>
<b>14.</b>	<b>TITLE IV ADA.....</b>	<b>13</b>

## FIGURES

Figure 1. Modal and Topical Elements.....	5
Figure 2. Program Timeline.....	11

## TABLES

Table 1. Preliminary Capital Cost Estimate Ranges.....	7
Table 2. TIP Programming.....	12

## ATTACHMENTS

- A ODOT STIP Amendment Project Summary



## 1. PROJECT OVERVIEW

*A short history about why/how the project emerged and its importance to the region.*

The Interstate 5 (I-5) Bridge is a critical connection linking Oregon and Washington across the Columbia River as part of a vital regional, national and international trade route. With one span now 104 years old, it is at risk for collapse in the event of a major earthquake and no longer satisfies the needs of modern commerce and travel. Replacing the aging Interstate Bridge across the Columbia River with a modern, seismically resilient, multimodal structure that provides improved mobility for people, goods and services is a high priority for Oregon and Washington. As of May 2021, leaders from both states have dedicated a combined \$80 million to the Interstate Bridge Replacement (IBR) program, which centers equity and follows a transparent, data-driven process that includes collaboration with local, state, federal, and tribal partners.

As the only continuous north-south interstate on the West Coast connecting the Canadian and Mexican borders, I-5 is vital to the local, regional, and national economies. At the Columbia River, I-5 provides a critical economic connection to two major ports, deepwater shipping, upriver barging, two transcontinental rail lines, and much of the region's industrial land. Trade and transportation issues in the I-5 corridor through the Portland and Vancouver metropolitan areas have over two decades of history and study, bi-state leadership, and public participation. Precursors to the Columbia River Crossing (CRC) project included recommendations of a bi-state leadership committee in 1999, as well as a strategic plan developed by a task force appointed by the Governors of Washington and Oregon in 2001 and 2002.

While the program continues working with stakeholders and the public to identify what has changed, we know that all six of the transportation problems identified by previous planning work remain as current issues that have not been addressed. These six transportation problems include:

- Congestion
- Earthquake Vulnerability
- Safety
- Impaired Freight Movement
- Inadequate Bike & Pedestrian Paths
- Limited Public Transportation



## 2. PROJECT HISTORY

*A brief history of past actions and work that has been accomplished that has led to the proposed amendment (purpose and need description).*

Regional leaders identified the need to address the I-5 corridor, including the Interstate Bridge, through previous bi-state, long-range planning studies. In 2004, the Washington and Oregon Departments of Transportation formed the joint CRC project. The intent of this project was to improve safety, reduce congestion, and increase mobility of motorists, freight traffic, transit riders, bicyclists, and pedestrians. This project was active between 2005 and 2014 and successfully received a federal Record of Decision in December 2011. However, the CRC project did not secure adequate state funding to advance to construction and was discontinued in 2014.

The IBR program team is working in collaboration with local, state, federal and tribal partners, and the community to complete the following work over the next four years.

- Complete the federal environmental review process
- Obtain necessary state and federal permits
- Finalize project design
- Develop a finance plan
- Secure adequate funding
- Complete right of way acquisition
- Advertise for construction

Based on previous planning activities, the IBR program estimates it will take three to five years to complete the environmental review process and obtain federal approval before beginning construction. The environmental review process began in 2021.

As of March 2021, Oregon and Washington have committed a combined \$80 million to the IBR program planning efforts. The Washington State 2019–2021 Transportation Budget (ESHB 1160) included \$35 million. The Oregon Transportation Commission allocated a total of \$45 million:

- March 2021 – \$30 million
- September 2020 – \$6 million
- August 2019 – \$9 million

Additional funding will be needed from each state to advance to construction as part of a comprehensive funding package that is anticipated to include a diverse range of sources, including federal funds, tolling, and state funds from both Oregon and Washington. Each state will need to determine the appropriate timing and avenue for discussions regarding potential state investment to occur. Based on the current IBR program workplan, the schedule to identify changes and complete federal environmental documentation is anticipated to take several years before funding would be needed to move into right-of-way acquisition and construction.



### 3. PROJECT GOALS AND OBJECTIVES

*An overview of the main goals and objectives for the scope or project phase being amended into the TIP and its major work elements and milestones. Include a short description of any major project challenges expected to be addressed by the work elements and milestones.*

The IBR program is working with Federal and local partners, the bi-state legislative committee, the program's advisory groups and the community to develop a multimodal design solution that will prioritize equitable, safe, and efficient movement of people and goods in alignment with climate goals for our region. In order to achieve this design solution, the program is advancing a transparent, data-driven process to inform program work, along with direction from our federal partners.

Key objectives for the program's planned work includes:

- Evaluating high-capacity transit modes, including both light rail and bus rapid transit, to determine the mode that best meets the region's needs today and into the future, and fits within the operating plans of the two partner transit agencies, C-TRAN and TriMet.
- Leveraging past work to maximize previous investments and support efficient decision-making. This will include analyzing changes that have occurred since the previous planning process. The intent is to identify a solution that meets current and future community needs, values and priorities.
- Developing screening criteria and performance measures that reflect the program values. We are committed to identifying a design solution that prioritizes equity and climate concerns.
- Engaging the community in a meaningful and authentic way while centering equity and elevating voices from communities of concern.

The federal government is interested in investing in nationally significant infrastructure projects. Ensuring the program is ready for investment requires our local and regional partners to work together to advance one multimodal design solution by May 2022. The replacement of the Interstate Bridge cannot wait any longer to address critical safety issues.

- The Interstate Bridge is built on wood piles in sandy soil, making them vulnerable to failure in the event of an earthquake and it is not practically feasible to retrofit them to current seismic standards.
- The program area experiences crash rates over three times higher than statewide averages for comparable facilities.
- Closely spaced interchanges, narrow lanes, limited sight distance, lack of safety shoulders and bridge lifts that occur up to 350 times a year on average all contribute to an increase in vehicle crashes that result in injuries, fatalities, vehicles and infrastructure damage and increased traffic congestion.

Project Information Worksheet for MTIP Amendment: K21570  
I-5: Columbia River (Interstate) Bridge



- The shared use paths on the bridges do not provide adequate safety or space for travelers who walk, bike, or roll, and are not compliant with the Americans with Disabilities Act.

## 4. PROJECT AREA

*A map and clear description of project extent and all known modal and topical elements to be considered, or if known, to be included.*

The project area spans 5 miles of I-5 between State Route 500 in Vancouver, Washington, and Columbia Boulevard in Portland, Oregon. Figure 1 shows the bulk of the modal and topical elements being reviewed for the IBR solution.

## 5. PROJECT DESIGN ELEMENTS

*If known, a description of project design elements with a cross-section illustration of before and after project conditions.*

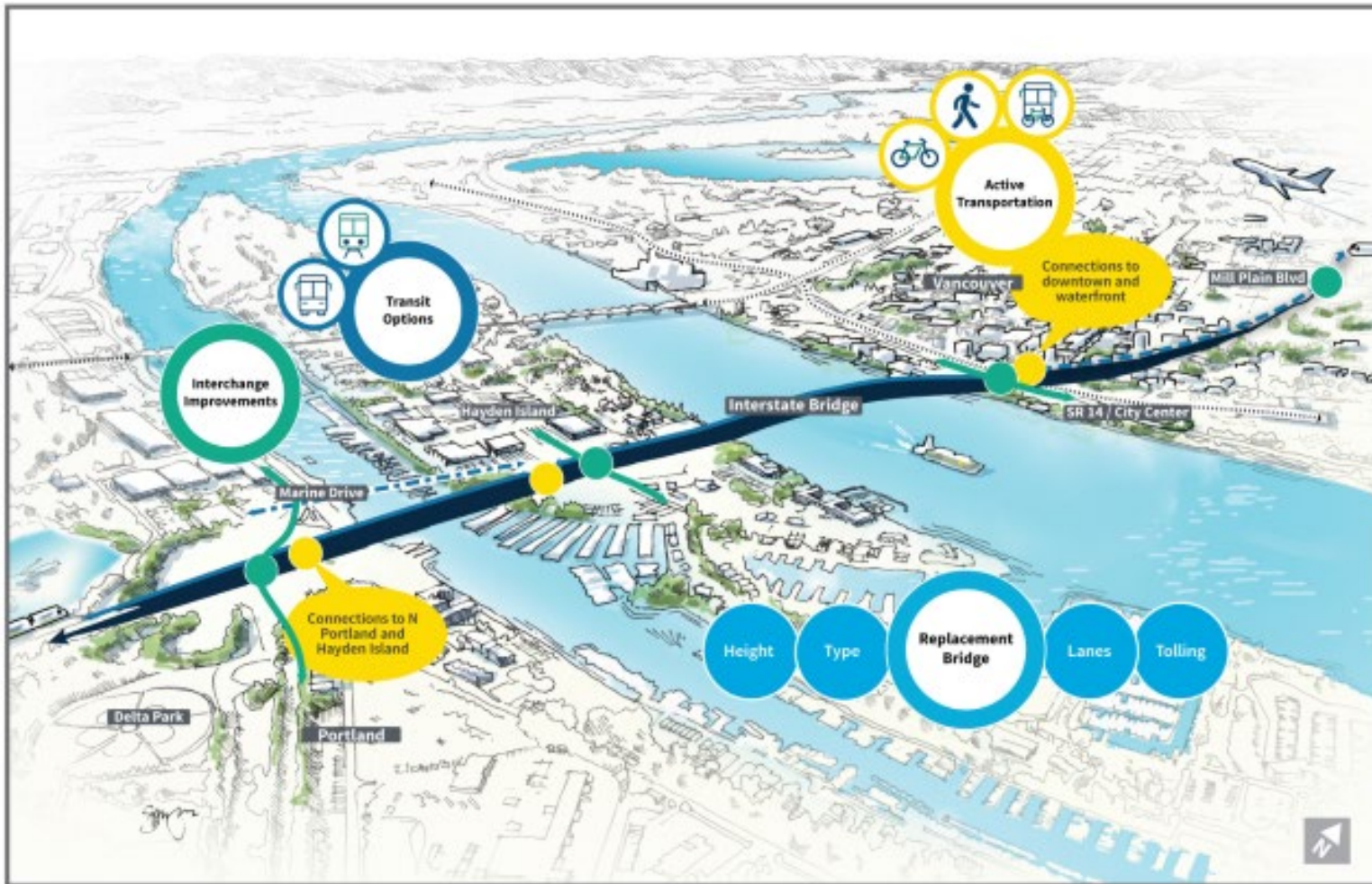
The program is using past work from the previous project that remains valid to maximize past investment and ensure efficient decision-making, while also taking into consideration changes since the previous planning effort. While the program is utilizing past work as a starting point, that does not mean we are locked into the former solution. The program is continuing to work with partners to identify design options that address both the changes that have occurred since the previous planning effort, as well as new priorities around climate and equity considerations in the IBR solution that is identified with program partners in the community.



Project Information Worksheet for MTIP Amendment: K21570  
I-5: Columbia River (Interstate) Bridge



Figure 1. Modal and Topical Elements





## 6. AMENDMENT PHASE PROJECT COSTS

*Discussion of the amendment phase costs. Example: Does the additional \$30 million for the I-5 IBR project cover the entire PE phase? Will more funding to complete PE be needed? What is the estimated total cost for PE?*

This amendment adds \$71 million to the preliminary engineering (PE) phase of the IBR Program. With this change, the total available budget will change to \$80 million (\$45M from Oregon and \$35M from Washington). The estimated PE cost to complete NEPA for the IBR program is approximately \$135 million based on a completion of a supplemental environmental impact statement (SEIS) in mid-2024. Following NEPA completion, the IBR program will develop a program delivery plan and progress with right-of-way acquisitions and final design to prepare for the start construction in late 2025. The estimated PE cost for progressing final design to start the first phase of construction is estimated at approximately \$70 million. In summary, the total estimate of PE to begin the first phase of construction is estimated to be approximately \$205 million. This estimate is contingent on the scope of the IBR solution, as agreed to by program partners, that will be evaluated through the SEIS along with the scope of the program's first construction phase. Right-of-way costs and construction costs are not included in this budget estimate.

## 7. PRELIMINARY TOTAL PROJECT COST ESTIMATE

*A preliminary estimate/cost range for the total project cost through construction.*

As directed by the Washington State 2019–2021 Transportation Budget (ESHB 1160), a draft Conceptual Finance Plan has also been delivered to the governors and the legislative transportation committees of each state on December 1, 2020. The conceptual IBR program cost estimates comprise both highway and transit capital investments. A high-level summary of the IBR program conceptual cost estimate ranges are shown in the table below.

Project Information Worksheet for MTIP Amendment: K21570  
I-5: Columbia River (Interstate) Bridge



Table 1. Preliminary Capital Cost Estimate Ranges

Scope of Work Options	Updated CRC Cost (2012 \$)	Risk Range Adjustments (2012 \$)	IBR Program Conceptual Cost (2012 \$)	IBR Program Conceptual Cost (2020 \$)	IBR Program Conceptual Cost (YOE \$)	Modal Shares of Total Costs
<b>Option 1A:</b> <b>Bridge + LRT Project   Low</b>	<b>+ \$2.71 B</b>	<b>- \$0.36 B</b>	<b>+ \$2.35 B</b>	<b>+ \$2.74 B</b>	<b>+ \$3.32 B</b>	
Transit Project Share	+ \$0.63 B	- \$0.08 B	+ \$0.54 B	+ \$0.63 B	+ \$0.77 B	23%
Highway Project Share	+ \$2.08 B	- \$0.28 B	+ \$1.80 B	+ \$2.11 B	+ \$2.55 B	77%
<b>Option 1B:</b> <b>Bridge + LRT Project   High</b>	<b>+ \$2.96 B</b>	<b>+ \$0.37 B</b>	<b>+ \$3.33 B</b>	<b>+ \$3.96 B</b>	<b>+ \$4.81 B</b>	
Transit Project Share	+ \$0.80 B	+ \$0.10 B	+ \$0.90 B	+ \$1.07 B	+ \$1.30 B	27%
Highway Project Share	+ \$2.16 B	+ \$0.27 B	+ \$2.43 B	+ \$2.89 B	+ \$3.51 B	73%
<b>Option 2A:</b> <b>Bridge + BRT Project   Low</b>	<b>+ \$2.59 B</b>	<b>- \$0.35 B</b>	<b>+ \$2.24 B</b>	<b>+ \$2.62 B</b>	<b>+ \$3.17 B</b>	
Transit Project Share	+ \$0.52 B	- \$0.70 B	+ \$0.45 B	+ \$0.53 B	+ \$0.64 B	20%
Highway Project Share	+ \$2.07 B	- \$0.28 B	+ \$1.79 B	+ \$2.09 B	+ \$2.53 B	80%
<b>Option 2B:</b> <b>Bridge + BRT Project   High</b>	<b>+ \$2.67 B</b>	<b>+ \$0.33 B</b>	<b>+ \$3.00 B</b>	<b>+ \$3.51 B</b>	<b>+ \$4.25 B</b>	
Transit Project Share	+ \$0.64 B	+ \$0.08 B	+ \$0.72 B	+ \$0.84 B	+ \$1.01 B	24%
Highway Project Share	+ \$2.03 B	+ \$0.25 B	+ \$2.29 B	+ \$2.67 B	+ \$3.24 B	76%

Source: Conceptual Finance Plan. <https://www.interstatebridge.org/library>

## 8. FUNDING STRATEGY

*A general description or strategy for funding sources to be considered and/or secured for the project.*

### Federal Funding Sources for the IBR Program

The IBR Program will seek federal funding sources to supplement state, local, and tolling funding and revenue. Funding programs from the federal government require matching funds from non-federal sources (i.e., local, regional, state, or private contributions), and the application process to compete for such funding typically prioritize projects based upon justification, financial commitment at the state and/or regional level, readiness and other factors.

Oregon and Washington each receive annual apportionments of federal formula funds from FHWA. C-TRAN and TriMet each receive annual apportionments of FTA formula funds. These funds, together with federal formula funds allocated to the regional transportation planning agencies, help fund a wide variety of transportation capital projects and operational programs in the metropolitan region. Although the IBR program may be eligible for some of these funds, most, if not all, of these funds are already programmed for other projects, and not available for the IBR program in the near and medium terms.

FHWA and FTA also administer several discretionary grant programs, which are very competitive and require, as part of a rigorous application process, the applicant to demonstrate that the non-federal matching funds are fully committed. If sufficient non-federal funds are approved for the IBR program,

Project Information Worksheet for MTIP Amendment: K21570  
I-5: Columbia River (Interstate) Bridge



it could be well positioned to obtain one or more funding awards from these federal programs, particularly the following programs (or their successors in forthcoming legislation):

- FTA CIG New Starts program
- U.S. Department of Transportation (USDOT) BUILD grant program
- USDOT INFRA grant program

### State Funding Sources for the IBR Program

Large and transformative transportation infrastructure projects like the IBR program require funding from a variety of sources. Securing timely commitments at the state and regional levels will be essential for competing for the federal funding programs described above.

### Tolling

Tolling the I-5 crossing would yield significant future revenues that can be leveraged to fund construction of the IBR program, as well as cover ongoing bridge O&M costs. Future toll revenues can be pledged for various types of debt financing, including standalone toll revenue bonds, toll revenue bonds backed by one or both states, and/or a USDOT TIFIA loan. It is anticipated that the toll funding available to construct the IBR Program would be at least equivalent to the range reported for the CRC project in 2013 due to factors that will likely offset any long-term changes in bridge traffic patterns as a result of the current economic conditions.

## 9. AGENCY AND STAKEHOLDER INVOLVEMENT

*A short description if there are other agencies or stakeholders involved in the project and their basic roles and responsibilities.*

The Oregon and Washington Departments of Transportation are jointly leading the IBR program work in collaboration with eight other bi-state partner agencies. This program work will be shaped by the direction and timelines established by the governors, legislatures, and transportation commissions, and will work closely with federal partners, permitting agencies, state and local elected officials, tribal governments, community stakeholders and the public.

Comprehensive and equitable community engagement is at the foundation of decision making for the IBR program. Through engagement we will pursue a solution that prioritizes safety, reflects community values, addresses community concern, and fosters broad regional support. Ongoing, extensive and inclusive public dialogue is critical to developing a bridge solution that best serves the complex needs of communities in Washington and Oregon.

A bi-state legislative committee, composed of 16 Oregon and Washington lawmakers, provides additional guidance and oversight for the program. To provide coordinated regional leadership, the Oregon and Washington Departments of Transportation are jointly leading the IBR program work in collaboration with eight other bi-state public agencies. The eight agencies are:



Project Information Worksheet for MTIP Amendment: K21570  
I-5: Columbia River (Interstate) Bridge

---

- TriMet
- C-TRAN
- Oregon Metro
- Southwest Washington Regional Transportation Council
- Cities of Portland and Vancouver
- Ports of Portland and Vancouver

To support the community engagement goals the program formed three advisory groups to provide feedback and recommendations: Executive Steering Group, Equity Advisory Group, and Community Advisory Group.

The Executive Steering Group provides regional leadership recommendations on key program issues of importance to the community. Members of the ESG include representatives from the 10 bi-state partner agencies with a direct delivery or operational role in the integrated, multimodal transportation system around the Interstate Bridge, as well as a community representative from each state. The two community representatives serve as the co-chairs of the Community Advisory Group.

Members of the ESG include the following representatives:

- Oregon Department of Transportation: Kris Strickler, Director
- Washington State Department of Transportation: Roger Millar, Secretary
- TriMet: Steve Witter (Interim), Engineering and Construction Director
- C-TRAN: Shawn Donaghy, CEO
- Oregon Metro: Lynn Peterson, Council President
- Southwest Washington Regional Transportation Council: Scott Hughes, Board Chair
- City of Portland: Jo Ann Hardesty, Commissioner
- City of Vancouver: Anne McEnerny-Ogle, Mayor
- Port of Portland: Kristen Leonard, Chief Public Affairs Officer
- Port of Vancouver USA: Julianna Marler, CEO
- Community Advisory Group Co-chair (WA): Lynn Valenter
- Community Advisory Group Co-chair (OR): Ed Washington

The Equity Advisory Group (EAG) will help ensure that the IBR program remains centered on equity. The group will make recommendations to IBR program leadership regarding processes, policies and decisions that have the potential to affect historically underrepresented and underserved communities. Members of the Equity Advisory Group include partner agency representatives, community based organizations and community members.

The Community Advisory Group (CAG) will be representative of the community members with balanced membership from both Portland, Oregon and Vancouver, WA. The community advisory group will provide input and feedback on the IBR program. The CAG will develop recommendations to

Project Information Worksheet for MTIP Amendment: K21570  
I-5: Columbia River (Interstate) Bridge



help ensure the program outcomes reflect community needs, issues and concerns. CAG members and the program team will engage in an on-going community dialogue with a commitment to meaningful, two-way feedback. Two co-chairs, one representing each state, will lead the group's diverse and inclusive membership, with balanced representation from both Washington and Oregon. Members of the Community Advisory Group reflect community-based organizations and at-large community members.

In addition to the bi-state legislative committee and the program advisory groups, the IBR program is working with numerous Federal regulatory agencies including US Army Corps of Engineers, US Coast Guard, US Environmental Protection Agency, US Fish and Wildlife Service, US General Services Administration, National Marine Fisheries Service, National Park Service.

## 10. SUPPORTING MATERIALS

*If support materials (past feasibility plan, project study reports, etc.) exist, a description of how they can they be accessed. Where can the public find the materials?*

The IBR website contains both current and historical project information. In addition, WSDOT's accountability page has documents from the CRC project. A few key documents include:

- Interstate Bridge Replacement Progress Report - <https://www.interstatebridge.org/media/xawnefwf/ibrp-legislative-progress-report-dec-2020.pdf>
- Conceptual Finance Plan - <https://www.interstatebridge.org/media/zaqk3x3a/ibrp-conceptual-financial-plan-dec-2020.pdf>
- Memorandum of Intent on Replacing the I-5 - <https://www.governor.wa.gov/sites/default/files/FINAL%20OR%20WA%20Memorandum%20of%20Intent%2011.18.2019.pdf>
- Columbia River I-5 Bridge Planning Inventory - [https://www.wsdot.wa.gov/accountability/ssb5806/docs/WSDOT\\_I5\\_Bridge\\_Inventory\\_Report.pdf](https://www.wsdot.wa.gov/accountability/ssb5806/docs/WSDOT_I5_Bridge_Inventory_Report.pdf)

## 11. SCHEDULE

*Assuming funding will be secured and no major obstacles emerge, a target schedule for future project phases.*

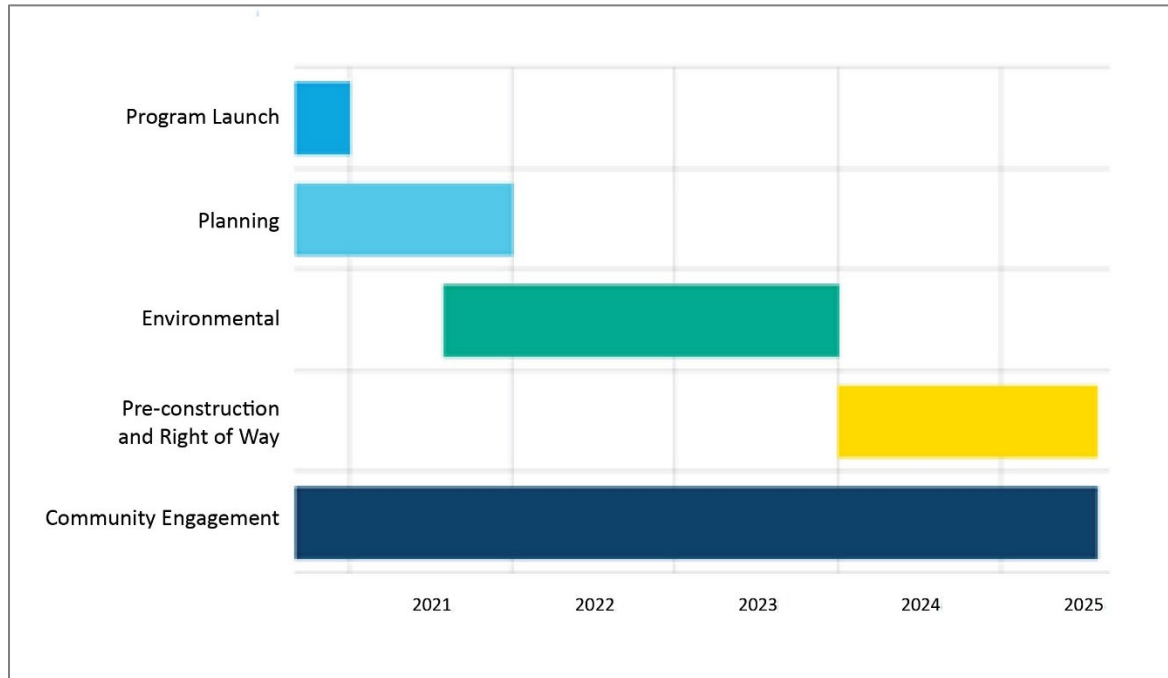
The fall 2020 program launch is complete, and the planning phase will continue through the end of 2021 (see Figure 2). Mid-2021, the environmental phase started by updating the program's Purpose

Project Information Worksheet for MTIP Amendment: K21570  
 I-5: Columbia River (Interstate) Bridge



and Need Statement and establishing a community Vision and Value Statement; this phase extends to the end of 2023. Pre-construction and right-of-way acquisition extend from 2024 until construction begins in 2025. The program has implemented an extensive and inclusive community engagement program that continues throughout all phases.

Figure 2. Program Timeline



## 12. TIP PROGRAMMING

*TIP programming table and proposed TIP programming table.*

In addition to the table on the next page, please see Attachment A, the ODOT STIP Amendment Project Summary.

Project Information Worksheet for MTIP Amendment: K21570  
I-5: Columbia River (Interstate) Bridge



Table 2. TIP Programming

I-5: Columbia River (Interstate) Bridge (K21570)				
Current STIP Description	Planning activities for the replacement of the I-5 Interstate Bridge between Oregon and Washington. Replacing the bridge will improve traffic and mobility for freight and the public traveling across the river.			
Proposed STIP Description	Planning and design activities for the replacement of the I-5 Interstate Bridge between Oregon and Washington. Replacing the bridge will improve traffic and mobility for freight and the public traveling across the river.			
Summary of requested changes	<ul style="list-style-type: none"> <li>• Bring 18-21 \$9M Planning project to 21-24 STIP</li> <li>• Add PE phase - \$36M ODOT, \$35M WDOT - Total \$71M</li> <li>• Adjust description to include design activities</li> <li>• New total project cost of \$80,000,000</li> </ul>			
Justification	<ul style="list-style-type: none"> <li>• This amendment is needed is for programming \$30M in funds approved by the OTC March 11, 2021, \$6M in redistribution approved by 9/2020 OTC, and \$35M funds committed by Washington DOT.</li> <li>• FHWA has asked ODOT to transition from the Planning phase to the Preliminary Engineering (PE) phase of the project.</li> <li>• Without this amendment, committed funds will not be authorized and project will not be able to move past the planning phase.</li> </ul>			
RTP Requirements	This project change requires adjustment to the fiscally constrained RTP. Funds from the fiscally constrained Fix-It buckets in the RTP will be reduced to allow for the \$36M ODOT funds to be advanced on this project. Memo with details was sent to Metro 9/17/21 by Chris Ford. We find the analysis is still applicable with the addition of WDOT funds since RTP focuses on Oregon revenue only.			
STIP/MTIP requirements	This requires a full amendment to the STIP/MTIP, work has started to get it through the process as soon as possible.			
Phase	Federal Fiscal Year		STIP Estimated Cost	
	Current	Proposed	Current	Proposed
Planning	2020	2020	\$9,000,000	\$9,000,000
Preliminary Engineering	N/A	2022	\$0	\$71,000,000
<b>Totals</b>			<b>\$ 9,000,000</b>	<b>\$80,000,000</b>
Summary of Expenditure Accounts (as of 09/22/2021)				
Phase	Authorized		Expended	Remaining
Planning	\$9,000,000		\$5,950,410	\$3,049,590



Project Information Worksheet for MTIP Amendment: K21570  
I-5: Columbia River (Interstate) Bridge



## 13. RTP PROJECT NUMBER

*Provide the corresponding Regional Transportation Plan project number to facilitate a project description check for plan consistency.*

The RTP project ID is 10893, "I-5 Columbia River Bridge."

## 14. TITLE IV ADA

*Indicate whether the project is derived from an agency Title IV Americans with Disabilities Act (ADA) implementation plan.*

The IBR program is not derived from ODOT's Title IV ADA implementation plan.

Project Information Worksheet for MTIP Amendment: K21570  
I-5: Columbia River (Interstate) Bridge

---



# Attachment A

## ODOT STIP Amendment Project Summary



**Statewide Transportation Improvement Program  
Amendment Project Summary**

**Key Number:** **21570** **2018-2021 STIP**

**Project Name:** **I-5: Columbia River (Interstate) Bridge** **(DRAFT AMENDMENT PROJECT)**

Project Overview			
Total Current Estimate	\$80,000,000.00	Description	Planning and design activities for the replacement of the I-5 Interstate Bridge between Oregon and Washington. Replacing the bridge will improve traffic and mobility for freight and the public traveling across the river.
Responsible Region	1	Related Programs	
Project Status Date	2/6/2020	STIP Name	2018-2021 STIP
Project Status	UNAPPROVED	Administrator	ODOT
Monitor	ENVDOC	Applicant	ODOT
Bid Let Date		MPO	Portland Metro MPO
Target Date		Constructor	CONTRACTOR PAYMENTS
Award Date		Functional Class	URBAN INTERSTATE
Air Quality Approval Req.		Work Class	STRUCTURES
Air Quality Approval Date.		IGA #	
		Contract #	
Created On	9/20/2019	Created By	GABRIELA GARCIA
Last Updated On	9/22/2021	Last Updated By	ADRIANA ANTELO
Comment	3/11/21 OTC approved additional \$30M // \$9M in redistribution \$ approved by the OTC 8/16/19. RTP ID 10893. \$6M in redistribution approved by 9/2020 OTC. kp.		

Locations													
Route	Highway	MP Begin	MP End	Length	Street	City	County	ACT	Bridge	Reg	State Repr Dist	State Sen Dist	US Cngr Dist
I-5	001 PACIFIC HIGHWAY	306.70	308.72	2.02		PORTLAND	MULTNOMAH	R1ACT		1	44	22	3
I-5	001 PACIFIC HIGHWAY	308.04	308.72	0.68		PORTLAND	MULTNOMAH	R1ACT	01377A	1	44	22	3
I-5	001 PACIFIC HIGHWAY	308.04	308.72	0.68		PORTLAND	MULTNOMAH	R1ACT	07333	1	44	22	3

Phases												
Ph	Phase Total Est. Cost	Original Auth Amount	Original Auth Date	Current Auth Amount	Current Auth Date	Current STIP Amount	Curr STIP Year	Initial STIP Amount	Init STIP Year	EA	Fed Aid ID	Status
PL	9,000,000.00	9,000,000.00	2/6/20	9,000,000.00	2/6/20	9,000,000.00	2020	9,000,000.00	2020	C0265207	S001(533)	APPROVED
PE	71,000,000.00	0.00		0.00		71,000,000.00	2022	36,000,000.00	2022			APPROVED
<b>Tot</b>	<b>80,000,000.00</b>	<b>9,000,000.00</b>		<b>9,000,000.00</b>		<b>80,000,000.00</b>		<b>45,000,000.00</b>				

**Key Number:** 21570

2018-2021 STIP

**Project Name:** I-5: Columbia River (Interstate) Bridge

(DRAFT AMENDMENT PROJECT)

Work Types					
Phase	Work Type	Percent of Phase	Work Type Amount	Opt Code	Option Desc
PL	BRIDGE	100.00%	9,000,000.00	S	STATE PROJECT
	<b>PL Totals</b>	<b>100.00%</b>	<b>9,000,000.00</b>		
PE	BRIDGE	100.00%	71,000,000.00	S	STATE PROJECT
	<b>PE Totals</b>	<b>100.00%</b>	<b>71,000,000.00</b>		
<b>Grand Totals</b>			<b>80,000,000.00</b>		

Financial Plan -- Target Amounts									
Phase	Funding Resp	STIP	Year	Use Hist Savings	Total Trgt Amt	Fed Trgt Amt	State Trgt Amt	Local Trgt Amt	Comment
PL	IBR Interstate Bridg	2018-2021 STIP	2020		9,000,000.00	8,299,800.00	700,200.00	0.00	
	IBR Interstate Bridg	2021-2024 STIP	2021		6,000,000.00	5,533,200.00	466,800.00	0.00	Additional target added from redistribution per K. Parlette email 11/25/20
	<b>PL Totals</b>				<b>15,000,000.00</b>	<b>13,833,000.00</b>	<b>1,167,000.00</b>	<b>0.00</b>	
PE	IBR Interstate Bridg	2021-2024 STIP	2022		0.00	0.00	0.00	0.00	
	OTHER	2021-2024 STIP	2022		0.00	0.00	0.00	0.00	WashDOT funds
	<b>PE Totals</b>				<b>0.00</b>	<b>0.00</b>	<b>0.00</b>	<b>0.00</b>	
<b>Grand Totals</b>					<b>15,000,000.00</b>	<b>13,833,000.00</b>	<b>1,167,000.00</b>	<b>0.00</b>	

Financial Plan -- Estimate / Actual Amounts									
Phase	Funding Resp	STIP	Year	Use Hist Savings	Total Est/Act Amt	Fed Est/Act Amt	State Est/Act Amt	Local Est/Act Amt	Comment
PL	IBR Interstate Bridg	2018-2021 STIP	2020		9,000,000.00	8,299,800.00	700,200.00	0.00	
	IBR Interstate Bridg	2021-2024 STIP	2021		0.00	0.00	0.00	0.00	Additional target added from redistribution per K. Parlette email 11/25/20
	<b>PL Totals</b>				<b>9,000,000.00</b>	<b>8,299,800.00</b>	<b>700,200.00</b>	<b>0.00</b>	
PE	IBR Interstate Bridg	2021-2024 STIP	2022		36,000,000.00	33,199,200.00	2,800,800.00	0.00	
	OTHER	2021-2024 STIP	2022		35,000,000.00	0.00	0.00	35,000,000.00	WashDOT funds
	<b>PE Totals</b>				<b>71,000,000.00</b>	<b>33,199,200.00</b>	<b>2,800,800.00</b>	<b>35,000,000.00</b>	
<b>Grand Totals</b>					<b>80,000,000.00</b>	<b>41,499,000.00</b>	<b>3,501,000.00</b>	<b>35,000,000.00</b>	



**Statewide Transportation Improvement Program**  
**Amendment Project Summary**

**Key Number:** **21570** **2018-2021 STIP**

**Project Name:** **I-5: Columbia River (Interstate) Bridge** **(DRAFT AMENDMENT PROJECT)**

Fund Codes													
Phase	Fund Code	Description	ICA P	Percent of Phase	Total Amount	Federal Percent	Federal Amount	State Percent	State Amount	Local Percent	Local Amount		
PL	Z001	NATIONAL HIGHWAY PERF FAST	Y	100.00%	9,000,000.00	92.22%	8,299,800.00	7.78%	700,200.00	0.00%	0.00		
	<b>PL Totals</b>				<b>100.00%</b>	<b>9,000,000.00</b>		<b>8,299,800.00</b>		<b>700,200.00</b>		<b>0.00</b>	
PE	ACPO	ADVANCE CONSTRUCT PR		50.70%	36,000,000.00	92.22%	33,199,200.00	7.78%	2,800,800.00	0.00%	0.00		
	OTH0	OTHER THAN STATE OR		49.30%	35,000,000.00	0.00%	0.00	0.00%	0.00	100.00%	35,000,000.00		
	<b>PE Totals</b>				<b>100.00%</b>	<b>71,000,000.00</b>		<b>33,199,200.00</b>		<b>2,800,800.00</b>		<b>35,000,000.00</b>	
<b>Grand Totals</b>							<b>80,000,000.00</b>		<b>41,499,000.00</b>		<b>3,501,000.00</b>		<b>35,000,000.00</b>

Amendments						
Status Date	Amendment Num.	Status	Project Change Type	S/C	Key Number	Change Reason
9/22/21	21-24-1433	DRAFT	ADD PHASE		21570	Add project to the 2021-2024 STIP, add Preliminary engineering phase total estimated at \$71,000,000.
2/6/20	18-21-3214	APPROVED	ADD PROJECT		21570	Add a new project.

<b>Selection Criteria:</b> STIP	2018-2021 STIP	<b>Key Number</b>	21570	<b>Project ID</b>	44589
---------------------------------	----------------	-------------------	-------	-------------------	-------



**A modern  
connection for  
a growing  
community**



# **Supplemental Project Information for MTIP Amendment: K21570 I-5: Columbia River (Interstate) Bridge**

November 2021

# Supplemental Project Information for MTIP Amendment: K21570 I-5: Columbia River (Interstate) Bridge

Prepared for:



**Washington State  
Department of Transportation**

Prepared by:  
Raymond Mabey, PE  
Assistant Program Administrator



[raymond.mabey@interstatebridge.org](mailto:raymond.mabey@interstatebridge.org)  
O: 503-986-3344 | C: 971-239-9991



## TABLE OF CONTENTS

<b>OVERVIEW.....</b>	<b>1</b>
<b>PART 1: STATE AND REGIONAL POLICY REVIEW.....</b>	<b>1</b>
<b>PART 2: PERFORMANCE EVALUATION .....</b>	<b>6</b>
<b>2A: PERFORMANCE EVALUATION: EQUITY .....</b>	<b>6</b>
<b>2B: PERFORMANCE EVALUATION: SAFETY .....</b>	<b>8</b>
<b>2C: PERFORMANCE EVALUATION: CONGESTION RELIEF .....</b>	<b>10</b>



## OVERVIEW

### *A short description of the purpose and scope of the document.*

The IBR program team submitted a project information worksheet to Metro to consider for the MTIP amendment process in September. Metro staff requested additional information related to the 2018 RTP investment priority outcomes of safety, equity, climate and congestion management. To perform this analysis, additional information to what has previously been requested has been developed for review and consideration. This document includes supplemental information on the following:

- Part 1 – State and Regional Policy Review – describes how the proposed project amendment has considered, addressed and is consistent with the Oregon Highway Plan (OHP) Policy 1G and Action 1G.1, 2018 RTP, and the Regional Transportation Functional Plan
- Part 2 – Performance Evaluation Measures – descriptions of how the project meets or will analyze the performance related to equity, safety, and congestion relief.

A IBR program submittal to Metro dated September 2021 provided context for the MTIP amendment request, covering the following topics:

- Project History
- Project Goals and Objectives
- Project Area
- Project Design Elements
- Project Costs and Funding Strategy
- Agency and Stakeholder Involvement

This submittal supplements that initial document to address plan consistency and address performance evaluation criteria.

## PART 1: STATE AND REGIONAL POLICY REVIEW

### *What was the basis and origin of the project?*

Regional leaders identified the need to address the Interstate 5 (I-5) corridor, including the Interstate Bridge, through previous bi-state, long-range planning studies. In 2004, the Washington and Oregon Departments of Transportation formed the joint CRC project. The intent of this project was to improve safety, reduce congestion, and increase mobility of motorists, freight traffic, transit riders, bicyclists, and pedestrians. This project was active between 2005 and 2014 and successfully received a federal Record of Decision in December 2011. However, the CRC project did not secure adequate state funding to advance to construction and was discontinued in 2014.

In 2019, a bi-state legislative committee requested that the Oregon Department of Transportation (ODOT) and the Washington State Department of Transportation (WSDOT) re-initiate the CRC project as none of the previously identified needs for the project had been addressed. The Washington and Oregon Departments of Transportation re-initiated the work, and the project is currently operating under a new name: Interstate Bridge Replacement (IBR) program.

Key objectives for the program's planned work include:

- Evaluating high-capacity transit modes, including both light rail and bus rapid transit, to determine the mode that best meets the region's needs today and into the future, and that fits within the operating plans of the two partner transit agencies, C-TRAN and TriMet.
- Leveraging past work to maximize previous investments and support efficient decision-making. This will include analyzing changes that have occurred since the previous planning process. The intent is to identify a solution that meets current and future community needs, values, and priorities.
- Developing screening criteria and performance measures that reflect the program values. We are committed to identifying a design solution that prioritizes equity and climate concerns.
- Engaging the community in a meaningful and authentic way while centering equity and elevating voices from communities of concern.

### *Examination of how the proposed project has considered consistency with the Oregon Highway Plan, Regional Transportation Plan, and the Regional Transportation Functional Plan.*

As previously noted, the IBR program is re-initiating the CRC project and proposing design and program refinements as needed to reflect community priorities and meet community needs. An assessment of how the program will support relevant agency plans is part of this initial evaluation related to plan consistency.

The proposed project supports Growth Management Act policies and the Oregon State-wide Planning Goals pertaining to transportation and infrastructure improvements. The project would accommodate and integrate with a variety of planned transportation facilities throughout the Portland/Vancouver Metro area. The project would be consistent with goals for providing infrastructure to urban areas and for directing high density growth to urbanized locations. Regional plans, adopted by the Southwest Washington RTC, Clark County, and Metro would be supported by improved infrastructure and the extension of a high-capacity transit system.

Goals in the state highway plans (the OHP and the Washington Transportation Plan) clearly state objectives for mobility, congestion relief, and freight movement. The IBR program would support these goals. As requested by Metro, the remainder of this section focuses on the IBR program's support of the following plans:

- OHP Policy 1G and Action 1G.1
- 2018 Regional Transportation Plan
- Regional Transportation Functional Plan Section 3.08.220: Transportation Solutions

## Oregon Highway Plan – Policy 1G and Action 1G.1

**Oregon Highway Plan Goal 1G:** *It is the policy of the State of Oregon to maintain highway performance and improve safety by improving system efficiency and management before adding capacity. ODOT will work in partnership with regional and local governments to address highway performance and safety needs.*

**Oregon Highway Plan Action 1G.1:** Use the following priorities for developing corridor plans, transportation system plans, the Statewide Transportation Improvement Program, and project plans to respond to highway needs. Implement higher priority measures first unless a lower priority measure is clearly more cost-effective or unless it clearly better supports safety, growth management, or other livability and economic viability considerations. Plans must document the findings which support using lower priority measures before higher priority measures.

- 1. Protect the existing system.** The highest priority is to preserve the functionality of the existing highway system by means such as access management, local comprehensive plans, transportation demand management, improved traffic operations, and alternative modes of transportation.
- 2. Improve efficiency and capacity of existing highway facilities.** The second priority is to make minor improvements to existing highway facilities such as widening highway shoulders or adding auxiliary lanes, providing better access for alternative modes (e.g., bike lanes, sidewalks, bus shelters), extending or connecting local streets, and making other off-system improvements.
- 3. Add capacity to the existing system.** The third priority is to make major roadway improvements to existing highway facilities such as adding general purpose lanes and making alignment corrections to accommodate legal size vehicles.
- 4. Add new facilities to the system.** The lowest priority is to add new transportation facilities such as a new highway or bypass.

### IBR Program Evaluation: IBR Program is Supportive of OHP Policies

The IBR program is supportive of the priorities identified in the OHP, focused on improving the efficiency and capacity of the existing system while increasing safety and multimodal investments. The program would add auxiliary lanes and safety improvements (e.g., improved shoulders) to the highway and would improve low-carbon modal capacity through substantial investment in transit, bicycle, and pedestrian improvements, as well as invest in local street improvements to improve local connectivity and improved transportation performance.

### 2018 Regional Transportation Plan

Adopted by the Metro Council in December 2018, the 2018 Regional Transportation Plan (RTP) sets the long-range vision, goals, and outcomes for the regional transportation network. The 2018 RTP also

includes policies and a long-range investment strategy for achieving the region’s vision, goals, and outcomes for the system. Through the development of the 2018 RTP, four policy priorities – safety, equity, addressing climate change, and managing congestion – were identified to make further near-term progress.

The 2018 RTP states that the “The RTP calls for implementing system and demand management strategies and other strategies prior to building new motor vehicle capacity, consistent with the Federal Congestion Management Process (CMP), Oregon Transportation Plan policies (including OHP Policy 1G) and Section 3.08.220 of the Regional Transportation Functional Plan (RTFP).”

The project under consideration is included in the RTP: project ID 10893, I-5 Columbia River Bridge. The project currently in the RTP is includes tolling, a new bridge, highway improvements, light rail transit, and bicycle and pedestrian improvements.

## Regional Transportation Functional Plan Section 3.08.220: Transportation Solutions

Section 3.08.220 of the Regional Transportation Functional Plan says that cities and counties shall consider the following strategies, in the order listed, to meet the transportation needs:

1. TSMO strategies, including localized Travel Demand Management (TDM), safety, operational and access management improvements;
2. Transit, bicycle and pedestrian system improvements;
3. Traffic-calming designs and devices;
4. Land use strategies in OAR 660-012-0035(2) to help achieve the thresholds and standards in Tables 3.08-1 and 3.08-2 or alternative thresholds and standards established pursuant to section 3.08.230;
5. Connectivity improvements to provide parallel arterials, collectors or local streets that include pedestrian and bicycle facilities, consistent with the connectivity standards in section 3.08.110 and design classifications in Table 2.6 of the RTP, in order to provide alternative routes and encourage walking, biking and access to transit; and
6. Motor vehicle capacity improvements, consistent with the RTP Arterial and Throughway Design and Network Concepts in Table 2.6 and section 2.5.2 of the RTP, only upon a demonstration that other strategies in this subsection are not appropriate or cannot adequately address identified transportation needs.

The IBR program has prioritized the strategies as listed in Section 3.08.220, with the exception of the land use strategies which are outside of the jurisdiction of the IBR program. The IBR program has committed to work collaboratively with local partners to implement the program to be future-compatible with local and regional land use plans.

## IBR Program Evaluation: IBR Program is Supportive of Regional Transportation Plan and Regional Transportation Functional Plans

The IBR program will support Metro's efforts to maximize TDM and transportation system management (TSM) efforts, and it would evaluate vehicular capacity needed to meet demand. Specific efforts underway by the IBR program include:

- The development of high-capacity transit and evaluation of multiple scenarios for transit system improvements. These transit scenarios are consistent with the RTP.
- Evaluation of tolling and congestion pricing; the preliminary tolling structure plans include options for peak period pricing as part of the tolling of the I-5 bridge (tolls are planned to be higher during the peak periods). Congestion (or peak period pricing) is consistent with the Metro Regional Framework Plan and the Portland's Comprehensive Plan.
- The program will be consistent with, and build upon, related projects such as the installation of smart technology systems being installed by ODOT and WSDOT on I-5 in the Portland metropolitan region. These include an active transportation management (ATM) system, adaptive ramp meters, bus on shoulder, real-time modal travel time information, and commuter trip-reduction programs. These tools provide information to drivers to better manage traffic flow and enhance transit capacity during congested travel periods.

Additional system or demand management strategies planned or supported by the IBR program related to the goals outlined in the OHP and RTP are outlined in Part 2C, Performance Evaluation: Congestion Relief.

### *Additional support for local plans*

The IBR program would allow the land use plans for Hayden Island and the City of Vancouver to be realized. Specifically, the project would support the City of Portland's Hayden Island Plan and the City of Vancouver's vision for downtown redevelopment and connectivity. The Hayden Island Plan was adopted in 2009 to provide guidance to the CRC project. The plan seeks to protect the interests of the island, as well as ensure that the amount and type of development on Hayden Island would not overload the proposed freeway improvements. In the City of Vancouver, a replacement crossing would open the waterfront underneath the existing bridges and would vacate the existing I-5 right-of-way underneath the BNSF railroad berm, thus supporting Vancouver's planned extension of Main Street south to Columbia Way, which would include improved bicycle and pedestrian facilities.

The proposed project would comply with the direction of the Vancouver Comprehensive Plan to provide infrastructure to city centers and to provide a range of transportation facilities that would accommodate transit, bicycles, and pedestrians.

## PART 2: PERFORMANCE EVALUATION

This section describes the project’s approach to equity, safety, and congestion management. Performance across these goals/values/outcomes is of critical importance for the program and for the region.

### 2A: PERFORMANCE EVALUATION: EQUITY

*An overview how the project addresses equity, from engagement to analysis of benefits and impacts.*

*How was the project identified in a planning process?*

The project was identified during the planning process described in detail in the Columbia River Crossing environmental documentation. The CRC project was developed over several years and with extensive engagement of agency, public, and community partner involvement; the project made 27,000 public outreach contacts at about 900 events.

The equity approach for CRC was framed in terms of environmental justice and Title VI, but also included populations outside of the technical purview of those regulatory contexts (i.e., older adults, people with disabilities, and zero-vehicle households in addition to minority and low-income populations). It examined both short- and long-term effects related to the project, such as displacement, loss of community resources, and construction-related impacts. Some of the mitigation commitments made as a result of the analysis included:

- Create programs to promote use of local workers by utilizing apprenticeships and job training programs (to address loss of service industry jobs)
- Make information about tolling and transponders accessible and enabling unbanked people to purchase transponders using cash or EBT cards
- Build sound walls for highway noise and install residential sound insulation for light rail transit noise

*How has the IBR program elevated equity and the voices of BIPOC<sup>1</sup> and low-income communities?*

Since the project’s re-initiation in 2019, the IBR program has been engaging the community with an emphasis on elevating the voices of communities of color, low-income communities, people with disabilities, and other underserved populations to help shape the program. This includes the

---

<sup>1</sup> Black, Indigenous, and people of color

formation of an Equity Advisory Group (EAG), a Community Advisory Group (CAG), listening sessions, partnerships with community-based organizations (CBOs), multicultural liaisons to engage communities speaking languages besides English, and other direct stakeholder outreach.

The EAG makes recommendations to IBR program leadership regarding processes, policies, and decisions that have the potential to affect historically underrepresented and underserved communities. Members of the EAG include partner agency representatives, CBOs, and community members who receive stipends for their participation. The EAG helps ensure that the IBR program remains centered on equity.

The CAG is representative of community members with balanced membership from both Portland and Vancouver. The group provides input and feedback on the IBR program, developing recommendations to help ensure the program outcomes reflect community needs, issues, and concerns. CAG members and the program team engage in ongoing community dialogue with a commitment to meaningful, two-way feedback. Two co-chairs, one representing each state, lead the group's diverse and inclusive membership. CAG members include CBO representatives and at-large community members who receive stipends for their participation.

The program held a series of "Elevating Equity Listening Sessions" in late summer 2021. This included sessions specifically for BIPOC individuals, older adults, people with disabilities, houseless individuals, and non-English language speakers. Participants expressed support for the program (particularly the high-capacity transit elements), as well as concerns about construction impacts and tolling.

One other recently launched initiative is a mini-grant program wherein CBOs receive funding to assist the IBR program with engagement activities. Selected CBOs include the Coalition of Communities of Color, Somali American Council of Oregon, Washington Advocacy for the Deaf and Hard of Hearing, Brown Hope, the Slavic Community Center of NW, and others.

The result of these engagement efforts thus far has been a reaffirmation of the need and priority to replace the Interstate Bridge and improve transportation options in the larger program area.

### *What analysis of equity benefits and impacts is forthcoming?*

The assessment of potential benefits and burdens is ongoing. The overall approach evaluates how different design options will impact mobility and accessibility for equity priority groups, particularly in terms of access to proposed high-capacity transit stations, to jobs, and community resources. The evaluation will be incorporated into the process of screening design options as well as development of performance measures – for example, the EAG recently delivered to the program administrator a set of equity-centered screening criteria to be used in evaluating design options under development.

One early finding from analysis conducted thus far is that relative to the Portland-Vancouver region, the immediate program area has a high concentration of people with disabilities, low-income households, and zero-vehicle households. This indicates the importance of improved transit in the corridor and potential for strong ridership.

## 2B: PERFORMANCE EVALUATION: SAFETY

### *What are the safety concerns in the program area?*

The federal government is interested in investing in nationally significant infrastructure projects. Ensuring the program is ready for investment requires our local and regional partners to work together to advance one multimodal design solution by May 2022. The replacement of the Interstate Bridge cannot wait any longer to address critical safety issues resulting from aging of the structure outdated design.

- The Interstate Bridge is built on wood piles in sandy soil, making the piles vulnerable to failure in the event of an earthquake; it is not practically feasible to retrofit the piles to current seismic standards.
- Design configuration of the existing bridge creates conflict areas that result in reduced vehicular flow rates, congestion, and crashes that result in injuries, fatalities, infrastructure damage and economic loss.
  - Design configuration issues include I-5 mainline ramp spacing, deficient ramp merge, diverging and weaving lengths, narrow lanes, limited sight distance, lack of safety shoulders, and bridge lifts. I-5 mainline ramp spacing results in deficient ramp merging, diverging, and weaving lengths
  - The roadway has narrow lanes, limited sight distance, and lacks safety shoulders.
  - The approaches to the Interstate Bridge in the program area experience crash rates over three times higher than statewide averages for comparable facilities.
  - Bridge lifts occur up to 250 times a year on average.
  - There were 7 fatal and 17 serious injury crashes in the program area from January 2015 to December 2019.
  - The shared use paths on the bridges do not provide adequate safety or space for travelers who walk, bike, or roll, and are not compliant with the Americans with Disabilities Act.

The ODOT Safety Priority Index System (SPIS) is the primary method for identifying high crash locations on state highways within Oregon. The SPIS score is based on 3 years of crash data and considers crash frequency, crash rate, and crash severity. ODOT bases its SPIS on 0.10-mile segments to account for variances in how crash locations are reported. To become an SPIS site, a location must meet one of the following criteria:

- Three or more crashes have occurred at the same location over the previous 3 years
- One or more fatal crashes have occurred at the same location over the previous 3 years

Each year, a list of the top 10 percent SPIS sites is generated, and the top 5 percent of sites are investigated by the five regional traffic managers' offices. These sites are evaluated and investigated for safety problems. If a correctable problem is identified, a benefit/cost analysis is performed and appropriate projects are initiated, often with funding from the Highway Safety Improvement Program.



A search of the ODOT 2017 to 2019 SPIS database revealed two locations within the Oregon section of the project area that ranked among the highest 5 percent in the state. The two locations are between mileposts 307.77 and 308.09 (the Hayden Island Interchange), and mileposts 308.15 and 308.38 (just north of the Hayden Island interchange). ODOT does not include the interchange ramps and intersections in the calculations of SPIS rates for the highway.

### *Are there any known or potential safety measures likely to be part of the scope of work?*

The existing traffic safety hazards on I-5 in the project area include lack of shoulders, narrow lanes, poor vertical and horizontal sight distances, substandard merge and diverge distances, substandard weaving distances, and bridge lifts. Many of these design issues could be corrected with a replacement river crossing because the program would apply current design standards. Use of current standards will remedy multiple safety deficiencies on the existing bridge and associated roadway facilities.

The CRC project established a list of safety measures that would be developed for the project. These are being planned for inclusion into the IBR program and will be confirmed as design progresses. The anticipated measures include:

- Lane widths will meet current design standards.
- Sight distance will be improved, allowing drivers more time to react to changing operations on the roadway.
- Increased length of merge and diverge distances, weaving distances, and braided ramps to mitigate substandard interchange spacing.
- Shoulders will be provided to allow for breakdown areas and crash avoidance maneuvers.
- The connection between the Marine Drive interchange and Hayden Island would be improved by eliminating the local movement between interchanges from the I-5 mainline and accommodating the connection with a local multimodal bridge and/or redistributing Hayden Island traffic to the Marine Drive interchange. I-5 freeway operations would improve by braiding the on- and off-ramps between Marine Drive and Hayden Island.
- Auxiliary (or add/drop) lanes connect two or more highway interchanges and improve safety and reduce congestion in the through traffic lanes by providing space for cars and trucks entering and exiting the highway to increase the distance needed to merge and diverge between interchanges. This is especially important for closely spaced ramps such as between Victory Boulevard and Marine Drive, and at the river crossing where three large interchanges (Marine Drive, Hayden Island, and State Route [SR] 14) all have traffic entering and exiting I-5 within a 1.5-mile segment.
- Local streets impacted by the project will be designed to meet current standards at the intersections and will provide bicycle and pedestrian improvements that meet current safety standards.

- The shared use path will be designed to accommodate users of all abilities and varying speeds of mobility (ranging from walking to use of electric bikes).
- Bridge lifts, which stop traffic on I-5 and create unstable flow conditions would no longer occur.

## 2C: PERFORMANCE EVALUATION: CONGESTION RELIEF

The Portland-Vancouver region places a high priority on TDM and TSM, as evidenced by the inclusion of specific policies in the region’s adopted plans and the actual implementation and operation of TDM and TSM programs. TDM seeks mostly to reduce travel demand by shifting travelers to different modes, different times, and different routes. TSM is intended to maximize system efficiency, maximizing the available capacity. The IBR program would include many facility improvements that will allow the region to expand upon current TDM and TSM efforts. Additional TDM and TSM improvements and elements of the IBR program may be developed through the continued design process.

The project proposes to use an array of system approaches to address congestion and travel demand as a means to right-size any changes to roadway capacity. For example, the project would have a substantial transit element, which would expand transit service in the corridor, thus providing more attractive options for drivers to move to transit. The project would also include substantial improvements to the bicycle and pedestrian facilities and local street network. The transit, bicycle, pedestrian, and street network improvements would support modal shifts by providing safe and reliable multimodal options to vehicular travel. The project will evaluate transportation system and operation elements to manage congestion and promote travel reliability in the program area.

The project will model tolling on the I-5 bridge to evaluate impacts of roadway pricing. The IBR team, in coordination with the ODOT toll program, determined that a sensitivity analysis will be completed to reflect a representative toll scenario. The scenario accounts for tolling on all of I-5 and I-205 from the Columbia River to the I-5/I-205 split near Wilsonville. The IBR program will model a typical weekday, variable toll rate scenario based on a schedule.

### *What new street configurations would be part of the project?*

Among the street configurations planned for the project, the following would serve to improve the local connectivity of the street network. These improvements would increase the opportunity for safe local travel, including for non-motorized use.

- Raising I-5 as it crosses the Columbia River into Washington would allow for an extension of Main Street beneath the BNSF railroad crossing, from 5th Street south to Columbia Way, which supports the City of Vancouver’s vision of providing greater connectivity to the waterfront.
- The proposed Fourth Plain interchange improvements would increase bicycle and pedestrian safety by adding eastbound and westbound bicycle lanes, with a sidewalk on the south side.

- The IBR program would modify local streets on Hayden Island to improve connectivity and local multimodal access.
- The IBR program would improve local connectivity and multimodal facilities in the Bridgeton neighborhood. This would include improved connections to the 40-Mile Loop.

### *What are the current transportation system management and operations strategies that would be used in or near the project to manage congestion prior to adding capacity?*

Regionwide TSM facilities and equipment help maximize capacity of the street and highway system. The I-5 corridor was among the first in the region to employ TSM technology to help the corridor operate with maximum efficiency. Regional TSM programs include the following:

- System monitoring and traveler information systems (e.g., web-based information systems, variable message signs).
- Facility management systems (e.g., optimized signal systems, ramp meters, signal priority for special users, such as transit).
- Incident management systems (e.g., incident response and recovery teams).
- Ramp meters are currently in use by ODOT along the I-5 corridor throughout the Portland area and by WSDOT on I-5 in Vancouver. The IBR program would retain ramp meters at all current locations. The ramp meters will allow both monitoring and regulating the flow of traffic to maintain mainline traffic flow on I-5; maintaining flow is a key element of the TSM programs in the region. Where multilane ramps are provided, ramp meters and related equipment could also allow queue jumps for buses, carpools, or other designated vehicles. Were this option to be chosen and implemented, the ramp meters and equipment could be operated such that they complemented a TDM program that affords travel time advantages for users of transit or carpools.
- Bus on shoulder (allows buses to use the highway shoulders and bypass congested travel lanes).
- Tolling (project and regional studies and planning for tolling are underway).

Support and expansion of the current programs is anticipated with or without the IBR program because of the priorities that have been set in the planning documents described in Part 1 of this document.

### *What are programmatic demand management activities that are currently supported in the vicinity of the project and additional demand management elements that will be considered by the project?*

The region supports a range of TDM programs, with significant effort by the transit agencies in Vancouver and the Portland metropolitan areas. TriMet and C-TRAN work together to provide transit

service within and beyond the project area. The following are current TDM features employed regionally to support TDM efforts:

- **Transit:** C-TRAN and TriMet each operate regional bus-based fixed-route transit service as well as special access (i.e., dial-a-ride) service. Additionally, TriMet regionally operates fixed-route light rail transit with service along Interstate Avenue terminating at the Expo Center. C-TRAN operates express commuter buses from Clark County to central Portland via I-5 on weekdays.
- **Park-and-ride lots:** C-TRAN and TriMet operate several park-and-ride lots throughout the region.
- **Carpool/ridesharing:** The CarpoolmatchNW.org website helps the public find potential rideshare/carpool partners based on individual information provided regarding people's commute routes and times.
- **Vanpool:** The Metro Vanpool program sponsored by Metro and C-TRAN provides information, incentives, and opportunities for employers or groups of commuters to form a vanpool within the Portland/SW Washington region.
- **High-occupancy vehicle lane on northbound I-5 in North Portland:** A reduction in travel time is an incentive making carpooling more attractive than driving alone.
- **Employer-sponsored commute programs:** Commute trip-reduction laws in both Washington and Oregon have spurred actions on the part of employers to actively promote TDM. Employers of certain sizes are required to demonstrate efforts to achieve TDM results and track success. Employers have considerable flexibility to tailor programs to their needs, their employees' needs, and to the availability of alternative modes of travel. Typical employer-sponsored TDM features include flexible work schedules; working from home (telecommuting); subsidized, or even free, transit passes; ride matching and preferential parking for carpools and vanpools; guaranteed ride home; parking cash out (giving those who do not occupy a parking space the equivalent in cash to use to subsidize their mode of choice); incentives to walk and bike; secured bicycle parking; and changing rooms/showers.

For a TDM program to be successful, one of the prerequisites is the existence of at least one viable alternative to single occupancy vehicles (SOV). There are real or perceived problems in the I-5 corridor that appear to have limited, or at least hindered, the use of alternatives to the SOV mode of travel. The facilities planned as part of the IBR program and their contribution to helping TDM programs achieve their potential are described below.

## Public Transit Corridor Facilities

One of the key elements of the Purpose and Need for the IBR program is, "Improve connectivity, reliability, travel times and operations of the public transportation systems in the project area." Currently, public transit in the corridor consists of both express and local buses that mix with other traffic and use the existing lift-span bridges for their crossings of the Columbia River. TriMet's MAX light rail transit currently terminates at the Expo Transit Station near the Marine Drive interchange. One northbound lane on I-5, which is a managed lane intended for exclusive use by vehicles with two

or more occupants during the 3 p.m. to 6 p.m. weekday period, helps northbound transit vehicles maintain faster service during the PM peak periods.

There are several significant advantages for public transit that will be brought about by the IBR program:

- The planned high-capacity transit corridor would offer ways to avoid congestion on I-5 that are experienced by buses operating in regular service today.
- By using a high-level fixed-span bridge for the new Columbia River Crossing, transit vehicles will no longer be subject to interruptions of service due to river traffic requiring a bridge lift.
- Adding a fixed guideway to be used by high-capacity transit will increase capacity, reliability, and efficiency of the transit system.
- Capacity of the transit system will be substantially higher than that afforded by public transit mixed with other traffic in the existing corridor.

## Facilities for Bicyclists and Pedestrians in the Corridor

Deficiencies of the existing facilities for pedestrians and bicyclists are well documented. One of the pass/fail criteria used in the initial screening of alternatives for the CRC project was whether the alternatives “improve bicycle and pedestrian mobility in the bridge influence area.” The existing accommodations for bicyclists and pedestrians on the I-5 bridge consist of narrow sidewalks generally between 4 and 5 feet in width. Bicyclists and pedestrians crossing the bridge both northbound and southbound share this limited space. Numerous protrusions reduce the effective width. The railings are of insufficient height for safety and lack a rub-rail. The railings’ balustrades and the bridges’ trusses protrude, leading to the potential for a cyclist’s handlebars to snag on protrusions causing a loss of control and a crash. In addition, the close proximity to the narrow lanes and higher speed motor vehicle traffic makes the experience for bicyclists and pedestrians unpleasant.

Substantial bicycle and pedestrian improvements will be included in the IBR program. These include new facilities such as the multi-use pathway across the river, street improvements around the rebuilt interchanges, and new facilities for bicyclists and pedestrians around the new light rail stations and park and ride facilities. Key improvements (discussed from south to north within the project area) include:

- Pedestrian and bicycle improvements at the Marine Drive interchange would include connections with multi-use paths along the North Portland Harbor, the Expo light rail transit station, and local streets.
- The multi-use path over the North Portland Harbor and the Columbia River would serve as a continuous route for bicyclists and pedestrians.
- To improve east-west connections on Hayden Island, sidewalks and bicycle lanes would be provided along local streets (e.g., Jantzen Drive, Hayden Island Drive, and Tomahawk Island Drive).

- The bridge over the Columbia River would accommodate a multi-use pathway that would separate pedestrians and bicycle traffic through pavement markings. All bicycle and pedestrian improvements would meet Americans with Disabilities Act accessibility standards.
- Ramps from the north end of the main bridge over the Columbia River would connect the multi-use path to Columbia Way and Columbia Street in Vancouver. The wide multi-use path would also reduce conflicts between bicyclists and pedestrians by affording enough space to accommodate two-way travel for both.
- The multi-use path would provide connections to regional pedestrian and bikeway facilities that exist throughout Vancouver.
- Additional improvements in Washington would include rebuilt overpasses with improvements to bicycle and pedestrian facilities that would enhance east-west non-motorized movements and a rebuilt overpass for Evergreen Boulevard that would include bike lanes and 15-foot-wide sidewalks with clear delineation and signing.

### *How will tolling be analyzed for the project, and how could it be used as a TSM and TDM measure?*

Regional tolling programs are currently under consideration. Tolling would also be part of the IBR program. Multiple scenarios and pricing models are being analyzed by the IBR program to determine the optimal means of managing demand while also supporting regional and statewide equity goals. Tolling can be used to be both a TSM measure (e.g., traffic smoothing) or a TDM measure (pricing roadway use). Some considerations related to tolling in relation to the IBR program include:

- Toll revenue collected from Interstate Bridge users will help fund the bridge replacement and pay for long term bridge operations and maintenance.
- While funding construction is the primary objective on IBR, toll rates are expected to vary by time of day in a manner that would support mobility and relieve traffic congestion, promoting travel time savings and improved reliability.
- The time-saving benefits of the tolling extend to all travelers, with the greatest benefit to those without flexible work hours that travel during the morning and afternoon peak periods.
- Tolling could address congestion relief; variable pricing keeps roadways functional with higher tolls at peak times to manage traffic flows to the available capacity, potentially subject to minimum and maximum rates.

**OREGON TRANSPORTATION COMMISSION**

**Minutes of the Regular Business Meeting  
March 11, 2021  
Salem, Oregon**

The regular meeting began at 9:00 a.m. at the Oregon Department of Transportation Headquarters in Salem, Oregon.

**Video recording of the meeting is available online through the Commission website:**

<https://www.youtube.com/user/OregonDOT/live>.

Background materials for all agenda items are stored in **Director/Commission/History Center File, Salem, Oregon.**

Notice of these meetings was made by press release to local and statewide media circulation throughout the state. Those attending part or all of the meetings included:

Chair Robert Van Brocklin  
Vice Chair Alando Simpson  
Commissioner Julie Brown  
Commissioner Sharon Smith  
Director Kristopher Strickler  
Asst. Director for Finance and Compliance  
Travis Brouwer  
Asst. Director for Operations, Cooper Brown  
Asst. Director for Social Equity Nikotris  
Perkins  
Asst. Director for Government and External  
Relations Lindsay Baker  
Climate Office Director Amanda Pietz  
Urban Mobility Office Deputy Director Della  
Mosier  
ODOT Region 4 Manager Gary Farnsworth

Delivery and Operations Div. Administrator  
Karen Rowe  
Deputy Delivery and Operations Div.  
Administrator McGregor Lynde  
ODOT Chief Engineer Steve Cooley  
Policy, Data and Analysis Division  
Administrator Jerri Bohard  
Public Transportation Division Administrator  
Karyn Criswell  
Interstate Bridge Replacement Program  
Administrator Greg Johnson  
Assistant Interstate Bridge Replacement  
Program Administrator Ray Mabey  
Commission Coordinator Sabrina Foward  
Temp. Commission Assistant Jessica Virrueta

Chair Van Brocklin called the meeting to order at 9:00 a.m.

●  
● ● ●  
*Chair's Report  
Agenda Item A*

Oregon Transportation Commission (OTC) Chair Robert Van Brocklin welcomed those tuning in and participating in the meeting and thanked the public for their submitted comments. He noted there would be live closed-captioning available to assist in transcribing the meeting. He reserved time to welcome the Commission's new Coordinator, Sabrina Foward. He also noted that Vice Chair Simpson was delayed and would be joining the meeting late, but would be working with a quorum of three which is an official quorum of the Commission and would be able to take action on items if needed.

●  
● ● ●  
*Director's Report*  
*Agenda Item B*

ODOT Director Strickler provided a report to inform the Commission of two items of interest and yielded his remaining time to McGregor "Mac" Lynde, Deputy Delivery and Operations Division Administrator, for a brief wildfire update.

**Winter Ice Storm February 12-16, 2021:**

Large amount of ice and power loss across Oregon. Congratulated our team for a job well done and jumping into action and keeping the roads bare or in slush conditions. Twelve of our state operated radio stations lost power and were using backup generators. Significant coordination with utilities and other jurisdictions happened. Many facilities were closed to replace or repair some of the electrical lines for Oregonians. Interagency cooperation and cooperation with the public utility partners is something we are proud of as an agency

**Troy Costales Retirement May 1, 2021:**

Troy served 36 years in local service, 33 years with ODOT, 21 years as a Division Administrator. Troy has helped lead Oregon to the highest seatbelt use rate of any state, 98.2 percent, states lowest fatality toll since the 1940s, and one of the largest fatality declines from one year to the next. Director Strickler shared additional information with Troy's tenure at ODOT, including serving in all of the divisions within ODOT.

**Wildfire Update from Mac Lynde:**

Mac gave an update, 6 months from the previous update, on where ODOT is at as the agency takes the lead role in cleaning up hazardous trees as well as burned down homes and businesses. He is currently leading the cleanup efforts from the wildfires that occurred fall of 2020. There's an online dashboard ([wildfire.oregon.gov/cleanup](https://wildfire.oregon.gov/cleanup)) that members of the public can go to sign up for updates and get up to date information on where the agency is at with cleanup efforts. Mac presented a [PowerPoint](#) with updates on the wildfire recovery efforts. There is an email ([odot.wildlife@odot.state.or.us](mailto:odot.wildlife@odot.state.or.us)) and also a hotline (503-934-1700) that is staffed by a team to help respond to questions or inquires.



***Discussion:***

Chair Van Brocklin acknowledged Director Strickler's report. Chair Van Brocklin took a moment to discuss the winter ice storm and how impressed he was with the cooperation to solve electrical outages. He also congratulated ODOT for their role and quick response in challenging conditions. Chair Van Brocklin commented about Troy and thanked him for his work with the agency. Commissioner Brown thanked Troy for his work with ODOT and mentioned working with him on the safety committee. Commissioner Smith congratulated Troy for his work with the agency and wished him a great retirement.

●  
● ● ●  
***Real-Time Virtual Oral Public Comment***  
***Agenda Item C***

**Mayor Scott Hill, City of McMinnville,** commented on Highway 99W/18 bypass (Newberg Dundee Bypass) and provided a bypass information sheet with updates. He recognized great support that the bypass committee has received from OTC and ODOT, with special recognition to John Huestis, Sonny Chickering and Travis Brouwer along with OTC Chair Van Brocklin and Director Strickler. He acknowledged a true partnership in the work they are trying to accomplish. There's a need for state and local investment to leverage federal dollars. He shared his thoughts on the priority level of this project and successes through phase one and that phase two is shovel ready. Newberg Dundee is a high priority effort. Thanked ODOT and OTC in the partnership and they are committed as communities to do their local matching and hope to see this project as a priority for ODOT and OTC.

**Casey Kulla, Yamhill County Commissioner,** commented on Highway 99W/18 bypass (Newberg Dundee Bypass) and spoke on behalf of parkway committee for the county. He spoke on the importance of the project and completing the remaining two phases. He mentioned that state agencies need to address climate issues and equity in their project and noted that this project is equitable and would help keep diesel fuels out of the inner city thus furthering climate goals. He has three requests for the Commission: First he asked the Commission to hold ODOT accountable to building protective paths along the corridor as soon as possible. Second he requested the Commission to hold ODOT accountable to require bus rapid transit design features in this project. Third request is to require an equity advisory committee for the project in order to make good planning and design decisions. In closing he mentioned that it was the tenth anniversary of the 9.1 magnitude earthquake and tsunami in Japan that destroyed the Fukushima power plant and that Oregon's shake alert system is being activated on the anniversary. He also mentioned that a stable lifeline to the coast may be the difference between community recovery and community abandonment.

**Tribal Councilor Denise Harvey, Confederated Tribes of Grand Ronde,** commented on Highway 99W/18 bypass (Newberg Dundee Bypass) and emphasized the importance of the travel economy, the coastal economy, and wine industry that is all supported by the bypass and the tourist opportunist across the entire travel shed. There's an importance of the west valley being supported with good transportation opportunities for employees and citizens of the areas. She also mentioned forest fires and coastal evacuations with Grand Ronde becoming the command post and fire camp

for over 200 wildland fire fighters in the area. It is extremely important to have a way in and out for public safety in a natural disaster. Phase one has already made a significant difference for commuters and emphasized the importance of completing the bypass and looks forward to seeing the bypass completed in the near future.

**Brian Worley, County Road Program Director, Association of Oregon Counties**, commented on agenda item H: Federal COVID-19 Relief Funding Allocation. His colleague Jim McCauley, Legislative Director for League of Oregon cities, was unable to attend but Worley referenced their jointly submitted written testimony in support of agenda item H. He thanked OTC and ODOT in recognizing the importance of the city and county transportation system in the updated funding relief proposal. It takes a balanced approach and supports local governments who have lost significant revenue due to the pandemic. He thanked ODOT leadership staff Travis Brouwer, Jeff Flowers and Trevor Sleeman for working closely with local government partners and listening closely to feedback and shared priorities. Relief funding is desperately needed at this time and will help city and counties with budget deficits, delayed projects, work force shortages, hiring freezes and for some, may prevent layoffs. He discussed the differences in how the funding is split in the earlier proposal and the current proposal. It is greatly appreciated and represents a more balanced and equitable approach to following the statutory highway funding sharing agreement. He looks forward to the continued partnership and support with local governments.

**William J. Cook, Special Counsel, Cultural Heritage Partners, PLLC** spoke on the behalf of Patricia Benner of Corvallis Oregon, resident and business owner, and commented on the Van Buren Bridge Project in Corvallis, OR. He stated that Patricia seeks to help ODOT find a way to protect and preserve the Van Buren Bridge. It has been determined eligible for listing as a national register of historic places. They believe ODOT is skipping legal steps in the mandatory environmental review including not preparing an environmental assessment or environmental statement that is required by NEPA. Written comment explains they asked ODOT to reassess their decision to exempt the project for NEPA review. Second, they believe ODOT cannot propose demolition of a bridge without an evaluation of the proposed demolition and placement according to part of the Oregon transportation act of 1966. William discussed the law and what it includes. He believes it would be helpful for ODOT to update the public on their compliance with the mandates. Third, they believe that section 106 has not been followed by ODOT and that demolition isn't appropriate. Going forward, they ask that ODOT provide a timeline of how and when ODOT intends to comply with federal historic preservation review laws and requests that the Van Buren Bridge be preserved.

**Patricia Benner** commented on the Van Buren Bridge Project in Corvallis, OR. Thanked the Commissioners for the work that ODOT does for the state. She is speaking to urge ODOT to repurpose the Van Buren Bridge as a pedestrian and bicyclist river crossing after the new bridge has been constructed. SMG has studied moving the bridge 150 feet up river and has been found to be practical and feasible at about half of ODOT's cost to the city council. The bridge would be placed on seismically sound piers and the new location would serve bicyclists and pedestrians along highway 34 as well as local users. Patricia talked about who the bridge should serve and how it should be designed. Patricia submitted a written testimony and pointed the Commission to review it for additional safety information. As she is not an expert in historic preservation, she hired Mr. Cook for his expertise and he spoke earlier and submitted written comments on her behalf.

**Kathleen Harris** signed up for public comment on the Van Buren Bridge Project in Corvallis, OR, but did not call in to provide public comment.

**Kim Fella** commented on what she believes to be willful neglect of surface water on Highway 260 - Josephine County. She gave her address and wanted to bring to light what she feels is neglect by ODOT and feels strongly that the Commission should take action on this matter. She described when she purchased her home and that it was once highway 260 and was relinquished to Josephine County along with \$6.4 million for maintenance that she doesn't believe has been performed. Fella also mentioned that she is being sued by her neighbor for blocking a culvert that he installed in a FEMA floodway without a survey or permission on a private easement. The culvert floods her field and has flooded her neighbors pump house, garage and a portion of her home. She believes the majority of water is runoff from Lower River Rd (previously Highway 260). That portion of the road has standing water most of the winter season and causes road hazards, a she believes a high water sign is not enough. She also described her neighbor's property and what they built to mitigate the runoff on their property. She believes it is willful neglect and shared her YouTube channel (Kizzy Josephine County Oregon) where people can go to view her claims.

●  
● ● ●  
*Climate Office Update*  
*Agenda Item D*

The Commission received an informational update from the ODOT Climate Office on efforts to implement Executive Order 20-04, the Strategic Action Plan and to integrate climate considerations throughout the Agency.

**Background:**

ODOT formed the Climate Office nearly a year ago and has accomplished a lot since that time, although much work still remains. The Office focuses on reducing emissions and pollution from transportation and adapting to the impacts of climate change. The Commission last received an update on the progress of efforts in October 2020, and interfaced frequently with the Climate Office in the deliberation of funding allocations for the 2024-2027 Statewide Transportation Improvement Program (STIP) through December 2020.

Several of the efforts of the Climate Office are directed by Oregon [Executive Order 20-04](#), which requires ODOT to add a climate lens to STIP decisions, identify statewide needs for public electric vehicle charging infrastructure, collaborate with other state agencies on greenhouse gas (GHG) reduction activities ([Every Mile Counts](#)), and integrate climate considerations into agency practices. Attachment 1 provides an overview of ODOT's progress implementing Executive Order 20-04 over the last year, and was submitted to the Governor's Office March 1, 2021. Additionally, other climate-related actions are identified as Strategic Outcomes in the 2021-23 [Strategic Action Plan](#). These and other efforts are underway and staff will provide an update on progress and expected outcomes.

Additionally, staff will discuss the concept of a 5-year ODOT Climate Work Plan. The Work Plan will direct activities of the Climate Office and other groups within ODOT to reduce GHG emissions

and prepare for the impacts of climate change. Attachment 2 provides a preview of actions that are either underway or under consideration over the next five years. The draft list pulls from the [Statewide Transportation Strategy: A 2050 Vision for GHG Reduction](#) (STS), 2021-23 Strategic Action Plan, Executive Order 20-04, and other critical work. The ODOT Climate Work Plan should include those actions most critical or foundational in the next five years, recognizing the need for additional, sustained long-term efforts. ODOT will update the Work Plan every five years. Staff recognizes that there may be important work items missing from the current short-term list of potential actions in Attachment 2, and welcomes public and Commission feedback.

*Attachments:*

1. Attachment 1 – *ODOT Takes Steps to Address Oregon’s Climate Crisis: Progress Overview of Executive Order 20-04 Implementation (March 2020-March 2021)*
2. Attachment 2 – *Draft Climate Actions Under Consideration for a 5-Year ODOT Climate Work Plan*

***Presentation:***

Amanda Pietz presented a [PowerPoint](#) with updates on the Climate Office as well as their current efforts and focus areas (action plan). The Climate Office is composed of three parts: mitigation, adaptation, and sustainability. March 10<sup>th</sup> was the one year anniversary of the climate executive order. [Attachment 1](#) is the complete packet that was submitted to the Governor on what the agency has done to comply with the executive order. Amanda highlighted a few topics within the attachment: How ODOT has embraced climate as a top priority within the agency, a significant investments in climate, and integrating equity and climate justice in everything that they do do.

***Discussion:***

Commissioner Smith thanked Amanda for her work and accomplishments in just one year and looks forward to the continued efforts. Chair Van Brocklin agreed and noted there is a lot of work to do and Amanda’s leadership has been noticed and is appreciated. He mentioned one example of major headway – automobile manufacturers. They announced that they are phasing out the combustible engine to electric/non GHG producing for many vehicles. It is an example of what is going on elsewhere and is going to effect the country and world. We look forward to partnering more broadly as initiatives are taking in the public and private sectors. OTC looks forward to Amanda’s leadership, council and partnership in making progress in areas that have been identified and those yet to be identified, it is an evolving landscape.

***Action:***

None taken.

●  
● ● ●  
***Interstate Bridge Replacement Update***  
***Agenda Item E***

The Commission received an informational update on the recent work of the Interstate Bridge Replacement team.

**Background:**

The Interstate Bridge Replacement program is working with its partners, advisory groups, and community members to update Purpose and Need and define community Vision and Values this spring. Once completed these key elements will be used screen alternative design concepts which will eventually lead to a preferred alternative. The program will have recently conducted a large community engagement effort around getting feedback from the public on Purpose and Need and Community Vision and Values. Part of this work was an online open house, a community survey, newsletters, and community briefings. This update will cover feedback we have heard from the community engagement effort, and from program partners and advisory groups.

**Presentation:**

Greg Johnson presented a [PowerPoint](#) with updates on the Interstate Bridge Program activities. Greg went over the program timeline that had originally started in 2004. Waiting for a Federal record of decision that should happen in 2024 and would allow design and construction in 2025. Ray Mabey went over changes that have happened since the program started including a focus on climate and equity. He also noted that transportation problems that were previously identified still remain and have been confirmed by partners and community engagement efforts. They are setting a foundation by determining the purpose and need and hope to have it completed by the end of spring 2021. Greg went over the current advisory groups, their purpose, and meeting frequency as well as community outreach and community conversations that are happening. They will seek to come back to the Commission toward the end of May with the finalization of purpose and need and vision and values after final comments.

**Discussion:**

Commissioner Brown thanked Ray and Greg for their presentation and they answered her biggest question, where can the public get information. She encouraged everyone to use the public website. Commission Chair Van Brocklin also encouraged public input and participation in the process.

**Action:**

None taken.

The Commission recessed for break at 10:50am and convened at 11:00am.

●  
● ● ●  
***Review of 2021-23 OTC/ODOT Strategic Action Plan Progress Report  
Agenda Item F***

Reviewed the Strategic Action Plan (SAP) Progress Report and discussed the status of activities from launch of the SAP through February, 2021.

**Background:**

ODOT has transitioned to the execution of the SAP following OTC approval in October 2020. In December 2020, the OTC received a baseline SAP Progress Report and set an expectation that ODOT provide progress updates every other OTC meeting through 2021.

The March OTC presentation, will provide:

- an update of the SAP implementation progress in achieving the SAP Outcomes;
- a review and discussion of milestones that require modification from the baseline established in December 2020—addressing anticipated changes in schedule related to equity and sustainable funding actions; and
- an overview of activities related to a featured Strategic Outcome—Reducing Congestion in the Portland Metro Region.

Staff propose over the course of the 2021-2023 SAP, that OTC discussions will feature one to two Strategic Outcomes for a deeper discussion regarding the work accomplished, anticipated issues and next steps.

**Next Steps:**

Staff will respond to OTC feedback discussed in March and provide the next SAP Progress Report in July 2021. As part of the July OTC presentation, staff will highlight progress on metric development featured in the web dashboard.

**Attachments:**

- Attachment 1- *Strategic Action Plan Progress Report – March 2021*

**Presentation:**

Cooper Brown summarized what guidance was given by the Commission in December and the frequency that they will come back with updates. Every time they come before the Commission to present updates they will highlight one item. For this month they are going over the congestion reduction work in the Portland Area that the Urban Mobility office is leading. Della Mosier helped with the presentation. Instead of having every Assistant Director speak during the progress report, they will rotate for each meeting. The Assistant Directors will be available for questions as well as the outcome leads for each effort. Cooper and Della presented a [PowerPoint](#) and gave a progress update for the SAP. Cooper went over the highlights of the [progress report](#). Della focused on the 2021 milestones to reduce congestion in the Portland Region. Cooper requested thoughts and feedback on the SAP progress report or questions for Della on congestion work. Cooper also asked for concerns, comments, or feedback on the report itself. Cooper then continued the presentation on SAP communications and to answer Vice Chair Simpson's question. They are working on a web-dashboard and will bring it back to the Commission in July.

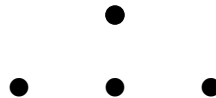
**Discussion:**

Welcomed Vice Chair Simpson to the meeting. Chair Van Brocklin congratulated the team on the implementation and progress of the Strategic Action Plan. Chair recommended a scoreboard or dashboard for the SAP progress report. A standardized format would be helpful so they know where to look. Vice Chair Simpson had a comment about the congestion management strategy in Portland; the Commission is aware and in support of what staff is doing as they stay innovative and evolving

the agency and is essential trying to address needs and concerns. He thinks it is good that we can share what's being worked on and shifts we are embracing internally, but brought the question of how we are communicating that out externally. Communication, internally and externally, is a big part of the SAP. Lindsay Baker added comments about communications and gave additional information on plans for the dashboard. It is a fundamental change and how we approach the work, it will be on a longer term horizon than what the Agency has worked on in the past. Integrated coordination is helping with the communication efforts. The next update will be in July.

***Action:***

None taken.



***Update the Commission on the cost reduction efforts underway with the ADA Program  
Agenda Item G***

Travis Brouwer gave an opening statement on financial updates and then presented a [PowerPoint](#). Topics included modal equity, funding allocations for 21-24 STIP compared to 24-27, analysis of forecasting of dedicated federal and state funding (totals to 1.28 billion over the forecasted time), highway and non-highway funding comparisons, funding vs. needs for the 24-27 STIP (not meeting 30% of needs in most categories), there's a gap of over \$500 million annually, turning to tolling to help manage congestion and fund projects, and reviewed public transportation need vs. funding chart.

***Discussion:***

Commissioner Smith asked Travis how ODOT comes to the numbers of need. Most of the slides are based on the investment strategy that the Commission approved last year. It laid out what the needs were from, the background work that ODOT has been working on for years, helped determine what the need was. The climate office used it for their analysis and Travis used it for his program level gaps, it came directly from work that the Commission has done in the past. Chair Van Brocklin noted that the investment strategy report is one of the best things we have to articulate the challenge that Travis and Commissioner Smith articulated.

Travis then introduced the ADA topic, noting that the Commission has provided a significant amount of money over the recent years. They thought it would be important to give an update on how we are being good stewards of tax payer resources and what we are doing to ensure we are completing projects in a cost effective manner. Travis introduced Karen Rowe and Steve Cooley, who gave an update on the ADA program.

**Background:**

The primary purpose of the ADA program and ODOT's participation, is to ensure that ODOT programs are accessible and that pedestrians with disabilities have an equal opportunity to use the transportation system in an accessible and safe manner.

ODOT and the Association of Oregon Centers for Independent Living, et al. (AOCIL) entered into a 15-year settlement agreement (Agreement) on November 2, 2016, to make state highways more

accessible to people with disabilities. The agreement will lead to major improvements to pedestrian accessibility along the highway system including installing missing curb ramps to connect parts of communities that have been difficult or unsafe to access because of an incomplete system and upgrade substandard existing curb ramps to improve mobility and safety along the highways for all users.

This presentation provides an ongoing update on our progress in meeting the expectations of the March 2017 ADA Accessibility settlement agreement, including program timeline, funding needs, and ongoing efforts to reduce costs and find program efficiencies. The requirements of the agreement established a total count of 27,327 curb ramps on ODOT's transportation system, of which, 25,899 of these were determined to be non-compliant. Milestone targets for the next 15 years are 7,770 ramps updated by 2022 (30%) and 19,424 ramps by 2027 (75%) and 25,899 (100%) by 2032. The program is at a critical point in replacing the almost 8,000 ramps required by next year; and is on track to meet the milestones specified in the settlement agreement.

### ***Cost Reduction Actions***

Since 2017 the ADA program has been working on meeting the requirements in the settlement agreement by setting up the program, ensuring construction compliance and developing projects to meet the 2022 milestone. ODOT is aware of the importance in reducing the overall cost of the program and recognizes the impacts to other programs. ODOT has implemented and continues to do training for ODOT and contractors in design and construction to reduce the risk of reconstruction of the ramps that don't meet compliance. About 400 ramps a year are included in projects already in the STIP and are being replaced as part of the program. ODOT has identified three main areas of focus:

Ramp Design Changes: ODOT has made major changes to design and construction practices to ensure compliance with current ADA standards, and requirements of the settlement agreement. One of the cost increases in the program has been related to an increase in additional right of way. Initially the estimate of right of way was made at approximately 15%-20% of the ramps. This estimate was based on construction of pilot projects in 2018-2019 which demonstrated constructing ramps generally in existing right of way. However the group of projects in 2020-2021 had more unique challenges at individual ramp locations in design and temporary pedestrian access, which required additional right of way. Currently, approximately 50% of the ramps require some form of additional right of way, either permanent or temporary. This results in a substantial increase in dollars and time. The main focus of this effort is to reduce the overall footprint and minimize the need for additional right of way to construct the ramp. Currently ODOT is evaluating design practices and looking for opportunities to maintain compliance, while constructing ramps within our existing right of way. ODOT is engaging with internal staff and consultant partners (ACEC) to help identify process improvements and minimize scope creep in designs. Design guidance is being developed and will be distributed and available this April for projects in 2021-2022.

Reducing Construction Costs: As we reviewed the construction costs over the last year, it was apparent the contractors are adding in significant risk to their bid prices. In December of 2020 we engaged our contractors with a survey and followed up in January 2021, with individual workshops, with a select group of contractors. The purpose of the outreach was to identify areas of improvement, efficiencies and risk to help ODOT reduce our overall construction costs. Currently



we are reviewing this data and developing an action plan for implementation of these contract changes. Many of these changes will be implemented on the majority of the 2021-2022 projects.

Contracting Efficiencies: Current efforts to meet the settlement agreement requirements of building and/or updating 7,770 curb ramps by the end of 2022 are utilizing existing STIP projects that trigger the ramp work and standalone ADA ramp projects. Some of the challenges with starting up the program were related to training and the learning curve required to produce compliant ramps with a high rate of success. This learning curve, along with a segmented funding stream have required high numbers of ramps to be constructed in 2020-2022. This compression of schedule has limited ODOT's ability to deviate from traditional contracting methods, due to the risk of production. The additional funding that was approved by the OTC last January provides funding certainty and the ability to look beyond the 2022 deadline. ODOT will be aggressively looking for opportunities to leverage existing STIP and local agency projects, starting in 2022 and 2023. The ADA program has only had opportunity to leverage a small number of local agency projects thus far, but feels there is potential for great savings to the program and will be moving forward with this strategy. ODOT is also developing the use of Design Build contracts for projects starting 2023 and will have the use of Indefinite Delivery/Indefinite Quantity (ID/IQ) contracts starting in 2022. Both of these contracting methods should help bring innovation and efficiencies to this program by allowing design engineers and contractors the ability to work more closely together to construct compliant and cost effective curb ramps. ODOT continues to provide opportunities for the use of small businesses by allowing for smaller project sizes, some of these projects are managed through our Maintenance District offices and the use of the Emerging Small Business program.

The next step will be to develop an action plan for cost reduction items in all three focus areas with an implementation schedule. Some of the items are already underway and as mentioned above will be implemented on the 2021 and 2022 projects. Additionally the ADA program is currently working with ODOT's Internal Audits Unit to evaluate the program and identify process improvement areas to enable the program to be more efficient and aid in the management of risk in the program. The ADA program will also continue collaborating with our accessibility consultant who is a national expert on ADA compliance and has been assisting ODOT in the development of the program. Lastly, ODOT is recommending engaging with the Continuous Improvement Advisory Committee (CIAC), to provide updates on program progress and cost reduction efforts.

### ***Program Funding***

In January the OTC allocated \$147 million to the ADA program, these funds will be used to complete the right of way acquisition and construction for projects in 2021-2022. These funds will also be used for the design and right of way acquisition for projects being constructed in 2023, responding to citizen inquiries, and developing a strategy to upgrade our pedestrian signals. An additional \$90 million will be recommended to be added to the ADA program at today's meeting as part of Agenda Item H. These funds will be used for the construction of the ADA projects in 2023 and the design, right of way acquisition, and construction for ADA projects in 2024. This additional funding assumes a cost reduction within the anticipated 30%-40% range and provides the remaining funding necessary to complete the ADA projects and other program requirements for the 2021-2024 STIP. The \$90 million is being proposed to come from COVID-19 relief funding (\$32,189,314) and borrowing against the Fix-It funding in the 2024-2027 STIP (\$57,810,687). The proposed 2024-2027 STIP has the ADA program budgeted for \$170 million which has been reduced by the

anticipated cost reduction of over 30%. ODOT is currently implementing cost reduction measures into existing projects and plans to incorporate additional measures developed in the action plan as they become available over the next couple of months.

**Attachments:**

- Attachment 1 – *ADA Settlement Agreement*
- Attachment 2 – *2019 ODOT Annual Report*
- Attachment 3 – *2019 Accessibility Consultant Annual Report*

***Presentation:***

Karen Rowe and Steve Cooley presented the [PowerPoint](#) about reducing costs for ADA projects. They wanted to answer the question that was asked in the discussion at the last Commission meeting which was what is ODOT doing to control costs for ADA ramps. Karen gave an overview of the settlement agreement and what has been completed thus far. Training is a key element for inspectors, contractors, and designers and is a large learning curve. Karen went over the current program challenges and reviewed the agreement milestones and ODOT is on track to meet the deadline. What is being done to help with cost reduction in design such as less ROW to do the work, construction such as adding ramps into existing projects and different contracting methods was reviewed and are hoping to see a 30-40% cost reduction. Karen went over ADA STIP funding for the 21-24 STIP and 24-27 STIP.

***Discussion:***

Commission Chair Van Brocklin asked about reconstruction costs and what we are doing to reduce those costs. Some of the rebuild cost is built into the construction cost, as the training goes better, and inspectors and contractors are educated those costs should be reduced. It is a learning curve, but numbers are going down. ODOT is also looking at when the inspection is completed and will bring it in earlier, before construction is completed. Steve Cooley also commented that we are seeing reductions in the total number of remove and replace costs. Chair Van Brocklin also asked how frequent reconstruction is happening. Steve noted that in the beginning there were a lot of replacements but after 2019, ODOT updated their designs and during the last season the total replacements has went down significantly. Commissioner Brown asked Karen about if ODOT is responsible for the entire right of way (ROW) or if it is done in partnership, referencing the photos in the PowerPoint. Karen explained that part of the ramp requirement is related to the slope percentage and amount of space needed for a wheelchair to turn around. Steve answered on if we are impacting the ROW, permanent or temporary, it is the responsibility of ODOT and has increased costs. Commissioner Smith appreciated streamlining the process and reducing costs but acknowledged it is a learning curve and had a question: When it is discovered that it isn't in compliance, how is it found out, complaints or follow-up checks? Steve answered that during construction we have staff sampling projects to ensure the work is being done completed. After construction is completed, it can be the accessibility consultant making the review or the plaintiff going out and reviewing the work. Commissioner Smith thought it would be good to have a quality check over time to check compliance and how long the work is lasting. Chair Van Brocklin agreed that follow-up would be great, even a mailing, and would be best to be proactive. Cooper Brown also commented on the points that Chair Van Brocklin brought to the table and want to make sure there's access to all of our system by all users and that we are going above and beyond the agreement requirements. Cooper also said that imperial data to provide a rough percentage of reconstruction that has been done can be

gathered and shared, but Chair Van Brocklin didn't want to look at the past and a high level of information currently works. Chair Van Brocklin also mentioned that there's time to get community outreach right. Steve Cooley then responded letting him know that there is currently a community outreach program and is it assessed annually. Karen went over her closing statements and mentioned that we are partnering with local entities to make sure ramps are being updated in those projects as well. Karen thought that a more detailed report out could be brought to CIAC and Chair agreed, with a synthesized update to the Commission.

***Action:***

None taken.

●  
● ● ●  
***COVID-19 Relief Funding Package***  
***Item H***

The Commission was requested to approve ODOT's proposal for allocating funding from the federal COVID-19 relief funding package.

**Background:**

The COVID-19 relief funding package approved by Congress in December 2020 includes \$10 billion in highway funding for relief to state DOTs and local governments who have lost revenue as a result of the pandemic and recession. Oregon will receive \$124 million in highway funding.

The package also includes an additional \$225 million for transit in Oregon, on top of the funding provided under the CARES Act earlier in 2020. ODOT will receive \$2.8 million for rural transit providers, with most funding going directly to the large urban transit providers. Additionally, \$4.8 million of the amount provided directly to Amtrak will be credited to the Oregon segment of the Cascades Corridor passenger rail service.

ODOT projects the State Highway Fund will lose \$225 million through the end of state FY 2021 and \$370 million through FY 2025 due to the pandemic and recession. This loss will largely hit the agency's operations and maintenance funding, as most project funding is provided through federal highway formula funds and bond proceeds that have not been impacted.

The federal COVID-19 relief funding for highways is available for traditional federal-aid eligible capital projects as well as maintenance, operations, and administrative expenses, including salaries of employees, information technology needs, and other purposes. The funding does not require a non-federal match. Funding is suballocated by formula to the state's three large metropolitan planning organizations, providing a total of \$16.1 million to Portland, Salem/Keizer, and Eugene/Springfield. Funding is available for obligation until September 30, 2024.

***Proposed Allocation***

Based on these principles and goals, ODOT developed the following recommended funding allocation.

**Local Government Funding: \$55,791,257**

ODOT proposes providing local governments a total of 45% of the COVID-19 relief funding in proportion to their share of the State Highway Fund revenue. This includes the following:

- \$16,110,809 suballocated by federal statute for the large metropolitan planning organizations (MPOs)—Portland Metro, Salem-Keizer, and Eugene-Springfield;
- \$38,828,628 to cities, counties, and small MPOs in general accordance with the ODOT/AOC/LOC federal fund sharing agreement. Of this amount, \$22,454,595 will go to counties; cities over 5,000 outside an MPO will receive \$8,125,036; small MPOs will receive \$6,948,997 and \$1,300,000 will be set aside for cities under 5,000 through the Small City Allotment program, which offers grants for specific projects. Local funding would be directed toward operations and maintenance costs to the maximum extent possible, with the exception of the funding for small cities.
- \$577,698 for the Port of Hood River to compensate for lost toll revenue that would have been invested in the Hood River Bridge.
- \$274,122 for the Port of Cascade Locks to compensate for lost toll revenue that would have been invested in the Bridge of the Gods.

**State Highway Operations and Maintenance (O&M): \$36,000,000**

This funding will be applied to operations and maintenance to reduce ODOT's \$200 million operational budget shortfall through 2027 and reduce the impact of reductions to operations and maintenance programs in the 2021-2023 budget.

**ADA Curb Ramps on State Highways: \$32,189,314**

This funding will cover part of the remaining \$90 million need for ADA compliant curb ramps in the 2021-2024 STIP in order to address equity and access for Oregonians with disabilities. Using COVID-19 relief funds reduces the need to borrow against Fix-It funds in the 2024-2027 STIP. The remainder of the need will be requested as part of the amendment in the 2021-2024 STIP amendment.

*Attachments:*

- Attachment 1 – *Integrated COVID-19 Relief and 21-24 STIP Funding*

***Presentation:***

Travis Brouwer gave a brief summary of the changes in the COVID-19 relief package plan. Karyn Criswell started the presentation and went over the [PowerPoint](#) on the breakdown of fund allocations. Travis continued the presentation and discussed the state highway fund forecast and that it is projected that we will lose about 7% (\$225 million) due to the pandemic and recession. That loss will be shared between ODOT, cities and counties. Within ODOT it hits the operations budget the most, where there has been a large structural budget deficit that has been exacerbated due to COVID-19. ODOT worked with AOC and LOC on how to distribute the funding using the existing federal funding share agreement percentages. The 45% to local agencies would be broken into three parts, totaling \$55.8 million. For ODOT, they are requesting \$36 million to operations & maintenance to offset the reduced revenue that is a result of COVID-19 and last summer's wildfires, usually federal dollars aren't eligible for these costs. ODOT is working through each Division's

budget plan that will include a 6% reduction in state highway fund dollars. Final recommendation is for ADA curb ramps in the amount of \$32.2 million. They will be asking for the remaining funding in the 21-24 STIP, which is the next agenda item. In developing the 21-24 STIP, part of the funds for ADA curb ramps were borrowed against fix-it funds in the 24-27 STIP which could be reduced. Even with the money from congress, it is only making up for about 55% of lost funds due to COVID-19. We will still be short about \$58 million dollars and local governments will be short as well.

***Discussion:***

Commissioner Brown asked if there would be a distribution chart to show how the money will be split up. Travis said they should be able to share it by the end of the week if the Commission approves, they didn't want to give out funding numbers that could be changed. It will be shared with cities and counties through their AOC and LOC staff. Commissioner Smith thanked the team for making changes to the original COVID-19 relief funds and trying to be fair. Chair Van Brocklin echoed Commissioner Smith's comment and that it was the right decision for this occasion.

***Action:***

Commissioner Smith moved and Commissioner Brown seconded to approve the allocation of COVID-19 relief funds as presented totaling \$124 million. Commission members Vice Chair Simpson, Brown, Smith, and Chair Van Brocklin unanimously approved the motion.

The Commission recessed for lunch at 12:10pm and convened at 12:40pm.

●  
● ● ●  
***2021-2024 Statewide Transportation Improvement Program Update  
Item I***

The Commission was requested to approve updated funding in the 2021-2024 Statewide Transportation Improvement Program (STIP).

**Background:**

In December 2017, the Commission approved the funding allocation for the 2021-2024 STIP. When the Commission took this action, the scheduled expiration of the FAST Act on September 30, 2020 - the day before the new STIP began - created significant funding uncertainty for federal funding levels in the STIP. As a result, the Commission's funding allocation assumed a reduction of about 10 percent in federal highway formula funding available to ODOT for 2021 through 2024. This assumption mirrors experience of reduced funding after the surface transportation act's expiration in 2009. This approach is also a prudent risk mitigation strategy to avoid the pain of cutting projects.

During the STIP funding allocation process in 2017, ODOT worked with the Commission on a plan to obligate federal funding that came in over and above the assumed level. The Commission provided initial direction to ODOT to set aside the first \$40 million in additional federal funding for a Strategic Investments Program that would allow the Commission to target funding to high priority

needs on the state highway system. The Commission also directed that any additional federal funding available after funding this Strategic Investments Program would go to Fix-It projects.

Congress recently passed a one-year extension of the FAST Act through federal fiscal year 2021 and provided additional funding for the Highway Trust Fund to ensure solvency for that period. This extension provided funding at a level below what Oregon received for FY 2020 but approximately \$20 million above the level assumed in the STIP. However, this action still leaves ODOT with significant uncertainty about federal funding levels in 2022 through 2024, particularly given that the Highway Trust Fund will exhaust its balances again in about a year.

ODOT's October 2020 revenue forecast also provides a clearer picture of State Highway Fund dollars available to the 2021-2024 STIP. While COVID-19 and the recession have significantly reduced overall State Highway Fund resources, debt service over the next several years for repaying HB 2017 project bonds came in well below initial estimates developed in 2017, providing some additional resources for the STIP.

### ***Additional Available Funding***

Given all of this, ODOT proposes the following updates to funding levels built into the 2021-2024 STIP.

- Assume that current federal funding continues at the federal FY 2021 level through 2024. This will provide approximately \$80 million in additional federal funding to allocate over the four years of the STIP.
- Given consistently high levels of annual federal highway redistribution funding that has come in over and above ODOT's assumptions, build an additional \$20 million in annual redistribution funding into the STIP. This will allow ODOT to address critical needs now in a more comprehensive and strategic manner rather than programming funds each year with limited lead time. Over the four years of the STIP, this will provide an additional \$80 million in funding to allocate.
- Add \$7 million in special one-time federal highway funding that Congress appropriated in FY 2021 above the authorized FAST Act funding level.
- Add \$47 million in HB 2017 funds to the STIP to reflect lower debt service costs than estimated in 2017.

All told, these changes lead to \$214 million in additional funding to program in the 2021-2024 STIP. Of this additional available funding, the Commission approved \$147 million in January for ADA ramps, leaving \$67 million in additional available resources to allocate in March.

Taking this action would amount to fully allocating all reasonably anticipated federal funds for the next four years. This would leave no unallocated resources to meet any additional needs; the primary means of meeting additional needs would be through canceling or delaying projects and reallocating funds. Canceling or delaying projects might be necessary if federal funding falls below current levels, which remains a risk.

***Critical Needs***

ODOT has identified the following critical needs to be addressed during the course of this STIP. All of these projects are required based on direction from the Legislature, Governor, or a legal requirement, or are critical to wildfire recovery or implementation of the Strategic Action Plan.

<b>Project/Program</b>	<b>Description</b>	<b>Amount</b>
Tolling Development and Implementation	Fund NEPA and system development through 2022	\$60,000,000
Interstate Bridge Replacement Program	Fund program development through 2024	\$30,000,000
ADA 2023-2024 Projects	Construct ADA projects through remainder of 2021-2024 STIP	\$57,810,687
OR 99 Coleman Creek – Glenwood	Add shoulders/bike lanes, safe crossings, transit stops, and sidewalks for a mile along OR99	\$8,000,000
I-5 Boone Bridge	Fund portion of project development through 2023	\$3,700,000
Multimodal Corridor Network	Funds SAP multimodal network definition and funding prioritization work through 2023	\$650,000
<b>Total</b>		<b>\$160,160,687</b>

As noted above, in January the OTC allocated \$147 million to ADA curb ramps for projects in 2021-2022. In addition, ODOT proposes to program \$32,189,314 for ADA ramps from COVID-19 relief funding. The amount listed above for ADA is the additional amount needed for projects in 2023-2024 beyond the amount already allocated in January and proposed from the COVID-19 relief funding.

The critical needs listed above exceed the additional available resources by \$93,160,687. In order to balance the STIP, ODOT proposes borrowing against Fix-It funding in the 2024-2027 STIP. To mitigate this impact, ODOT proposes that any additional federal funding that comes in over and above the projected level during the 2021-2024 STIP go first to reducing this shortfall to reduce the amount borrowed from the Fix-It program in the 2024-2027 STIP. As any additional unallocated funding comes in, ODOT would automatically reduce the amount borrowed from the STIP in 2024-2027 and increase the amount available for Fix-It projects.

***Tolling Development and Implementation: \$60,000,000***

With direction from the Legislature in HB 2017, ODOT is developing plans for congestion priced tolling on I-5 and I-205 to pay for congestion relief projects and help manage demand. Ongoing tolling development and implementation—including NEPA and developing tolling systems—requires additional funding. An infusion of \$60 million should cover program costs through 2022, though additional funds may be necessary depending on the scope and pace of tolling implementation. Additional funds will be needed to implement tolling; ODOT plans to secure these resources by borrowing against future toll revenues.

***Interstate Bridge Replacement Program: \$30,000,000***

The Interstate 5 Bridge over the Columbia River is a major bottleneck for all modes of transportation traveling across the river, as well as a significant seismic vulnerability. As directed by Governor Kate Brown and Governor Jay Inslee, ODOT and the Washington State Department of Transportation (WSDOT) have re-established replacing the bridge as a priority. The two states have hired a program administrator, developed a collaboration process with local partner agencies and selected a general engineering consultant. The Washington Legislature has dedicated \$35 million to the project, and the Commission has dedicated \$15 million in Oregon funding to date. ODOT will need to contribute an additional \$30 million through this STIP cycle, which should get the project close to completing program development work.

***ADA Curb Ramps: \$57,810,687***

ODOT reached a settlement agreement with the Association of Centers for Independent Living in March of 2017 in which ODOT agreed to change practices related to compliance with the Americans with Disabilities Act (ADA). ODOT needs to provide funding to build a substantial number of curb ramps over a fifteen year duration, with three milestone requirements. With all of the current ADA Program funds allocated, additional funding is required through 2024 to continue curb ramp construction projects, scope pedestrian activated signals, and support various program-related activities to meet the settlement agreement. While ODOT estimates the additional funds for projects in 2023 through 2024 will cost more than the amount requested, the agency is implementing measures to reduce these costs, which has been applied to the request. If these savings cannot be achieved, additional funding may be necessary.

***OR99: Coleman Creek – Glenwood: \$8,000,000***

This project is north of Phoenix in unincorporated Jackson County on OR99, central to the area that experienced massive destruction from the Almeda fire in September 2020. The project was under design approximately two years ago when it was cancelled due to insufficient funding to take it to construction. The project will upgrade OR99 from the north terminus of Coleman Creek culvert to Glenwood Road by widening for sidewalks and bike lanes, building three improved pedestrian crossings, and rebuilding six bus stops. Region 3 has allocated \$2.5 million to the project, and Safe Routes to School (SRTS) Infrastructure and Sidewalk Improvement Program funds have already brought \$2.67 million to the corridor. Rogue Valley Transportation District is a strong partner and has applied for \$1 million of Statewide Transportation Improvement Funds (STIF) Discretionary grant funds to support bus stops and sidewalk infill, and an additional SRTS Rapid Response grant is likely to bring an additional \$833,000 to the table. Including this STIP amendment, the total funding currently allocated to the project is \$13,170,000. STIF and SRTS funding currently being requested would bring the total cost to \$15 million; if this STIF and SRTS funding is not secured, the project's scope will be reduced. The project is in design now and expected to go to bid in 2023.

***I-5 Boone Bridge: \$3,700,000***

The Interstate 5 Boone Bridge over the Willamette River is a crucial link on one of Oregon's critical seismic lifeline routes that connects the Portland metro area to the Mid-Willamette Valley and areas to the south. The Boone Bridge, which is over 60 years old and has been widened and modified over time, will require replacement to withstand a Cascadia Subduction Zone quake and enable I-5 to continue to serve as a primary West Coast route for passenger and freight movement. As directed by House Bill 5050, ODOT completed a study of the best approach to widen and accomplish seismic



resiliency of the bridge. In winter 2020 ODOT delivered a report and recommendation to the State Legislature recommending bridge replacement and operational and safety improvements on I-5. To advance the planning and design of this project ODOT will need to contribute \$3.7 million through this STIP cycle, which should get the project close to completing program development and NEPA work.

***Multimodal Corridor Network: \$650,000***

The identified Strategic Action Plan outcome of improved access to active and public transportation requires implementing actions to be carried out during the 2021-23 biennium. These actions include developing a baseline understanding of funding currently dedicated to walking, biking and transit; developing and implementing a funding prioritization process of existing pedestrian, bike and transit investments to improve access for marginalized communities; and defining a priority multimodal network to enable more strategic and equitable selection of future projects and programs. Both consultant and project management resources at an estimated cost of \$650,000 are needed to move these actions forward while continuing core division work to fund active and public transportation services and provide technical assistance to external agencies implementing and delivering projects.

*Attachments:*

- Attachment 1 – *Integrated COVID-19 Relief and 21-24 STIP Funding*

***Presentation:***

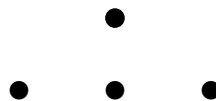
Travis Brouwer introduced the [PowerPoint](#) on the 2021-2024 STIP amendment request. Cooper Brown reviewed the six proposed items that are being brought forward. The proposed investments are \$60 million for Tolling Development and Implementation, \$30 million Interstate Bridge Replacement Program (Washington has contributed \$35 million) to get the program through completion of program development, \$57.8 million for ADA Curb Ramps, \$8 million for OR 99 in Phoenix, \$3.7 million for I-5 Boone Bridge and \$650,000 for Multimodal Corridor Network.

***Discussion:***

No questions were asked by the Commission. Chair Van Brocklin noted that these areas will be money well spent.

***Action:***

Commission Vice Chair Simpson moved and Commissioner Brown seconded to approve the proposed 21-24 STIP update in the presentation. Commission members Smith, Brown, Vice Chair Simpson, and Chair Van Brocklin unanimously approved the motion.



***2024-2027 Statewide Transportation Improvement Program Program-Level Funding Allocations  
Agenda Item J***

The Commission reviewed ODOT’s proposal for the 2024-2027 STIP.

**Background:**

Over the last several months, ODOT has worked with the Commission on the allocation of funding for the 2024-2027 STIP. In December, the OTC allocated funding among broad categories as shown below.

<b>Category</b>	<b>Amount</b>
Fix-it*	\$800,000,000
Enhance Highway	\$175,000,000
Safety	\$147,000,000
Public & Active Transportation	\$255,000,000
Local Program	\$404,500,000
ADA Curb Ramps	\$170,000,000
Other Functions	\$161,410,568
<b>Total</b>	<b>\$2,112,910,568</b>

\*After factoring in borrowing \$120 million to cover ADA projects in 2021-2024 STIP.

**Enhance Highway Discretionary Program**

The Enhance Highway funding included \$110 million for projects named by the Legislature in HB 2017 with the remaining \$65 million available for an Enhance Highway discretionary program. Because no funding is available in other categories to specifically address congestion and freight mobility needs on state highways, ODOT recommends that this limited funding focus on filling this gap in order to address road limitations that can impact ODOT's economy.

Based on feedback from the Commission in January, ODOT has developed a proposal for how to allocate this funding. As described in the attached document, ODOT would use a competitive statewide process to fund projects including auxiliary lanes, truck climbing lanes, passing lanes, freight improvements, interchange improvements, intelligent transportation systems and other technology improvements, among others.

ODOT would factor in project benefits in terms of safety, equity, climate, and multimodal accessibility to ensure alignment with priorities in the Strategic Action Plan. ODOT would engage Area Commissions on Transportation on priority projects and ask ACTs for feedback on a proposed project list before bringing the final list before the Commission. ODOT recommends funding the best projects across the state while setting aside a minimum of 30% for projects in rural areas outside metropolitan planning organization boundaries and also setting a goal of distributing projects across the state.

ODOT is seeking Commission input and feedback on the general direction of the Enhance Program strategy as shown in the attachment. ODOT will share the final program details with the Commission before launching the project solicitation. The final project selection will be part of the 24-27 STIP that is approved by the Commission.

**Attachments:**

- Attachment 1 – *Enhance Highway Discretionary Program*

**Presentation:**

Travis Brouwer started the conversation with a summary of what was discussed previously with the Commission. Karen Rowe presented the [PowerPoint](#) to go over the Enhance Highway Program

proposal. The project types are at a conceptual level because it takes about two years to identify projects. In addition to geographical balance, they need to check with their MPOs and ACTs, it is currently a framework and will create the process once the Commission agrees with the proposal.

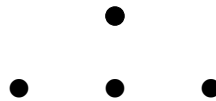
***Discussion:***

Vice Chair Simpson asked Karen to explain truck parking for the public. Karen then answered the question mentioning it could be part of ITS. Truck parking is meant to be near the interstate for when we close the interstate due to storms or accidents. Travis Brouwer added that with new hours service regulations there is need for truckers to have places to park when they've reached the end of their day. Currently when there's no places for them to park they park along side of the freeway which isn't always safe for the public. They are currently working with Western States on partnering with information systems, such as phone applications, in hopes to share those locations electronically with truck drivers.

Chair Van Brocklin agreed with the splits and it seems to be thought through. There was no objections to this approach. The final program guidance will be shared with the Commission before it goes out.

***Action:***

None taken.



***Refocus of Area Commissions on Transportation (ACTs) and discussion with ACT Members  
Agenda Item K***

The Commission reviewed the updated refocusing of the Area Commissions on Transportation activities in support of the Commission and ODOT and was asked for feedback.

**Background:**

The Commission heard a presentation on ACT engagement and were provided a report at their December meeting summarizing both the current role of the ACTs, as well as some initial recommendations on how to move forward (Attachment 1). The Commission directed staff to meet with each of the ACTs to share these draft recommendations and get ACT feedback.

Jerri Bohard, former Division Administrator for Policy, Data and Analysis, provided a presentation to the majority of the ACTs in collaboration with region staff who represent the agency and provide support with each ACT. All ACT members were provided the report given to the Commission as well as the Strategic Action Plan overview materials. While the conversations with the ACTs varied, they were framed around three key areas: (1) diversity of membership on the ACTs and what might need to change to meet the needs of their area from an Equity standpoint; (2) what areas of the Strategic Action Plan did they believe most benefitted from ACT engagement, and (3) how can Commission/ACT communications be improved. The following is a list of the key themes heard during those discussions, though generalized and not specific to any one ACT.

A. Equity

- a. Most ACT members believe they have a good understanding of the diversity/demographics of communities, and those that see a need to augment their membership are not sure how. They want a clear and relatable definition of equity;
- b. Many ACT members also identified specific membership areas such as freight, the elderly, and the disabled;
- c. They recognize Equity is a challenge, as an area can go from urban to agriculture and everything in between. This includes for any given ACT, perspectives of both social and economic equity;
- d. They expressed concerns over the ability to ensure newly invited individual members would have enough incentive or capacity to continue attending meetings; and
- e. Many see the work of completing *Area Strategies* as a way to address Equity needs – such as addressing needs to make the system accessible to all.

#### B. Agency Initiatives

- a. ACT members recognized that one of the key roles of their efforts was the importance of collaboration, not only among ACT members, but agency (region) representatives. This includes local initiatives, transportation projects undertaken by the region, and any other transportation related or operational initiatives or efforts that benefitted from a discussion and awareness at the ACT table;
- b. They do believe that many of the initiatives in the SAP could benefit from ACT input and participation, including any efforts that had a statewide impact;
- c. They expressed that awareness of any and all funding programs that support transportation would be important for the ACTs to understand;
- d. They are interested in having a better understanding of needs across the system, the impact of those needs, and how they differ, whether within parts of the ACT, across ACTs, or across the state.
- e. They wish to continue to engage in STIP development, throughout the process, and to gain a better understanding of final directions envisioned, and opportunities for coordination and collaboration; and
- f. They wish to continue or expand on weighing in on all transportation programs, plan updates, and major/mega projects (e.g., Rose Quarter, I-5 Bridge Replacement) around the state, for all modes of transportation, supported by the OTC and ODOT.

#### C. Communication

- a. ACT members are recognizing the benefits of technology and how it could help with engagement, not only with the public they represent, and membership, but sharing of information on efforts that the agency is engaging in; as well as a way that they hope the OTC or OTC members could engage on a more regular basis with the ACTs and ACT members.
- b. They would like to see regularly scheduled engagement with the OTC or Agency leadership; and would like to see a regular statewide gathering of ACT Chairs;
- c. They suggest that more ACT members should be represented in statewide committees and task forces; and
- d. They are interested in seeing a clear and consistent feedback loop established as decisions are made or being considered, helping them to understand the impact of their recommendations.

**Next Steps and Recommendations:**

Based on this ACT input, see Attachment 2 for revised recommendations. Pending OTC direction, the agency anticipates bringing back a finalized work plan in May.

**Attachments:**

- Attachment 1 – *ODOT's ACT Reset Recommendations Report (from December 01, 2020 meeting)*
- Attachment 2 – *ODOT's ACT Refocus Recommendations*

**Presentation:**

Cooper Brown gave a brief summary of what had been discussed with the Commission previously and that they want concurrence from the Commission that they are moving in the right direction. Jerri Bohard presented the [PowerPoint](#) with the ACT refocus discussions. Equity, ACT engagement, and communication were themes that Jerri heard. They recognized they need younger members on the ACT. There is a lot of interest in statewide initiatives. There was a lot of discussion on the benefit of technology to help with communications and want to see regular communication from the Director's office. They want a better understanding of why decisions are made by having feedback and including ACT members on advisory committees. Recommendations are ACT engagement Areas, Coordination and Communication with the ACTs, and Internal ODOT Improvements. They want to engage in equity, SAP, STIP, and area strategies. Coordination and Communication include: Commission liaison, annual virtual meeting, biannual in-person meeting, statewide gathering of ACT chairs, and collaboration of Region staff. They see a lot of value in meeting with their peers. Gary Farnsworth continued the conversation and noted his involvement with ACTs when he was an area manager and there was no hesitation to tie the area managers to the area commissions because the relationships that occur and the importance of it. It is being reinforced as a recommendation because he believes we can expand how we connect with the region and areas managers to other key people in the agency. Jerri continued the presentation. They are recommending a statewide coordinator to bring everything together. There would be beneficial for a communications liaison with a calendar of when the meetings are. Jerry believes there's a need to go back to the public and remind them about the ACTs since they've been around since 1995. Lindsay Baker is supportive of going back to the public and sharing information about the ACTs. Gary also added that, as a previous ACT member, he sees the benefit of keeping things organized by having a coordinator by helping keep things enforced and on track.

**Discussion:**

They will review feedback from the Commission and bring back a work plan as a consent item at the May OTC meeting. Chair Van Brocklin confirmed that ODOT is looking for feedback from the Commission at this time. He sees the ACTs as being very valuable in a critical communications mechanism. Communication has a local government overlay to it that you can see across the state. The pandemic and natural disasters have not been good for this program or communication broadly, due to reduced in-person communication. He believes we need to connect partners across the state; it is about getting information out, how we see the world today, and moving forward with the changing environment. Chair Van Brocklin wants to make sure it is useful to the people we are asking to be involved, since they are volunteers. It should be mutually beneficial and embrace where we are going while moving the agenda forward. Commissioner Brown believed the recommendations that are being made is what is being heard on the ground. To be successful as a state, even earmarking,

their needs to buy-in with the ACTs across the state. If the constituents understand how it impacts them and they can see the big picture, you will see embracement and letters of support. She mentioned that she told the ACTs the importance of prioritizing a list of shovel ready projects; with that we could move competitively in a grant situation across the state, not just the Portland area. Commissioner Brown agreed with the need to have a coordinator, but does not have the capacity to do it, but can attend the meetings and participate. Chair Van Brocklin agreed with Commissioner Brown's statement about buy-in. He noted that prioritizations will probably shift, but it would be great to have a list and know what is important to the different ACTs. Commissioner Smith thanked Jerri for lending her expertise and Gary for helping with the efforts because of his long history with the ACTs. She agreed with the approach/plan and agreed that communication is integral to making this work. We have learned that we can communicate in-person and reach more people with no travel time. She believes that it is critical that someone at the agency executive level oversees this project so that it doesn't get lost and it needs to have an agency level of importance as well as a high level of importance at the Commission. The Commission needs to commit to the ACT chairs and ACTs because they are volunteers and we need them to understand their importance. Vice Chair Simpson agreed with Commissioner Smith's point of keeping OTC engaged with the ACTs and Jerri's work with the ACTs. He knows the importance of going on the "road show" and seeing the ACTs and being face to face. Interactions will still be important and it needs to be continued, not just using technological devices, once it is safe to do so. Chair Van Brocklin echoed everyone's comments about Jerri's work with the ACTs and noted the importance of having the Commission meetings across the state and the valuable connections that are built with having the meetings in person. The Commission needs to make sure that the same message is being said across the state and that they are cohesive. He thinks it is really important to understand the regionalization, localization, and statewide priorities while keeping a common approach. There are a lot of changes happening within the agency, state, and world and he is excited to see what this looks like and working on it together. Cooper appreciated the feedback, it is very helpful. He proposed that they come back in May with tangible actions based off of the comments. He is thinking about ACTs in a broader way than initially, there is a real benefit to have connections at a staff level and between the ACTs. Cooper also noted, to Commissioner Brown's point, the importance of keeping the ACTs across the state connected and aware of priorities. He noted that it has become evident that there needs to be structure to make sure everything gets done, but not just by one person within ODOT. Jerri agreed that the Commissioner's comments align with what the ACTs are saying and that it will be fun to work on this during its next stage. Gary agreed that this process is mutually beneficial and it is important for us to communicate well, that communication is multi-way, and continuing to build trust is the foundation.

***Action:***

None taken.

●  
● ● ●  
***Continuous Improvement Advisory Committee (CIAC) Update  
Agenda Item L***

The Commission was asked to review and approve revisions to the CIAC Charter and membership list and provide recommendations on how to leverage the CIAC moving forward post Oregon Department of Transportation (ODOT) Strategic Action Plan (SAP) adoption.

**Background:**

Created by the Oregon Legislature as part of Keep Oregon Moving (HB 2017), the CIAC advises the Oregon Transportation Commission on ways to improve ODOT. CIAC recommendations inform required Commission reporting to the Oregon Legislature. The committee was established in March of 2018 and the OTC approved the group's original charter.

CIAC members serve two-year terms and are eligible for two consecutive terms. Term renewal was due March 2020 and postponed to March 2021 due to COVID-19.

In order to focus on ODOT's SAP priority and goals for social equity, climate, and funding, it is recommended that the CIAC change its membership to increase its expertise in these areas and fill vacant positions. (Attachment 1). These committee focal areas will be in addition to the charges put forth in HB 2017, namely helping develop agency Key Performance Measures, reviewing projects of greater than \$50 million dollars, and assisting the agency to make operational efficiencies. Based on these focal areas, staff have developed a draft 2021 CIAC agenda (Attachment 2).

**Next Steps:**

Upon OTC approval of proposed member changes, ODOT CIAC staff will schedule meetings and CIAC members will revise the committee's work plan, which will be brought back to the OTC for approval.

**Attachments:**

- Attachment 1 – *Proposed CIAC Members*
- Attachment 2 – *CIAC Draft 2021 Meeting Calendar*

**Presentation:**

Cooper Brown presented the [PowerPoint](#) on the CIAC updates. We are at a moment of changes to our organization and with the development of the Strategic Action Plan, the Agency needs to look at how CIAC is used, which was established from HB2017. Commissioner Smith is the Chair of the committee. They want the committee to have a great impact with the Commission and the Agency. Cooper went over the history of CIAC and the proposed focus areas. While following HB2017, they want to be a resource for ODOT and the Commission with the aggressive goals of the SAP. They proposed to shrink core membership and instead bring subject matter experts as needed. They also want to increase the meeting frequency to monthly with a narrowed focus. Commissioner Smith added that there were conversations with external CIAC members and incorporated their feedback to the restructure of more frequent meetings. They are trying to build on the work that was done earlier and accomplish the tasks from HB2017. Not all members are continuing, but they have been asked to be subject matter experts that they can call on when needed.

**Discussion:**

Commissioner Smith noted that earlier in the meeting it was suggested that CIAC have ADA on the agenda, but at this time they have a lot of items to review and will look to adding it to the agenda in

2022 or 2023. Chair Van Brocklin thanked Cooper and Commissioner Smith on all of their work and evolving the advisory group as things change. There were no comments on the timeline changes. Cooper summarized the membership changes. Chair Van Brocklin thanked the members for their work as they cycle off and he believes the proposed new members are great choices and he supports the slate. Vice Chair Simpson also supports the slate. Commissioner Brown thanked Commissioner Smith for her work on the committee. Chair Van Brocklin added that the work plan for CIAC will be coordinated with the OTC's schedule and topics. Commissioner Smith thanked Cooper for his hard work and great ideas that added to the conversation. Chair Van Brocklin thanked Cooper and Commissioner Smith for their hard work

***Action:***

Commission Vice Chair Simpson moved and Commissioner Brown seconded to approved the new CIAC roster, to take effect immediately. Commission members Vice Chair Simpson, Brown, Smith and Chair Van Brocklin unanimously approved the motion.

The Commission recessed for break at 2:05pm and convened at 2:15pm.

●  
● ● ●  
***Delegation Order***  
***Agenda Item M***

The Commission was requested to approve the revised delegation order to add new delegations of authority from the OTC to the Oregon Department of Transportation (ODOT) that better align with OTC expectations of roles and responsibilities.

**Background:**

At the May 2020 OTC meeting, Commissioners made clear their desire to review the roles and responsibilities of both the Commission and the department to ensure that the Commission has the ability to provide strategic vision and direction to the department and not be bogged down in programmatic decisions more appropriate for ODOT leaders and staff.

Since May, ODOT staff have identified additional delegations that reduce redundancy and align with this Commission direction of placing programmatic and project management decisions with the department. The agency proposes two additions to the existing delegation order (Attachment 1, proposed delegations bolded), as described below.

ODOT anticipates bringing back additional recommended delegations for Commission consideration on a somewhat regular cycle, as they come to light through the agency's many ongoing work efforts.

**Recommended Delegations:**

**State Highway All-Terrain Vehicle Accessibility**

In 2017, the Oregon Legislature passed Senate Bill 344, creating a process to designate sections of state highway to be open to ATV use. The process involves Oregon Parks and Recreation Department (OPRD) and Oregon Department of Transportation (ODOT) working with the ATV



Highway Access Advisory Committee to receive applications for sections of highway, review the proposal, and make a recommendation to Oregon Transportation Commission (OTC). Currently, the OTC makes the final decision to designate a section of state highway as open to ATV use. This delegation would allow the ODOT Director (or his delegate) to approve designation of these portions of state highway for ATV use, consistent with the remainder of the process described above.

State Agency Coordination and Approval of Land-Use Compatibility

OAR 731-015-0075(7), commonly referred to as the State Agency Coordination or SAC rule, requires that the OTC or its designee adopt findings of compatibility with the acknowledged comprehensive plans of affected cities and counties when it grants design approval for a project. The rule requires that the Department obtain all other land use approvals and planning permits prior to construction in addition to requiring that notice of the decision be mailed out to all interested parties.

The Department proposes that the OTC delegate adoption of findings of compatibility with acknowledged comprehensive plans of affected cities and counties to the Director, as described in OAR 731-015-0075(7), when the project is consistent with a previous OTC-adopted facility plan.

Per OAR 731-015-0065, which defines the process for approving facility plans, ODOT must involve stakeholders and work with affected local jurisdictions to ensure any facility plan is consistent with both statewide planning goals and applicable acknowledged local comprehensive plans. If conflicts are identified, the department must meet with the local jurisdiction to resolve the conflicts during the facility planning process through options provided in the administrative rule. As part of facility plan adoption, the department evaluates, writes and presents findings of compatibility with both statewide planning goals and local comprehensive plans. These include descriptions of all conflicts that were identified through the process and how they were resolved. Per rule, these facility plans must be reviewed and adopted by the OTC.

Since the OTC will have provided findings of compatibility on any project with an approved facility plan, it is redundant for the Commission to again provide findings of compatibility as part of the State Agency Coordination process. As such, the department recommends the Director be delegated the authority to ensure all SAC requirements are met. Projects with findings that cannot demonstrate prior compliance with an OTC-adopted facility plan would still come to the OTC for review in order to ensure all SAC agreement requirements are met.

Attachments:

Attachment 1 – *Delegation Policy*

**Presentation:**

Cooper Brown gave a brief summary of delegations that were made in May of 2020. They believe that the new delegation requests reduce redundancy and align with the Commission's direction to place programmatic and project management decisions with the department. The agency proposed two delegation changes. Cooper noted that they anticipate bringing back additional delegation recommendations for Commission consideration on a somewhat regular cycle, but will bundle them so that they aren't brought to every meeting. The two proposed delegations are all-terrain vehicle designations and land-use compliance. Cooper went over in 2017 SB344 was passed that designated parts of the State's highway to be designated for ATV use. Cooper went over the process and noted

that OTC currently makes final determination but believes it makes sense for this approval to be delegated to the Director. Cooper went over the land-use compliance OAR731-015-0075, commonly known as SAC rule. The department proposed that the OTC delegate adoption of finding the compatibility with acknowledged comprehensive plans of affected cities and counties to the Director of ODOT as described in the OAR. When the project is consistent with a previous OTC facility plan, the process for approving them involved ODOT turning to stakeholders and working with affected local jurisdictions to ensure any/all facility plans are consistent with statewide planning goals and applicable local comprehensive plans. If conflicts are identified the agency must meet with local jurisdictions to resolve the conflict during the facility planning process through processes outlined in the OAR. Since the OTC will have provided finding of compatibility with projects that have an approved facility plan, the agency finds it redundant for the Commission to provide findings of compatibility again as part of the SAC process. The department recommends that the Director be delegated authority to ensure all SAC requirements are met. Projects with findings that cannot demonstrate prior compliance with OTC adoption facility plan would still come to the Commission for review to ensure all SAC requirements are met.

***Discussion:***

Commission Chair Van Brocklin wanted additional information and asked if there's a centralized place that this occurs within the Agency, what is their experience level, and is their capacity to involve a guest from the DOJ so that the findings are good from a legal perspective? Cooper answered that the project teams typically do the work but the legal counterparts are involved to ensure there is compliance. There's a comprehensive internal process to ensure all requirements are met and include DOJ to make sure the agency is in accordance with the law. DOJ was involved in the proposal.

***Action:***

Commissioner Smith moved and Commissioner Brown seconded the motion to adopt the two delegation order changes. Commission members Smith, Brown, Vice Chair Simpson and Chair Van Brocklin unanimously approved the motion.

●  
● ● ●  
***Consent Items***  
***Agenda Item N***

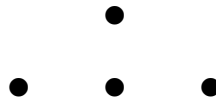
1. Approve the minutes of the January 21, 2021 Commission meeting.
2. Confirm the next two Commission meetings:
  - Thursday, May 13 virtual Commission meeting.
  - Thursday, July 15 virtual Commission meeting.
3. Approve the following Oregon Administrative Rules:
  - a. Adoption of 734-060-0110, 734-060-0120 and the amendment of 734-059-0015, 734-059-0100, 734-059-0200, 734-059-0220, 734-060-0000, 734-060-0105, 734-060-0175, 734-060-0180 relating to the Outdoor Advertising Sign Program. Attachment; rule text

changed after notice was filed.

- b. Temporary adoption of 735-018-0170 and amendment of 735-062-0060, 735-062-0125 relating to online driver license, driver permit and identification card renewals.
  - c. Temporary amendment of 735-046-0010, 735-046-0030 relating to surrender of custom registration plates.
  - d. [Amendment](#) of 734-082-0040 relating to the extension of allowed load length for motor carriers.
  - e. [Amendment](#) of 740-015-0040 relating to online PIN numbers for Oregon Trucking Online.
  - f. [Amendment](#) of 740-100-0010, 740-100-0065, 740-100-0070, 740-100-0080, 740-100-0085, 740-100-0090, 740-100-0100, 740-110-0010 relating to the annual readoption of Federal Motor Carrier Safety Regulations.
4. Approve the summary of financial charges incurred by the Director for the fiscal year ended June 30, 2020.
  5. Accept the ODOT internal audit report 21-01 on the architectural and engineering (A&E) procurement process.
  6. Accept the ODOT internal audit management letter 21-01 on the change in composition of ODOT's liquidated debt between fiscal years 2019 and 2020.
  7. Approve the 2020 Oregon Transportation Safety Performance Plan – Annual Evaluation.
  8. Request approval to amend the 2021-2024 Statewide Transportation Improvement Program to add a new project, Interstate 84: Cascade Locks-Pendleton and Interstate 82 sign upgrades. The project is in Hood, Wasco, Sherman, Gilliam, Morrow, and Umatilla Counties and is being administered by Region 5. The total estimated cost for this project is \$9,500,000.

***Action:***

Commissioner Brown moved and Commission Vice Chair Simpson seconded to approve, en bloc, consent items 1-8 as listed. Commission members Brown, Smith, Vice Chair Simpson, and Chair Van Brocklin unanimously approved the motion.



Chair Van Brocklin adjourned the meeting at 2:40 p.m.

**Attachment 3**  
**Staff Report for Resolution 21-5217**  
**2021-2024 MTIP Amendment for the I-5 Interstate Bridge Replacement project and Investment Priority Policies**

This attachment is a summary assessment of proposed amendment to the 2021-2024 MTIP to add a Preliminary Engineering phase of the Interstate Bridge Replacement (IBR) project. It is provided to inform the amendment decision process regarding consistency with investment priority policies.

**Policies on Priority Transportation Investments**

State and regional policies provide direction on prioritizing investments and when to consider adding motor-vehicle capacity to the transportation system. Oregon Highway Plan (OHP) Policy 1G and Action 1G.1 direct the Oregon Department of Transportation (ODOT) to maintain highway performance and improve safety by improving system efficiency and management before adding capacity. The 2018 RTP Policy 18 states that prior to adding new throughway capacity beyond the planned system of through lanes, demonstrate that system and demand management strategies, including access management, transit and freight priority and congestion pricing, transit service and multimodal connectivity improvements cannot adequately address throughway deficiencies and bottlenecks. Additionally, pages 3-71 and 3-72 of the 2018 RTP regarding the Congestion Management Process state that the RTP calls for implementing system and demand management strategies and other strategies prior to building new motor vehicle capacity, consistent with the Federal Congestion Management Process (CMP), Oregon Transportation Plan policies (including Oregon Highway Plan Policy 1G) and Section 3.08.220 of the Regional Transportation Functional Plan (RTFP).

Consistency with these state and regional policies in prioritizing investments, as provided by project staff, is summarized below.

Interstate Bridge Replacement Project and Regional Policy Consistency

The Columbia River Crossing (CRC) is the predecessor project to the Interstate Bridge Replacement (IBR) project. Regional leaders identified the need to address the Interstate 5 (I-5) corridor, including the Interstate Bridge, through previous bi-state, long-range planning studies. The CRC had been identified and documented as the transportation solution to address a number of transportation needs on the Interstate 5. The intent of the CRC project was to improve safety, reduce congestion, and increase mobility of motorists, freight traffic, transit riders, bicyclists, and pedestrians. The project did not move forward, however, because the CRC project did not secure adequate state funding to advance to construction and was discontinued in 2014.

In 2019 the bi-state legislative committee requested the Oregon Department of Transportation (ODOT) and the Washington State Department of Transportation (WSDOT) re-initiate the Columbia River Crossing (CRC). The rationale for re-initiating the project is because none of the previously identified needs for the project had been addressed. But the re-initiated project recognizes the landscape has changed and is proposing to refine the design as needed to reflect community priorities and meet community needs.

While the project scope is not fully defined at this stage of project planning, the Interstate Bridge Replacement project has documented consistency with the state and regional policy by focusing the revived project scope on the first three steps of the Oregon Highway Plan (OHP) Action 1G.1. These three steps are:

1. Protect the existing system. The highest priority is to preserve the functionality of the existing highway system by means such as access management, local comprehensive plans, transportation demand management, improved traffic operations, and alternative modes of transportation.
2. Improve efficiency and capacity of existing highway facilities. The second priority is to make minor improvements to existing highway facilities such as widening highway shoulders or adding auxiliary lanes, providing better access for alternative modes (e.g., bike lanes, sidewalks, bus shelters), extending or connecting local streets, and making other off-system improvements.
3. Add capacity to the existing system. The third priority is to make major roadway improvements to existing highway facilities such as adding general purpose lanes and making alignment corrections to accommodate legal size vehicles.

As public documents and presentations on the IBR project to date have shown the known elements to the project includes: bridge replacement, auxiliary lanes, interchange improvements and spacing, active transportation enhancements, high- capacity transit option(s), local street connectivity, and some form of congestion pricing. The scope elements are consistent with the first three steps of the OHP Action 1G.1 in addressing the overarching needs of the Interstate 5 corridor.

Further, based on the IBR scope elements known to date, the project has documented consistency with the Portland region's 2018 RTP efforts to maximize transportation demand management (TDM) and transportation system management (TSM), and evaluate when vehicular capacity is needed to meet demand. Specific efforts underway by the IBR program include:

- The development of high-capacity transit and evaluation of multiple scenarios for transit system improvements. These transit scenarios are consistent with the 2018 RTP.
- Evaluation of tolling and congestion pricing; the preliminary tolling structure plans include options for peak period pricing as part of the tolling of the I-5 bridge (tolls are planned to be higher during the peak periods). Congestion (or peak period pricing) is consistent with the Metro Regional Framework Plan and the Portland's Comprehensive Plan.
- The program will be consistent with, and build upon, related and adjacent projects such as the installation of smart technology systems being installed by ODOT and WSDOT on I-5 in the Portland metropolitan region. These include an active transportation management (ATM) system, adaptive ramp meters, bus on shoulder, real-time modal travel time information, as well as existing commuter trip-reduction programs. These tools provide information and travel options to drivers to better manage traffic flow and enhance transit capacity during congested travel periods.

Additionally, the IBR project is consistent with Section 3.08.220 of the Regional Transportation Functional Plan in prioritizing five of the six strategies as part of the project outcomes, which includes:

1. TSMO strategies, including localized Travel Demand Management (TDM), safety, operational and access management improvements;
2. Transit, bicycle and pedestrian system improvements;
3. Traffic-calming designs and devices;

4. Connectivity improvements to provide parallel arterials, collectors or local streets that include pedestrian and bicycle facilities, consistent with the connectivity standards in section 3.08.110 and design classifications in Table 2.6 of the RTP, in order to provide alternative routes and encourage walking, biking and access to transit; and
5. Motor vehicle capacity improvements, consistent with the RTP Arterial and Throughway Design and Network Concepts in Table 2.6 and section 2.5.2 of the RTP, only upon a demonstration that other strategies in this subsection are not appropriate or cannot adequately address identified transportation needs.

While not explicit in Oregon Highway Plan (OHP) Policy 1G and Action 1G.1, 2018 RTP Policy 18, the Federal Congestion Management Process (CMP), or Section 3.08.220 of the Regional Transportation Functional Plan (RTFP), the IBR project, also supports the Oregon State-wide Planning Goals pertaining to transportation and infrastructure improvements. The project would provide infrastructure located in and supporting growth to urbanized locations. Regional plans, adopted by the Southwest Washington RTC, Clark County and Metro would be supported by new infrastructure and the extension of a high-capacity transit system.

Lastly, the IBR project would provide transportation infrastructure to support the land use plans for Hayden Island. Specifically, the project would support the City of Portland's Hayden Island Plan, adopted in 2009, which seeks to protect the interests of the island, provide guidance to the project, as well as ensure that the amount and type of development on Hayden Island would not overload the proposed freeway improvements.

**Policies on RTP Investment Priorities**

The following is an assessment of how the proposed MTIP project amendment advances the 2018 RTP investment priorities of Equity, Safety, Congestion Relief, and Climate. It is based on the similar assessment completed as part of the evaluation and adoption process for the 2021-2024 MTIP. A summary of the evaluation results based on the 2018 RTP investment priorities is provided in Table 1. The detailed analysis by performance measure for each 2018 RTP investment priority is outlined following the summary table.

**Table 1. Summary of RTP Investment Priorities Evaluation – Interstate Bridge Replacement Project (Preliminary Engineering Phase Only)**

RTP Priority	Measure 1	Measure 2	Measure 3	Measure 4	Measure 5	Measure 6
Equity	^/o	+	O	n/a	n/a	n/a
Safety	^	o	n/a	n/a	n/a	n/a
Traffic Congestion	+/o	+/o	+/o	o	+	-/o
Climate Change	+	-/o	O	n/a	n/a	n/a

Key:

- o neutral or still to be determined until further details are known
- ^ not addressing the region’s priority; has other benefits
- +
- trending away from the desired outcome for that priority
- +/o potential to trend toward desired outcome but still to be determined until further details are known
- /o risk to trend away from desired outcome but still to be determined until further details are known

**Equity**

To measure equity in the context of the project, Metro staff assessed whether the project increases access to travel options in Equity Focus Areas and summarize information provided by project staff on how the project has been identified as a priority transportation improvement by BIPOC and low-income persons or communities.

Desired Outcomes	Performance Measures	Project Performance Assessment
Increased access to affordable travel options in Equity Focus Areas	1. Description of what the project contributes to building elements of the planned transportation network in equity focus areas per the 2018 RTP planned modal element network maps	Project is not located in an Equity Focus Area and therefore not formally contributing to completing planned transportation network gaps in Equity Focus Areas. As project is only entering PE phase, an analysis of trips to/from Equity Focus Areas is premature. The preliminary engineering phase will further define the scope of the project and provide important details to assess this measure for when future phases of the project request inclusion in the MTIP.
Identified by the	2. Description of whether the project was included in the Regional	As the I-5 Interstate Bridge Replacement project is currently in the project development/project engineering phase, the project staff have built in

<p>community as a priority</p>	<p>Investment Measure project list, or was identified in the creation of a publicly developed plan(s)<sup>1</sup></p>	<p>numerous process equity components to better identify and address the priorities, needs, and concerns from BIPOC and low-income persons and communities related to the design and construction of the project.</p> <p>The IBR program is centering equity in multiple ways. The program developed an Equity Advisory Group (EAG) composed of community leaders and regional partner agency representatives. The EAG is actively engaged in the program development and has defined what equity means as both a process and outcome. In addition, the EAG recently delivered to the Program Administrator an equity-centered screening criteria to be used in evaluating different design options.</p> <p>The program continues to elevate the voices of the communities of concern through listening sessions, working with Community Based Organizations, multicultural liaisons, and direct stakeholder outreach.</p> <p>Through the help of EAG members and community engagement, IBR project staff have heard the reaffirmation of the need and priority to replace this bridge.</p>
<p>Increased access to jobs and community places</p>	<p>3. Change in accessibility to jobs and community places by households in equity focus areas*</p>	<p>Assessment on this performance measure was not completed for this 2021-2024 MTIP amendment request because the amendment is for preliminary engineering only. The preliminary engineering phase will further define the scope of the project and provide important details, such as high-capacity transit mode, bicycle and pedestrian improvements, and roadway design and street connectivity, for measuring accessibility to jobs and community places. Requests to include future phases in the MTIP will trigger analysis of job and community places accessibility.</p>

**Safety**

To measure safety, the project assessment reviews a description of whether the project includes scope elements to address documented safety issues that contribute to crashes resulting in fatal and serious injuries and include proven safety counter measures is provided. An assessment of the scope is also compared against the region’s high injury corridors to better understand whether the project

---

<sup>1</sup> Publicly developed plan meets the guidelines of the adopted Metro Public Engagement Guidelines and project sponsor identifies comments from public or community organizations that indicate support of the project or the project’s equity benefits.



is addressing the locations with a propensity of crashes leading to fatalities and serious injuries. Additional relevant safety related information as provided by project staff is also summarized.

Desired Outcomes	Performance Measures	Project Performance Assessment
<p>Reduce fatal and serious injury crashes for all modes of travel</p>	<p>1. Change in the amount of investment programmed in the MTIP focused on safety:</p> <ul style="list-style-type: none"> <li>- Assess the amount of programmed funding focused on safety located on high injury corridors</li> <li>- Assess the amount of programmed funding focused on safety located in high injury corridors in equity focus areas</li> </ul>	<p>The project area is not located on a high injury corridor. However, a high injury intersection is located at the Interstate 5 and Marine Drive interchange, which is in the southern portion of the project area. Additionally, the project area is not located in an equity focus area.</p> <p>The project scope anticipates addressing existing design configuration issues which create conflict areas that result in reduced vehicular flow rates, congestion, and crashes that result in injuries, fatalities, infrastructure damage and economic loss. Addressing the design configuration issues will provide general safety benefits, but not necessarily focus solely on addressing the safety conditions of high injury locations, which is the focus of the region’s safety goals.</p> <p>Lastly, though a measurement of all crash data and not exclusive to fatal or serious injury crashes, ODOT’s 2017 to 2019 Safety Priority Index System (SPIS) database identified two locations within the Oregon section of the project area that ranked among the highest 5 percent in the state. The two locations are between mileposts 307.77 and 308.09 (the Hayden Island Interchange), and mileposts 308.15 and 308.38 (just north of the Hayden Island interchange).</p>
	<p>2. Description of whether safety countermeasures focused on fatalities and serious injuries are included as part of the project scope. The safety countermeasures are addressing an identified regional high injury corridor or intersection OR an area identified in a safety plan (local or state) for safety improvements*</p>	<p>Known to date, safety countermeasures for this project have not been identified. A number of design features to address facility configuration safety issues have been tentatively identified for the project, including bringing lane widths to current design standards, adding shoulders, and increasing sight distance, but are not listed on FHWA’s short list of proven safety countermeasures focused on fatalities and serious injuries.</p> <p>Further assessment on this performance measure will be necessary to understand whether safety countermeasures are included and should be completed when the scope of the project becomes further defined through the preliminary engineering and the project development process. Requests to</p>

		include future phases in the MTIP, such as right-of-way and construction, will necessitate and provide an analysis of scope elements, such as whether the project scope includes safety countermeasures focused on fatalities and serious injuries.
--	--	---

\* Areas identified for safety improvements in local or state safety plans may differ from the regional high injury corridors, however, regional safety policy prioritizes addressing locations/conditions that result in fatal and serious injuries crashes. For projects that have not completed PE, the description would be whether the project purpose is to address known safety issues and committed to assess and include appropriate safety counter measures.

**Congestion Relief**

To measure congestion relief an assessment of whether the project proposes impacts to street connectivity, whether the project includes a robust transportation system management and operations (TSMO) approach and associated project elements, and whether the project includes capital or programmatic elements that may increase automobile trips or options to single occupant motor vehicle travel is provided.

Desired Outcomes	Performance Measures	Project Performance Assessment
Increased reliability	1. Description of roadway scope elements and impacts to street connectivity; additional connectivity generally improves reliability	<p>Of the scope elements known to date, among the street configurations planned for the IBR project, the following would serve to improve the local connectivity of the street network. These improvements would increase the opportunity for local travel, including for non-motorized use.</p> <ul style="list-style-type: none"> <li>• The IBR program proposes to modify local streets on Hayden Island to improve connectivity and local multimodal access.</li> <li>• The IBR program proposes to improve local connectivity and multimodal facilities in the Bridgeton neighborhood. This would include improved connections to the 40-Mile Loop.</li> <li>• Additional street connectivity elements have been identified on the Washington and Vancouver portion of the project.</li> </ul> <p>Further assessment of this performance measure to understand impacts to local street connectivity should be completed when the scope of the project becomes defined through the preliminary engineering and project development work. Not knowing design details related to the roadway network at this time makes this a preliminary assessment of local street connectivity. Requests to include future phases of the project in the MTIP will trigger reassessment of the project street connectivity.</p>

	<p>2. Description of any transportation system management and operations(TSMO) elements of the project that will increase reliability from either recurring or non-recurring causes of congestion</p>	<p>While the Interstate Bridge Replacement project is expected to define the scope of work through preliminary engineering, the project is anticipated to include a roadway pricing mechanism, likely in the form of a bridge toll. The roadway pricing mechanism is a form of demand management, which will have effects on reliability from recurring and non-recurring causes of traffic congestion. The IBR project staff have identified a component of the preliminary engineering work will include a sensitivity analysis to reflect a representative toll scenario. The scenario accounts for tolling on all of I-5 and I-205 from the Columbia River to the I-5/I-205 split near Wilsonville. The IBR program will model a typical weekday, variable toll rate scenario based on a schedule. This is being coordinated with ODOT’s tolling program.</p> <p>Additional transportation system management and operation elements as part of the project remain to be determined and therefore tolling is the only demand management strategy identified to date. However, the IBR project looks to explore additional transportation system management and operations improvements and elements that may be developed through the continued design process. The IBR project intends to evaluate transportation system and operation elements to manage congestion and promote travel reliability in the project area. Additionally, the IBR project looks to rely on and support existing regional efforts to implement transportation system management and operations strategies and leverage those opportunities to build on and support the project, but have not identified additional TSMO elements as part of the project scope.</p>
<p>Increased travel efficiency</p>	<p>3. Description of whether project scope includes a robust TSMO approach and project attributes/elements to increase efficiency (in addition to meeting Congestion Management Process/Oregon Highway Plan policies)</p>	<p>To date, the IBR project has not identified a specific transportation system management and operations approach for the project. The project does intend to rely on a number of existing regional transportation system management efforts which have and continue to be implemented along the I-5 corridor, such as active traffic management, variable speed signs, and traveler information. The project also intends to rely on the existing transportation demand management programs available in the Portland region, such as employer programs, transit service, carpooling and vanpooling, as part of the project approach, but have not identified any additional TSMO or TDM elements or</p>

		<p>increased capacity of existing programs as part of the project scope.</p> <p>Roadway pricing, likely in the form of a toll, will be implemented as part of the IBR project. While the primary objective of roadway pricing for the IBR project is for funding construction and paying for the long-term operations and maintenance of the facility, toll rates are expected to vary by time of day in a manner that would support mobility and relieve traffic congestion, promoting travel time savings and improved reliability.</p> <p>While not specifically a transportation system management and operation approach, at this time the IBR project staff have made clear that the project will be multimodal. This includes high capacity transit option(s) and upgraded bicycle and pedestrian facilities will be part of the scope of the project and support implementation of a robust transportation system management and operations approach, facilitating traveler options and managing demand in the corridor.</p>
	<p>4. Change in vehicle miles traveled (VMT) and travel time between major origin and destination pairs in vicinity of project*</p>	<p>Assessment on this performance measure was not completed for this 2021-2024 MTIP amendment request because the amendment is for preliminary engineering only. Through the preliminary engineering and project development work, design details related to the roadway network, high-capacity transit option(s), and pedestrian and bicycle facility enhancements will be determined. As these design details are key pieces of information for evaluating the change in vehicle miles traveled and travel time, the analysis is deferred. Requests for future phases to include in the MTIP, such as right-of-way and construction, will necessitate a reassessment of this performance measure.</p>
<p>Increased travel options, decrease drive-alone trips</p>	<p>5. Description of project capital or programmatic elements that will increase access to travel options</p>	<p>A high-capacity transit option (or options) and upgraded bicycle and pedestrian facilities will be included as part of the scope of the project, as the starting point for further discussions of the project scope. The expansion of high-capacity transit as well as upgraded pedestrian and bicycle facilities will further promote and facilitate traveler options and manage demand for crossing back and forth between Oregon and Washington.</p> <p>For transit, the IBR project looks to provide the following improvements:</p>

		<ul style="list-style-type: none"> <li>• The planned high-capacity transit corridor would offer ways to avoid congestion on I-5 that are experienced by buses operating in regular service today.</li> <li>• By using a high-level fixed-span bridge for the new Columbia River Crossing, transit vehicles will no longer be subject to interruptions of service due to river traffic requiring a bridge lift.</li> <li>• Adding a fixed guideway to be used by high-capacity transit will increase capacity, reliability, and efficiency of the transit system.</li> <li>• Capacity of the transit system will be substantially higher than that afforded by public transit mixed with other traffic in the existing corridor.</li> </ul> <p>For active transportation, the IBR project key improvements (discussed from south to north within the project area) include:</p> <ul style="list-style-type: none"> <li>• Pedestrian and bicycle improvements at the Marine Drive interchange would include connections with multi-use paths along the North Portland Harbor, the Expo light rail transit station, and local streets.</li> <li>• The multi-use path over the North Portland Harbor and the Columbia River would serve as a continuous route for bicyclists and pedestrians.</li> <li>• To improve east-west connections on Hayden Island, sidewalks and bicycle lanes would be provided along local streets (e.g., Jantzen Drive, Hayden Island Drive, and Tomahawk Island Drive).</li> <li>• The bridge over the Columbia River would accommodate a multi-use pathway that would separate pedestrians and bicycle traffic through pavement markings. All bicycle and pedestrian improvements would meet Americans with Disabilities Act accessibility standards.</li> <li>• Ramps from the north end of the main bridge over the Columbia River would connect the multi-use path to Columbia Way and Columbia Street in Vancouver. The wide multi-use path</li> </ul>
--	--	--

		<p>would also reduce conflicts between bicyclists and pedestrians by affording enough space to accommodate two-way travel for both.</p> <ul style="list-style-type: none"> <li>Additional pedestrian and bicycle connectivity elements have been identified on the Washington and Vancouver portion of the project.</li> </ul> <p>However, increased access will also be determined by the completion of active transportation facilities nearby and transit accessibility will also depend on final selection of mode(s) (i.e. bus or light rail or both) and transfer connectivity. Further programmatic elements such as new or increased capacity of existing traveler information and education as well as travel options outreach, have not been identified for the project scope to date. Further assessment of this performance measure will be evaluated when future phases of the project are requested to be included in the MTIP.</p>
	<p>6. Description of project elements that may increase motor vehicle travel</p>	<p>Depending on the nature of the final project design to move forward, the IBR project is likely to include elements that increases motor vehicle travel beyond the existing facility. Because the project purpose is to address the existing traffic congestion on the facility, in addition to the seismic upgrade to the bridge, the project will likely increase throughput of motor vehicles. The number of auxiliary lanes, the interchanges, and access to Hayden Island will impact the relative amount of motor vehicle throughput compared to existing conditions. These project design elements are to be determined through the preliminary engineering phase.</p> <p>While multimodal elements, such as high-capacity transit and substantial upgrades to the pedestrian and bicycle facilities, may offset some aspects of increased motor vehicle throughput, the effect on overall motor vehicle travel is yet to be determined.</p> <p>Lastly, the IBR project has not been assessed for induced demand which can occur with increased throughput of roadway facilities. Once a project design has been determined, understanding the induced demand will be necessary to understand the overall effect of the project on the change in the amount of motor vehicle travel in the region.</p>

\*For projects that have completed PE or have clearly defined project elements that can be modeled.

**Climate**

To measure climate, the assessment focused on how the project aligns with Metro’s Climate Smart Strategy and whether the project includes elements that will increase access to and use of multi-modal options or increase motor vehicle travel. When further project scope details are known, an assessment of projected greenhouse gas emissions from the project will also be conducted.

Desired Outcomes	Performance Measures	Project Performance Assessment
<p>Progress towards meeting state mandated greenhouse gas emissions targets</p> <p>Reduced emissions from vehicles</p> <p>Reduced drive alone trips</p>	<p>1. Description of whether project scope includes capital or programmatic elements that will increase access to travel options based on adopted Climate Smart strategies</p>	<p>A high-capacity transit option(s) and upgraded bicycle and pedestrian facility will be included as part of the scope of the project, as the starting point for further discussions of the scope. The expansion of high-capacity transit as well as upgraded pedestrian and bicycle facilities will further promote and facilitate traveler options and manage demand for crossing back and forth between Oregon and Washington. (See full transit and active transportation description in Congestion Management performance measure: Increased travel options, decrease drive-alone trips.) Building out the transit and active transportation networks are both identified strategies in the region’s Climate Smart Strategy. Additionally, roadway pricing, while not an explicit Climate Smart Strategy, is a mechanism that has resulted in reducing emissions of greenhouse gases and air pollutants.</p>
	<p>2. Description of project elements that may increase motor vehicle emissions</p>	<p>While yet to be determined, the project scope will replace the existing bridge with another bridge that has at a minimum three general purpose lanes in each direction. There is a significant level of planning analysis and discussion necessary to determine the details of auxiliary lanes – which also increase motor vehicle capacity, the design and placement of the Hayden Island interchange, and other roadway design factors will be included. Motor vehicle emissions based on current detail and information is likely to be similar to existing, but whether levels of motor vehicle emissions are greater or reduced is yet to be determined without design details.</p> <p>Because the project purpose is the address the existing traffic congestion on the facility, in addition to the seismic upgrade to the bridge, the project will likely increase throughput of motor vehicles by making the facility more efficient. The number of auxiliary lanes, the interchanges, and access to Hayden Island will determine the degree of the throughput and efficiency. The design detail will ultimately determine whether greenhouse gas emissions are anticipated to increase</p>

		<p>or decrease through an evaluation. These project design elements are to be determined through the IBR preliminary engineering phase.</p> <p>While multimodal elements may offset some aspects of increased motor vehicle throughput, the emissions of greenhouse gases, is yet to be determined, but highly likely to increase.</p> <p>Lastly, the IBR project has not assessed for induced demand which can occur from increased throughput of roadway facilities. Once a project design has been determined, understanding the induced demand will be necessary to understand the overall effect of the project on the change in the amount of motor vehicle travel and emissions in the region.</p>
	<p>3. Comparison of greenhouse gas (GHG) emissions with and without project in 2024 or 2027*</p>	<p>Assessment on this performance measure was not completed for this MTIP amendment request because the amendment is for preliminary engineering only. Through the preliminary engineering and project development work, important design details will be determined to inform an emissions analysis. Requests to include future phases in the MTIP will trigger analysis of greenhouse gas emissions to be conducted to provide further information.</p>

\*For projects that have completed PE or have clearly defined project elements that can be modeled. Would not apply to PE phase as project scope not yet developed enough to perform the analysis. PE phase only projects may have different measure, such as a description of whether GHG emissions analysis is included in the project's PE phase scope of work.





# Oregon

Kate Brown, Governor

**Department of Transportation**  
Highway, Region 1, Roadway  
123 NW Flanders Street  
Portland, OR 97209  
Phone: (503) 731-8200  
Fax: (503) 731-8531

**FILE CODE:**

**DATE:** September 24<sup>th</sup>, 2021  
**TO:** Transportation Policy Alternatives Committee (TPAC) and interested parties  
**FROM:** Chris Ford, ODOT R1 Policy & Development Manager  
**SUBJECT:** I-5: Columbia River (Interstate) Bridge: Requested Amendment to the 2021-24 Metropolitan Transportation Improvement Program

The purpose of this memo is to introduce an amendment to the 2021-24 Metropolitan Transportation Improvement Program (MTIP), which will allow for the same amendment to the 2021-24 Statewide Transportation Improvement Program (STIP).

The I-5: Columbia River Bridge project, also known as the Interstate Bridge Replacement (IBR) project, is in the 2018 Regional Transportation Plan (RTP) as project number 10893. The project was amended into the 2018-21 MTIP and STIP as a Planning phase, but is not yet included in the 21-24 MTIP and STIP.

The amendment would add \$36 million allocated by the Oregon Transportation Commission (OTC) to a preliminary engineering (PE) phase. The money would add to the \$9 million in planning phase funds from the 18-21 MTIP/STIP and to \$35M in funds from Washington. This \$80 million comprises a substantial component of the estimated \$135 million in estimated costs to complete NEPA for the IBR program, with a goal of completing a supplemental environmental impact statement (SEIS) in mid-2024.

The MTIP amendment would allow for the \$36 million to be amended into the 21-24 STIP and subsequently released by the Federal Highway Administration (FHWA) for use toward NEPA efforts.

Please see supporting information submitted by ODOT in Attachment 1. For questions about ODOT's requested amendment, contact Ray Mabey, Assistant Program Administrator, Interstate Bridge Replacement Program, at [raymond.mabey@interstatebridge.org](mailto:raymond.mabey@interstatebridge.org)

REVIEW AND DISCUSSION OF AN UPCOMING REQUEST BY THE OREGON DEPARTMENT OF TRANSPORTATION (ODOT) TO AMEND THE METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM (MTIP) TO CREATE A PRELIMINARY ENGINEERING PHASE AND ADD FUNDING TO THE I-5 INTERSTATE BRIDGE REPLACEMENT PROJECT

---

Date: October 4, 2021  
Department: Planning, Development & Research  
Meeting Date: October 19, 2021

Prepared by: Margi Bradway, Ted Leybold  
Presenters: Margi Bradway, Ted Leybold  
Length: 15 minutes

---

### ISSUE STATEMENT

The Oregon Department of Transportation (ODOT) will be requesting an amendment to the 2021-24 Metropolitan Transportation Improvement Program (MTIP) to create a Preliminary Engineering phase and add funding to the I-5 Interstate Bridge Replacement project (IBRP). Preliminary engineering work is used to develop project design alternatives, inform the National Environmental Protection Act (NEPA) process to select a preferred design alternative, develop project impact mitigation measures, and develop materials needed to prepare for construction. A summary of the upcoming request is attached.

### ACTION REQUESTED

Provide direction to Metro and ODOT staff for additional information, or questions that should be addressed for Metro Council consideration of the proposed MTIP amendment for the IBRP (currently scheduled for December 2, 2021).

Metro staff is responding to direction provided by Council at the Council Work Session on September 7, 2021. At that work session, Council requested additional information to inform their decisions on all large MTIP amendments that propose new motor vehicle capacity. Based on direction Council provides, the staff proposal will be shared and discussed with Council at an upcoming work session prior to consideration of the proposed I-5 Interstate Bridge Replacement project MTIP amendment.

### IDENTIFIED POLICY OUTCOMES

The MTIP aims to carry out regional transportation policy direction set forth in the Regional Transportation Plan (RTP). In addition to adequately maintaining and operating the transportation system, investments are made to advance outcomes for the following priorities:

- **Safety:** achieving the Region's Vision Zero target for fatal and serious injury crashes
- **Climate:** implementing the Region's Climate Smart Strategy
- **Equity:** eliminating inequities of the transportation system for people of color and with low income

- **Congestion relief:** implementing the Region's Congestion Management Process

### **POLICY QUESTION(S)**

No policy questions at this time. This work session item is to inform Council of an upcoming action on amending the 2021-24 MTIP and ensure Council has the opportunity request information they need to take action. When considering action on the amendment at a future Council meeting, Council members will consider whether the MTIP amendment as proposed reflects the investment priority policies as defined in the Regional Transportation Plan.

### **POLICY OPTIONS FOR COUNCIL TO CONSIDER**

No policy options at this time. When Council i considers action on the MTIP amendment proposal, it will consider whether adding the IBRP preliminary engineering phase and funding reflects the investment priority policies of the RTP.

In a separate but related Council activity, Council is considering how to communicate its priorities regarding this project in its role as a participating agency in the project's NEPA process.

In addition, Metro staff have begun the work to develop the next MTIP for 2024-27. Council could provide additional direction for its desired input to the future allocation processes that will prioritize new projects to be included in the next MTIP. Staff will request Metro Council direction on how to frame and analyze the MTIP projects in the 2024-27 MTIP based on the Metro Council's desired outcomes. Requests to include future phases of the IBRP (such as right-of-way acquisition or construction) in the MTIP may occur after then 2024-27 MTIP has been adopted.

### **STAFF RECOMMENDATIONS**

None.

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

In this work session, Council will be briefed on an upcoming proposal to amend the MTIP. Staff would like to ensure that Council understands the proposal and desires additional information prior to taking action on the amendment in December. Council will also have the opportunity to further discuss information to be provided for all large MTIP amendments that proposed new motor vehicle capacity, including this IBRP amendment, at an upcoming Council work session.

### **BACKGROUND**

The MTIP is a federally required process that encourages the cooperative development, evaluation, and adoption of near-term investments in regional transportation. Its purpose is to promote communication and collaboration by agencies that allocate transportation funds, promote consideration of transportation plans and policies as a part of funding allocation processes, and ensure fiscal accountability for agencies using federal transportation funds on projects.

It includes documenting how transportation projects prioritized for funding advance the Portland metropolitan region's shared goals and comply with federal regulation (such as fiscal constraint, air quality impacts, and public involvement). The MTIP outlines the implementation schedule of federally-funded transportation projects in the region for the next four years and provides guidance to manage the delivery of transportation projects. The MTIP also acts as a financial planning and project delivery tool for the metropolitan region. As such, MTIP guidance ensures the region does not overspend and tracks the scheduled delivery of transportation projects.

Metro Council is requested to adopt a new MTIP every three years and is also requested to manage changes through amendments to the MTIP each month. Metro Council's participation in this process is framed by its role as the policy board of the region's Metropolitan Planning Organization (MPO), a role it shares with the Joint Policy Advisory Committee on Transportation (JPACT). Federal regulations require the MPO policy board to adopt each MTIP and approve subsequent amendments to the MTIP.

Council most recently approved the 2021-24 MTIP, which is currently active, and has approved subsequent amendments to the current MTIP. Work has also begun on the development of the upcoming 2024-27 MTIP.

Currently, the process for analysis and consideration of a new MTIP is for staff to conduct a performance assessment on the package of proposed new projects to evaluate their expected impact on the regional performance targets for the priority outcomes. Based on this assessment, staff may make recommendations to funding agencies regarding implementation of the proposed projects, or recommendations for consideration during their next funding allocation cycle.

For individual project amendments to the current MTIP, current Metro staff practice is to ensure the project is included as a part of the RTP financially constrained list (which is also analyzed for performance against the regional performance targets) and to describe which priority outcomes the project will advance. Metro staff is also following up on direction provided by Council at the September 7, 2021 work session regarding additional information the Council would like provided to inform their decisions on large MTIP amendments that propose new motor vehicle capacity. The staff proposal will be shared and discussed with Council at an upcoming work session prior to consideration of the proposed MTIP amendment for the IBRP.

## **ATTACHMENTS**

ODOT MTIP amendment request – Memo from Chris Ford to TPAC and Interested Parties  
ODOT Project information submittal for MTIP amendment request

[For work session:]

- Is legislation required for Council action? Yes  No
- If yes, is draft legislation attached?  Yes  No  
What other materials are you presenting today? None

REVIEW AND DISCUSSION OF AN UPCOMING REQUEST BY THE OREGON DEPARTMENT OF TRANSPORTATION (ODOT) TO AMEND THE METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM (MTIP) TO CREATE A PRELIMINARY ENGINEERING PHASE AND ADD FUNDING TO THE I-5 INTERSTATE BRIDGE REPLACEMENT PROJECT

---

Date: October 4, 2021  
Department: Planning, Development & Research  
Meeting Date: October 19, 2021

Prepared by: Margi Bradway, Ted Leybold  
Presenters: Margi Bradway, Ted Leybold  
Length: 15 minutes

---

### ISSUE STATEMENT

The Oregon Department of Transportation (ODOT) will be requesting an amendment to the 2021-24 Metropolitan Transportation Improvement Program (MTIP) to create a Preliminary Engineering phase and add funding to the I-5 Interstate Bridge Replacement project (IBRP). Preliminary engineering work is used to develop project design alternatives, inform the National Environmental Protection Act (NEPA) process to select a preferred design alternative, develop project impact mitigation measures, and develop materials needed to prepare for construction. A summary of the upcoming request is attached.

### ACTION REQUESTED

Provide direction to Metro and ODOT staff for additional information, or questions that should be addressed for Metro Council consideration of the proposed MTIP amendment for the IBRP (currently scheduled for December 2, 2021).

Metro staff is responding to direction provided by Council at the Council Work Session on September 7, 2021. At that work session, Council requested additional information to inform their decisions on all large MTIP amendments that propose new motor vehicle capacity. Based on direction Council provides, the staff proposal will be shared and discussed with Council at an upcoming work session prior to consideration of the proposed I-5 Interstate Bridge Replacement project MTIP amendment.

### IDENTIFIED POLICY OUTCOMES

The MTIP aims to carry out regional transportation policy direction set forth in the Regional Transportation Plan (RTP). In addition to adequately maintaining and operating the transportation system, investments are made to advance outcomes for the following priorities:

- **Safety:** achieving the Region's Vision Zero target for fatal and serious injury crashes
- **Climate:** implementing the Region's Climate Smart Strategy
- **Equity:** eliminating inequities of the transportation system for people of color and with low income

- **Congestion relief:** implementing the Region's Congestion Management Process

### **POLICY QUESTION(S)**

No policy questions at this time. This work session item is to inform Council of an upcoming action on amending the 2021-24 MTIP and ensure Council has the opportunity request information they need to take action. When considering action on the amendment at a future Council meeting, Council members will consider whether the MTIP amendment as proposed reflects the investment priority policies as defined in the Regional Transportation Plan.

### **POLICY OPTIONS FOR COUNCIL TO CONSIDER**

No policy options at this time. When Council considers action on the MTIP amendment proposal, it will consider whether adding the IBRP preliminary engineering phase and funding reflects the investment priority policies of the RTP.

In a separate but related Council activity, Council is considering how to communicate its priorities regarding this project in its role as a participating agency in the project's NEPA process.

In addition, Metro staff have begun the work to develop the next MTIP for 2024-27. Council could provide additional direction for its desired input to the future allocation processes that will prioritize new projects to be included in the next MTIP. Staff will request Metro Council direction on how to frame and analyze the MTIP projects in the 2024-27 MTIP based on the Metro Council's desired outcomes. Requests to include future phases of the IBRP (such as right-of-way acquisition or construction) in the MTIP may occur after then 2024-27 MTIP has been adopted.

### **STAFF RECOMMENDATIONS**

None.

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

In this work session, Council will be briefed on an upcoming proposal to amend the MTIP. Staff would like to ensure that Council understands the proposal and desires additional information prior to taking action on the amendment in December. Council will also have the opportunity to further discuss information to be provided for all large MTIP amendments that proposed new motor vehicle capacity, including this IBRP amendment, at an upcoming Council work session.

### **BACKGROUND**

The MTIP is a federally required process that encourages the cooperative development, evaluation, and adoption of near-term investments in regional transportation. Its purpose is to promote communication and collaboration by agencies that allocate transportation funds, promote consideration of transportation plans and policies as a part of funding allocation processes, and ensure fiscal accountability for agencies using federal transportation funds on projects.

It includes documenting how transportation projects prioritized for funding advance the Portland metropolitan region's shared goals and comply with federal regulation (such as fiscal constraint, air quality impacts, and public involvement). The MTIP outlines the implementation schedule of federally-funded transportation projects in the region for the next four years and provides guidance to manage the delivery of transportation projects. The MTIP also acts as a financial planning and project delivery tool for the metropolitan region. As such, MTIP guidance ensures the region does not overspend and tracks the scheduled delivery of transportation projects.

Metro Council is requested to adopt a new MTIP every three years and is also requested to manage changes through amendments to the MTIP each month. Metro Council's participation in this process is framed by its role as the policy board of the region's Metropolitan Planning Organization (MPO), a role it shares with the Joint Policy Advisory Committee on Transportation (JPACT). Federal regulations require the MPO policy board to adopt each MTIP and approve subsequent amendments to the MTIP.

Council most recently approved the 2021-24 MTIP, which is currently active, and has approved subsequent amendments to the current MTIP. Work has also begun on the development of the upcoming 2024-27 MTIP.

Currently, the process for analysis and consideration of a new MTIP is for staff to conduct a performance assessment on the package of proposed new projects to evaluate their expected impact on the regional performance targets for the priority outcomes. Based on this assessment, staff may make recommendations to funding agencies regarding implementation of the proposed projects, or recommendations for consideration during their next funding allocation cycle.

For individual project amendments to the current MTIP, current Metro staff practice is to ensure the project is included as a part of the RTP financially constrained list (which is also analyzed for performance against the regional performance targets) and to describe which priority outcomes the project will advance. Metro staff is also following up on direction provided by Council at the September 7, 2021 work session regarding additional information the Council would like provided to inform their decisions on large MTIP amendments that propose new motor vehicle capacity. The staff proposal will be shared and discussed with Council at an upcoming work session prior to consideration of the proposed MTIP amendment for the IBRP.

## **ATTACHMENTS**

ODOT MTIP amendment request – Memo from Chris Ford to TPAC and Interested Parties  
ODOT Project information submittal for MTIP amendment request

[For work session:]

- Is legislation required for Council action? Yes  No
  - If yes, is draft legislation attached?  Yes  No
- What other materials are you presenting today? None



Proposed November #2 2021 (FFY 2022) Formal Transition Amendment Bundle  
 Amendment Type: **Formal/Full**  
 Amendment #: **NV22-03-NOV2**  
 Total Number of Projects: 1

Key Number & MTIP ID	Lead Agency	Project Name	Project Description	Amendment Action
Project #1 Key <b>21570</b>	ODOT	<b>I-5: Columbia River (Interstate) Bridge</b>	Planning and design activities for the replacement of the I-5 Interstate Bridge between Oregon and Washington.	<u><b>RE-ADD NEW PROJECT:</b></u> The formal amendment adds the PE phase and \$71 million dollars for this bi-state effort to implement NEPA, design, and cost development actions for a possible future replacement of the I-5 bridges across the Columbia River





Metro  
20121-24 Metropolitan Transportation Improvement Program (MTIP)  
PROJECT AMENDMENT DETAIL WORKSHEET

**Formal Amendment**  
**ADD NEW PROJECT**  
Add the New I-5 Columbia River  
Bridge Replacement PE phase

<b>Lead Agency:</b> ODOT		Project Type: Planning	<b>ODOT Key:</b> 21570
<b>Project Name:</b> <b>I-5: Columbia River (Interstate) Bridge</b>	1	ODOT Type	<b>MTIP ID:</b> 71083
		Performance Meas: No	<b>Status:</b> 2
		Capacity Enhancing: No	<b>Comp Date:</b> 9/30/2025
		Conformity Exempt: Yes	RTP ID: 10893
		On State Hwy Sys: I-5	RFFA ID: N/A
		Mile Post Begin: 306.70	RFFA Cycle: N/A
		Mile Post End: 308.72	UPWP: No
		Length: 2.02	UPWP Cycle: No
		Flex Transfer to FTA: No	Transfer Code: N/A
		1st Year Program'd: 2022	Past Amend: 0
Years Active: 0	OTC Approval: Yes		
STIP Amend #: 21-24-1433		MTIP Amnd# NV22-03-NOV2	

**Detailed Description:** On I-5 across the Columbia River between Washington and Oregon impacting bridges 01377A and 07333 from MP 306.70 to MP 308.72, initiate and complete Preliminary Engineering activities including NEPA and design to determine alternatives for the replacement of the two bridges in a cooperative action with WSDOT to improve mobility, safety, and travel for motorists and goods movements between the two states

**STIP Description:** Planning and design activities for the replacement of the I-5 Interstate Bridge between Oregon and Washington. Replacing the bridge will improve traffic and mobility for freight and the public traveling across the river.

Last Amendment of Modification: None. This amendment reflects the initial programming for the project.

**PROJECT FUNDING DETAILS**

Fund Type	Fund Code	Year	Planning	Preliminary Engineering	Right of Way	Other (Utility Relocation)	Construction	Total
<b>Federal Funds</b>								
NHPP	Z001	2020	\$ 8,299,800					\$ 8,299,800
<b>ADVCON</b>	<b>ACPO</b>	<b>2022</b>		<b>\$ 33,199,200</b>				<b>\$ 33,199,200</b>
								\$ -
								\$ -
							<b>Federal Totals:</b>	<b>\$ 41,499,000</b>
<b>Federal Fund Obligations \$:</b>			\$ 8,299,800					Federal Aid ID
<b>EA Number:</b>			C0265207					
<b>Initial Obligation Date:</b>			2/6/2020					
<b>EA End Date:</b>			3/31/2024					
<b>Known Expenditures:</b>			\$ 5,950,419					
<b>State Funds</b>								
State	Match	2020	\$ 700,200					\$ 700,200
<b>State</b>	<b>Match</b>	<b>2022</b>		<b>\$ 2,800,800</b>				<b>\$ 2,800,800</b>
								\$ -
								\$ -
							<b>State Total:</b>	<b>\$ 3,501,000</b>
<b>Local Funds</b>								
<b>Other</b>	<b>OTH0</b>	<b>2022</b>		<b>\$ 35,000,000</b>				<b>\$ 35,000,000</b>
								\$ -
								\$ -
							<b>Local Total</b>	<b>\$ 35,000,000</b>
Phase Totals Before Amend:			\$ 9,000,000	\$ -	\$ -	\$ -	\$ -	<del>\$ 9,000,000</del>
Phase Totals After Amend:			\$ 9,000,000	<b>\$ 71,000,000</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ 80,000,000</b>
Year of Expenditure Cost (PE Phase only):								PE Phase = \$205,000,000
WSDOT Preliminary Full Project Cost Estimate:								\$3,320,000,000 to \$4,810,000,000

**Project Glossary 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.
- > The amendment re-activates Key 21570 to add partial funding for the PE phase
- > Main Support Materials: (1) Project Information Worksheet, (2) OTC item, (3) Amendment Performance Evaluation
- > Status notes: Since only funding is being added for the project, the MTIP classifies the project as a planning project. Transportation and air conformity analysis modeling are not required for the project to begin Preliminary Engineering. The project is considered exempt at this stage, but clearly full transportation modeling is required for later implementation phases to be programmed in the MTIP and to meet all RTP consistency requirements. Updated transportation and air conformity analysis modeling will occur as part of the next RTP Update to ensure the RTP reflects the correct and final selected improvement alternative.

**Amendment Summary:**

- The formal amendment re-activates Key 21570 and adds partial funding supporting the PE phase for the I-5 Interstate Bridge Replacement project.
- > Will Performance Measurements Apply: Yes. Once the project moves forward into implementation areas. A separate Amendment Performance Evaluation has been completed to initially assess how the project supports Metro's RTP four goals: Climate, Congestions Reduction, Equity, and Safety. Staff anticipates additional Performance Assessment Evaluations will be completed as the project progresses and additional phases and funding are added to the project

**RTP References:**

- > RTP ID: 10893 - I-5 Columbia River Bridge
- > RTP Description: Replace I-5/Columbia River bridges and improve interchanges on I-5. Project adds protected/buffered bikeways, cycle tracks and a new rail/multiuse path or extension.
- > Exemption status: (PE phase only) Exempt project per 93 CFR 126, Table 2 - Other - .Planning and Technical Studies
- > UPWP amendment: No
- > RTP Goals: An Amendment Assessment Evaluation is being completed to address how well the project meets the RTP goals of Congestion Reduction, Safety, Equity, and Climate

**Fund Codes:**

- > NHPP = Federal National Highway Performance Program funds appropriated to the states and then applied by the DOT to eligible projects
- > ADVCON = Federal Advance Construction also referred to as "AC funds". AC funds are used by ODOT as a placeholder until the actual federal fund type code is known.
- > State = General state funds provided by the lead agency as part of the required match to the federal funds.
- > Other = Additional funds (normally local) committed to the project above the required match. For this project, the Other funds represent Washington DOT contribution to the PE phase.

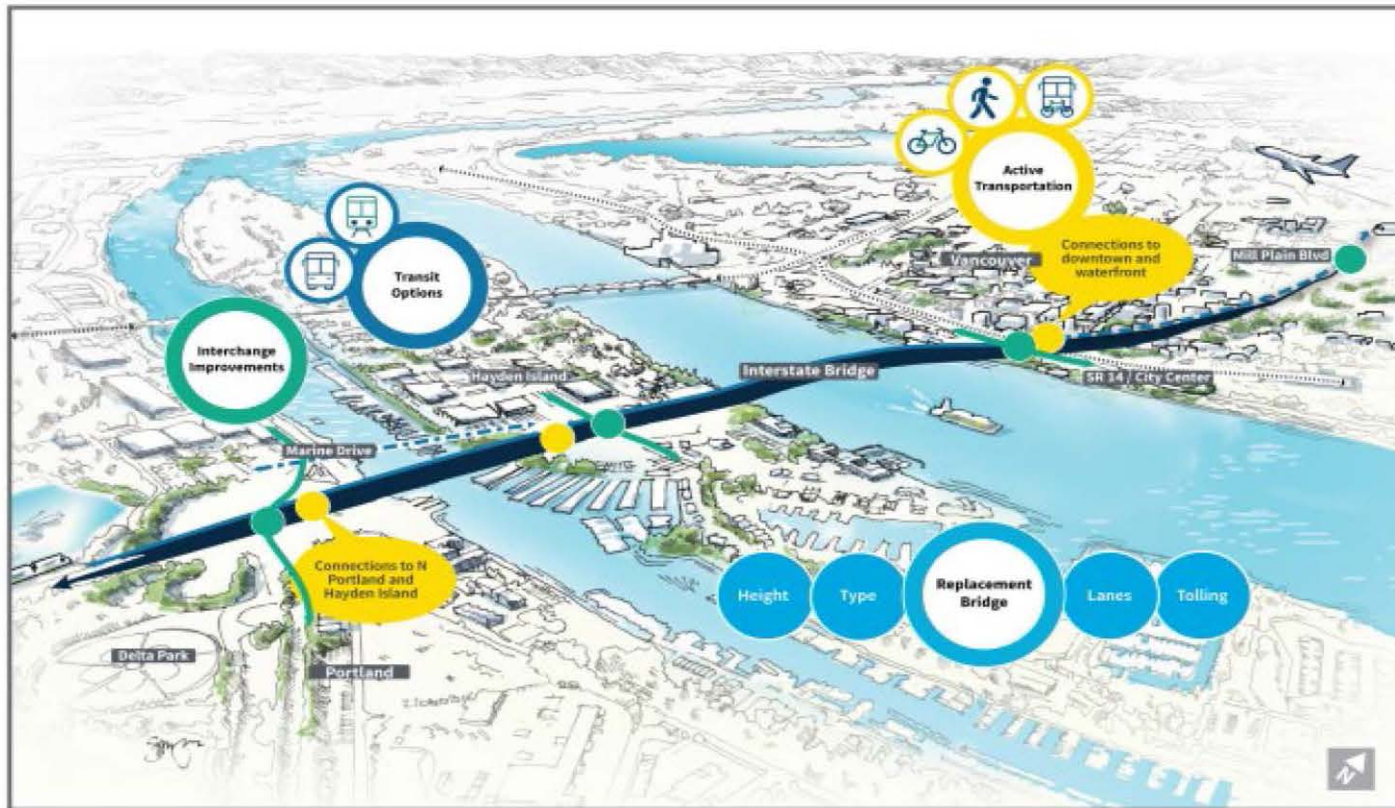
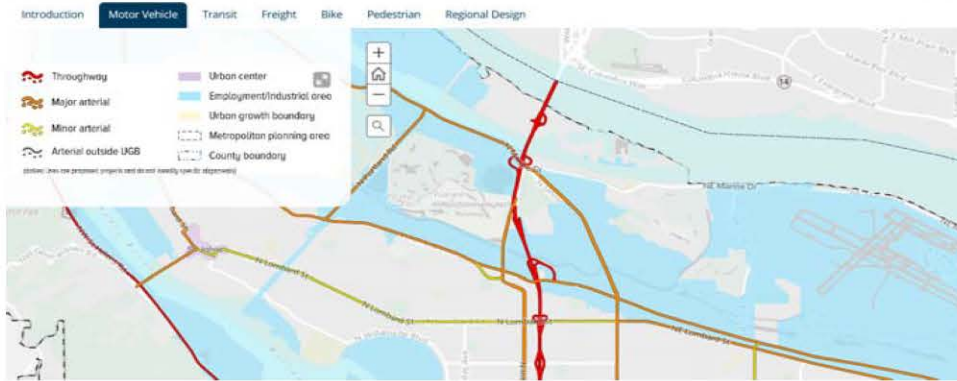
**Other**

- > On NHS: Yes. I-5 is identified as part of the Eisenhower Interstate System on the National Highway System
- > Is the project located on the Metro Modeling Network? - Yes, Motor Vehicle Modeling network
- > Model category and type: I-5 is identified as a "Throughway" in the Motor Vehicle Network
- > TCM project: No
- > Is the route located in the Congestion Management Program (CMP): Yes

# Project Location

## 2018 RTP Network maps

Designed in Oregon by M



# Memo



**Metro**

600 NE Grand Ave.  
Portland, OR 97232-2736

Date: November 10, 2021  
To: JPACT and Interested Parties  
From: Ken Lobeck, Funding Programs Lead  
Subject: November #2 2021 MTIP Formal Amendment & Resolution 21-5217 Approval Request I-5 Interstate Bridge Replacement (IBR)

---

## FORMAL AMENDMENT STAFF REPORT

FOR THE PURPOSE OF AMENDING THE 2021-26 METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM (MTIP) TO ADD THE PRELIMINARY ENGINEERING PHASE AND PARTIAL FUNDING OF \$71 MILLION DOLLARS FOR ODOT AND WSDOT'S INTERSTATE 5 – INTERSTATE BRIDGE REPLACEMENT PROJECT (NV22-03-NOV2)

## BACKGROUND

### What This Is:

The November #2 2021 Formal Metropolitan Transportation Improvement Program (MTIP) Formal/Full Amendment which is contained in Resolution 21-5217 will add the PE phase for the Bi-state I-5 Interstate Bridge Replacement project and applies to ODOT and WSDOT.

### What is the requested action?

TPAC received their notification on November 5, 2021 and is now providing their approval recommendation to JPACT to approve Resolution 21-5217 consisting of adding the PE phase for ODOT and WSDOT's I-5 Interstate Bridge Replacement project with \$71 million of funding for Preliminary Engineering.

Proposed November #2 2021 Formal Amendment Bundle					
Amendment Type: <b>Formal/Full</b>					
Amendment #: <b>NV22-03-NOV2</b>					
Total Number of Projects: 1					
ODOT Key #	MTIP ID #	Lead Agency	Project Name	Project Description	Description of Changes
Project #1 Key 21570 Re-Added Project	71083	ODOT	<b>I-5: Columbia River (Interstate) Bridge</b>	Planning and design activities for the replacement of the I-5 Interstate Bridge between Oregon and Washington. Replacing the bridge will improve traffic and mobility for freight and the public traveling across the river.	<b>RE-ADD NEW PROJECT:</b> The formal amendment adds the PE phase and \$71 million dollars for this bi-state effort to implement NEPA, design, and cost development actions for a possible future replacement of the I-5 bridges across the Columbia River

Below is a summary list of key acronyms used in the report:

- ADVCON = Generic Advance Construction fund type code used as a placeholder where the future federal fund code is not yet known.
- Cons = Construction phase
- EIS = Environmental Impact Study
- FFY = Federal Fiscal Year (e.g. October 1 through September 30)
- FTA = Federal Transit Administration
- FHWA = Federal Highways Administration
- FMIS = FHWA's Financial Management Information System
- I-5 = Interstate 5
- LPA = Locally Preferred Alternative
- MP = Mile Post limit markers on the State Highway system
- MPO = Metropolitan Transportation Planning organization
- NEPA = National Environmental Policy Act
- NHPP = Federal National Highway Performance Program funds appropriated to ODOT
- ODOT = Oregon Department of Transportation
- OTHER = Local funds committed by an agency in support of a project above the required federal match
- PE = Preliminary Engineering
- ROW/RW = Right of Way phase
- RTC = Southwest Washington Regional Transportation Council (Metro's equivalent MPO representing southwest Washington)
- WSDOT = Washington Department of Transportation

#### **TPAC November 5, 2021 Summary:**

TPAC members received their notification and an overview of the amendment from Metro and ODOT staff. Several public members provided testimony and conveyed their opinions about the I-5 Interstate Bridge (IBR) Replacement Project. Virtually all of the testimony was in opposition of the IBR project. The comments in opposition ranged from funding issues, potential impacts if tolling would be included, design unknowns, and no travel demand options (TDM).

Staff explained the purpose of the MTIP amendment was to add \$71 million split between ODOT and WSDOT on top of the existing \$9 million allowing preliminary engineering actions to occur. Staff also explained that per Metro Council direction, the project includes a special amendment performance evaluation to assess how well the project satisfies the Regional Transportation Plan's (RTP) core goals of climate, congestion reduction, safety, and equity. Since PE is being funded at this time, the amendment evaluation is will initially focus on broader compliance areas due to the final alternative not being known. A follow-on amendment evaluation will occur later when the design details are better known.

TPAC members asked several questions about the PE phase objectives and consideration of specific scope elements for the final alternative. Questions focused on possible final alternative configurations, inclusion of a transit component, if the number of through lanes will change, if the project will rely on auxiliary lanes, how the final alternative will be modeled, and generally where scope clarity could be provided. Overall, TPAC members expressed positive comments in support of the project, but also formally requested as part of the approval motion that ODOT provide periodic updates about design, costs, etc. to TPAC as the project progresses through NEPA and design.

After the discussion, TPAC members voted unanimously to provide an approval recommendation to JPACT to approve Resolution 21-5217 and add the PE phase to the IBR project to the MTIP.

<b>Project 1</b>	<b>I-5: Columbia River (Interstate) Bridge (Re-activated New Project)</b>		
Lead Agency:	ODOT		
ODOT Key Number:	21570	MTIP ID Number:	71083
Project Description and Overview:	Project Snapshot:		
	<ul style="list-style-type: none"> <li>• <b><u>Quick Amendment Summary:</u> The amendment re-adds Key 21570 to the 2021-26 MTIP to add the PE phase and funding for both ODOT and WSDOT to implement required NEPA, design, and cost development activities in support of a future possible replacement of the I-5 bridges over the Columbia River</b></li> <li>• <u>Metro SFY 2022 UPWP Project:</u> No</li> <li>• <u>Proposed improvements:</u> The amendment only adds partial funding for the PE phase for the project. \$71 million total is added upon the earlier \$9 million ODOT obligated for pre-NEPA project feasibility Planning work. The final complete project will focus on the replacement of the I-5 bridges across the Columbia River.  A summary of the PE phase activities will focus on:             <ul style="list-style-type: none"> <li>○ Completing a supplemental NEPA Environmental Impact Study (EIS)</li> <li>○ Identifying and evaluating possible design alternatives</li> <li>○ Examining opportunity cost in moving forward with the project</li> <li>○ Completing public outreach, obtaining public comments, and determining public support for the project</li> <li>○ Narrowing and selecting a locally preferred alternative,</li> <li>○ Developing more refined and accurate cost estimates,</li> <li>○ Developing an appropriate funding plan</li> <li>○ Working on securing required funding</li> <li>○ Developing an appropriate delivery schedule</li> <li>○ Determining right-of way (ROW) requirements and possible issues</li> <li>○ Completing final design and requirements to move forward and complete ROW and construction</li> </ul> </li> <li>• <u>Source:</u> Re-add the New Project. Key 21570 was first added to the 2018-21 MTIP planning project to address the feasibility of replacing the I-5 bridges over the Columbia River. ODOT committed a total of \$9 million to the feasibility study which was initiated in FY 2020.</li> </ul>		

Metro Transportation tracker | Welcome Ken Lobeck (Admin) | [Logout](#) | [Glossary](#) | [Documentation](#)

home admin RTP RFFA MTIP FUND search

Details costs programming map amendments obligations carmarks comments

ODOT Key: 21570 | MTIP ID: 71083  
I-5: Columbia River (Interstate) Bridge - Cycle 2018-21

Project(s) in this cycle are not editable

Current Programming

phase	year	fund type	federal amount	minimum local match	other amount	total	hold from mtip
Planning	2020		\$8,299,800	\$700,200	\$0	\$9,000,000	<input type="checkbox"/>
	2016	ACPD (92.22%)	\$8,299,800	\$700,200	\$0	\$9,000,000	
Totals >>			\$8,299,800	\$700,200	\$0	\$9,000,000	

- **Amendment Action:** Add New Project  
Only the PE phase is being added through this formal amendment. The total funding of \$71 million being added represents partial funding which is estimated will cost \$205 million to complete.
- **Additional Amendment Performance Evaluation Required:** Yes.  
The full project exceeds \$100 million and is considered a capacity enhancing project. Amendment Performance Evaluations will be completed during the life of the project focusing how well the project performs against the RTP's core four goals: Congestion Relief, Climate, Equity, and Safety.
- **Funding:**
  - Project development work began with the commitment of \$9 million as initially programmed in Key 21570
  - Six Million was approved by OTC in September 2020 for the project. It was then followed by a second approval of \$30 million during OTC's March 2021 meeting.
  - The PE phase is now being initiated with \$36 million committed by ODOT.
  - WSDOT has committed \$35 million to support PE
  - The funding committed as part of this amendment is \$71 million
  - The estimated total cost to complete the PE phase is \$205 million
- **FTA Conversion Code:** N/A. No FTA funds are included at this time.
- **Location, Limits and Mile Posts:**
  - Location: On I-5 in northwest Portland across the Columbia River to Vancouver, WA.
  - Cross Street Limits: Approximately Marine Dr. on Portland across the Columbia River to Mill Plain Blvd in Vancouver, WA.
  - Overall Mile Post Limits: MP 306.70 to MP 308.72
- **Current Status Code:** 2 = Pre-design/project development activities (pre-NEPA) (ITS = ConOps.)
- **Air Conformity/Capacity Status:**  
With only PE being programmed, the I-5 IBR project still is considered a planning project and not a "capacity enhancing" project. The project is considered exempt from air quality conformity analysis per 40 CFR 93.126, Table 2, Other – Planning and Technical Studies.



	<p>The full project is capacity enhancing and will require transportation modeling and air quality analysis to be completed. The full project is included in the 2018 RTP where transportation modeling and air quality analysis was completed. The current RTP project ID is 10893. The PE phase will produce the final preferred alternative and will be included in the 2024 RTP where updated transportation modeling and air quality analysis will be completed.</p> <ul style="list-style-type: none"> <li>• <u>Regional Significance Status:</u> The project is regionally significant. The project is located on the Metro Motor Vehicle regional network, contains federal funds, and includes capacity enhancing scope of work elements.</li> <li>• <u>Amendment ID and Approval Estimates:</u> <ul style="list-style-type: none"> <li>○ STIP Amendment Number: 21-24-1433</li> <li>○ MTIP Amendment Number: NV22-02-NOV2</li> <li>○ OTC approval required: Yes. The \$36 million committed by ODOT for PE was approved by OTC during their March 2021 meeting.</li> <li>○ Metro approval date: Tentatively scheduled for December 9, 2021</li> </ul> </li> </ul>
<p>What is changing?</p>	<p><b><u>AMENDMENT ACTION: RE-ADD NEW PROJECT:</u></b></p> <p>The formal amendment re-adds Key 21570 with a total of \$71 million programmed for the PE phase. Split between ODOT and WSDOT.</p> <p><i><u>MTIP Background Summary</u></i></p> <p>The I-5 Interstate Bridge Replacement (IBR) project dates back to 2004 when it was called the I-5 Columbia River Crossing (CRC) project. The I-5 CRC project progressed into PE and obtained a NEPA Record of Decision Environmental Impact Statement (EIS) as of 2011. Due to funding and other issues, the project did not move forward and no programming in the 2015-18 MTIP occurred. The feasibility project with \$9 million was added to the 2018-21 MTIP in FFY 2020. The PE phase is now being proposed for addition to the 2021-26 MTIP through Key 21570 with a total of \$71 million committed to PE activities. The \$71 million represents PE phase partial funding as the phase is estimated to cost \$205 million.</p> <p>A more detailed history and goals for the project is included in Attachment 1</p>



The summary of the PE programming goals over the next four years as discussed in the Project Information Worksheet are shown below:

- Complete the federal environmental review process
- Obtain necessary state and federal permits
- Finalize project design
- Develop a finance plan
- Secure adequate funding
- Complete right of way acquisition
- Advertise for construction

The PE phase through completion of NEPA and final design will address many questions about the merits of project. Typical questions the PE phase is intended to answer will include the following:

- Is there a clear purpose and need for the project?
- How will the project be funded?
- What are the environmental impacts if the project is built?
- What are the opportunity costs if the project is build, or if not built?
- What are the possible design alternatives
- Why is the final selected preferred alternative the best choice for the project?
- Is this a project that that provides regional benefits and is supported by the public?

*The MTIP and National Environmental Policy Act (NEPA) Process:*

Based on previous planning activities, the IBR program estimates it will take three to five years to complete the environmental review process and obtain federal approval before beginning construction. The environmental review process began in 2021.

Completing the Supplemental Environmental Impact Statement (EIS) in the NEPA process is a key part of the PE phase. Through NEPA, various studies and assessments will occur to complete the environmental review. The environmental review under NEPA can involve three different levels of analysis:

1. Categorical Exclusion determination (CATEX)

2. Environmental Assessment/Finding of No Significant Impact (EA/FONSI)

3. Environmental Impact Statement (EIS)

An EIS is the most detailed environmental review that can occur under the NEPA process. Federal agencies prepare an Environmental Impact Statement (EIS) if a proposed major federal action is determined to significantly affect the quality of the human environment. The regulatory requirements for an EIS are more detailed and rigorous than the requirements for an EA. Areas of review within a EIS include an evaluation if the project will:

- Have significant adverse effects on public health or safety.
- Have significant adverse effects on such natural resources and unique geographic characteristics as historic or cultural resources; park, recreation or refuge lands; wilderness areas; wild or scenic rivers; national natural landmarks; sole or principal drinking water aquifers; prime farmlands; wetlands; floodplains ; national monuments; migratory birds ; and other ecologically significant or critical areas under Federal ownership or jurisdiction.
- Have highly controversial environmental effects or involve unresolved conflicts concerning alternative uses of available resources [NEPA Section 102(2)(E)].
- Have highly uncertain and potentially significant environmental effects or involve unique or unknown environmental risks.
- Have a precedent for future action or represent a decision in principle about future actions with potentially significant environmental effects.
- Have a direct relationship to other actions with individually insignificant but cumulatively significant environmental effects.
- Have significant adverse effects on properties listed or eligible for listing on the National Register of Historic Places as determined by either the bureau or office, the State Historic Preservation Officer, the Tribal Historic Preservation Officer, the Advisory Council on Historic Preservation, or a consulting party under 36 CFR 800.
- Have significant adverse effects on species listed, or proposed to be listed, on the List of Endangered or Threatened Species, or have significant adverse effects on designated Critical Habitat for these species.

- Have the possibility of violating a Federal law, or a State, local, or tribal law or requirement imposed for the protection of the environment.
- Have the possibility for a disproportionately high and adverse effect on low income or minority populations (Executive Order 12898).
- Have the possibility to limit access to and ceremonial use of Indian sacred sites on Federal lands by Indian religious practitioners or significantly adversely affect the physical integrity of such sacred sites (Executive Order 13007).
- Have the possibility to significantly contribute to the introduction, continued existence, or spread of noxious weeds or non-native invasive species known to occur in the area or actions that may promote the introduction, growth, or expansion of the range of such species (Federal Noxious Weed Control Act and Executive Order 13112).

As a result of completing the EPA process, not only are the environmental impacts identified, a clear purpose and need for the project is produced along with the opportunity costs for and against the identified project alternatives. Another key result of the NEPA provides interested persons the opportunity to comment and provide feedback about the project. Through community outreach workshops and public hearings, the NEPA process provides interested persons these opportunities.

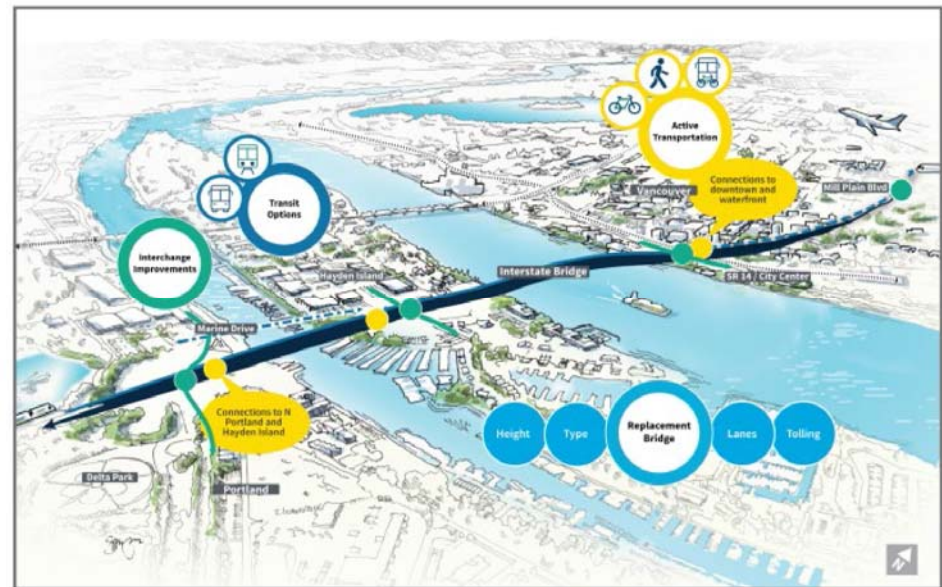
Staff raises this observation to differentiate the MTIP process and opportunity to provide comments or testimony via the NEPA process. The MTIP opportunity to comment focuses more on process delivery issues related to fiscal constraint and RTP consistency areas.

The MTIP represents a six-year snapshot of projects proposed to be implemented in support of and consistent with the RTP. The MTIP's Formal Amendment comment period allows an opportunity to provide feedback on the expected federal delivery process for the project. It provides a safety net to address fiscal constraint or RTP consistency issues related to the expected delivery of a federally funded project.

The focus on the merits of a project for the region is best served through the NEPA process and the opportunities to comment provided the public. The MTIP's comment process addresses possible technical delivery and compliance issues with federal delivery requirements. However, once a project has been added to the MTIP, the MTIP does not consider whether it is good or bad, but a choice the region has made for regional transportation system improvements consistent with the goals and strategies adopted in the RTP.

Agency staff and public members are encouraged to use the comment opportunities within NEPA to express their opinions in favor or against a federally funded project. NEPA offers a much greater range of comment opportunities early in the life of the proposed project.

Additional Details:



Why a Formal amendment is required?

Per the FHWA/FTA/ODOT/MPO approved Amendment Matrix, adding a new project to the MTIP requires a full/formal amendment.

Total Programmed Amount:

This amendment adds \$71 million for PE to Key 21570. The \$71 million reflects PE partial programming for an estimated phase cost of \$205 million. The total project cost estimate ranges from \$3.2 billion to \$4.8 billion and will depend upon the final selected alternative for the project.

Added Notes:

- Four Included Attachments:
1. Project Information Worksheet and addendum for MTIP Amendment: K21570 I-5: Columbia River Interstate Bridge and supplemental material

2. March 21, 2021 OTC Meeting Minutes
3. MTIP Amendment Performance Evaluation
4. Metro Council Work Session MTIP Amendment Preview Memo

Summary of Funding Verification – OTC Action  
Note: Full Item included as Attachment 2

**OREGON TRANSPORTATION COMMISSION**

**Minutes of the Regular Business Meeting  
March 11, 2021  
Salem, Oregon**

The regular meeting began at 9:00 a.m. at the Oregon Department of Transportation Headquarters in Salem, Oregon.

***Critical Needs***

ODOT has identified the following critical needs to be addressed during the course of this STIP. All of these projects are required based on direction from the Legislature, Governor, or a legal requirement, or are critical to wildfire recovery or implementation of the Strategic Action Plan.

<b>Project/Program</b>	<b>Description</b>	<b>Amount</b>
Tolling Development and Implementation	Fund NEPA and system development through 2022	\$60,000,000
Interstate Bridge Replacement Program	Fund program development through 2024	\$30,000,000
ADA 2023-2024 Projects	Construct ADA projects through remainder of 2021-2024 STIP	\$57,810,687
OR 99 Coleman Creek – Glenwood	Add shoulders/bike lanes, safe crossings, transit stops, and sidewalks for a mile along OR99	\$8,000,000
I-5 Boone Bridge	Fund portion of project development through 2023	\$3,700,000
Multimodal Corridor Network	Funds SAP multimodal network definition and funding prioritization work through 2023	\$650,000
<b>Total</b>		<b>\$160,160,687</b>

As noted above, in January the OTC allocated \$147 million to ADA curb ramps for projects in 2021-2022. In addition, ODOT proposes to program \$32,189,314 for ADA ramps from COVID-19 relief funding. The amount listed above for ADA is the additional amount needed for projects in 2023-2024 beyond the amount already allocated in January and proposed from the COVID-19 relief funding.



**Oregon**

Kate Brown, Governor

**Oregon Transportation Commission**

Office of the Director, MS 11

355 Capitol St NE

Salem, OR 97301-3871

**DATE:** September 14, 2020  
**TO:** Oregon Transportation Commission

**FROM:** Kristopher W. Strickler  
 Director

**SUBJECT:** **Agenda F** – Allocation of Oregon’s Federal-Aid Highway Program Redistribution Funding for Fiscal Year 2020

Oregon Transportation Commission  
 September 14, 2020  
 Page 2

Program/Project	Proposed Amount	Notes
Interstate Bridge Replacement Program	\$6 million	An additional \$2 million for IBR over the amount approved in August would bring Oregon funding to \$15 million total; Washington has provided \$35 million. Additional funding to cover needs in future years of the 2021-2024 STIP will be proposed in the 2021-2024 STIP update this fall.
Tolling implementation	\$4.4 million	This provides additional funding needed by the tolling program for work currently under contract. Additional funding to cover needs in future years of the 2021-2024 STIP will be proposed in the 2021-2024 STIP update this fall.
Disadvantaged Business Enterprise Supportive Services Program	\$1 million	This funding would significantly expand ODOT’s DBE Supportive Services Program to assist minority, disadvantaged, and women owned business enterprises to build capacity and compete for contracts within Oregon’s transportation contracting industry, including construction, professional and other related services.
<b>Total</b>	<b>\$44.9 million</b>	

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 be 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 constrained project list 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: See Attachment A, supplemental analysis completed for large, motor vehicle capacity projects.
- 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:
  - Consistent with the supplemental 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.
  - Programming determined to be reasonable of phase obligation timing and is consistent with project delivery schedule timing.

<b>ODOT-FTA-FHWA Amendment Matrix</b>
<b>Type of Change</b>
<b>FULL AMENDMENTS</b>
1. Adding or cancelling a federally funded, and regionally significant project to the STIP and state funded projects which will potentially be federalized
2. Major change in project scope. Major scope change includes: <ul style="list-style-type: none"> <li>• Change in project termini - greater than .25 mile in any direction</li> <li>• Changes to the approved environmental footprint</li> <li>• Impacts to AQ conformity</li> <li>• Adding capacity per FHWA Standards</li> <li>• Adding or deleting worktype</li> </ul>
3. Changes in Fiscal Constraint by the following criteria: <ul style="list-style-type: none"> <li>• FHWA project cost increase/decrease:                             <ul style="list-style-type: none"> <li>• Projects under \$500K – increase/decrease over 50%</li> <li>• Projects \$500K to \$1M – increase/decrease over 30%</li> <li>• Projects \$1M and over – increase/decrease over 20%</li> </ul> </li> <li>• All FTA project changes – increase/decrease over 30%</li> </ul>
4. Adding an emergency relief permanent repair project that involves substantial change in function and location.
<b>ADMINISTRATIVE/TECHNICAL ADJUSTMENTS</b>
1. Advancing or Slipping an approved project/phase within the current STIP (If slipping outside current STIP, see Full Amendments #2)
2. Adding or deleting any phase (except CN) of an approved project below Full Amendment #3
3. Combining two or more approved projects into one or splitting an approved project into two or more, or splitting part of an approved project to a new one.
4. Splitting a new project out of an approved program-specific pool of funds (but not reserves for future projects) or adding funds to an existing project from a bucket or reserve if the project was selected through a specific process (i.e. ARTS, Local Bridge...)
5. Minor technical corrections to make the printed STIP consistent with prior approvals, such as typos or missing data.
6. Changing name of project due to change in scope, combining or splitting of projects, or to better conform to naming convention. (For major change in scope, see Full Amendments #2)
7. Adding a temporary emergency repair and relief project that does not involve substantial change in function and location.



- Reviewed and initially assessed for Performance Measurement impacts: See Attachment A, supplemental analysis completed for large, motor vehicle capacity projects.
- MPO responsibilities completion:
  - Completion of the required 30 day Public Notification period:
  - Project monitoring, fund obligations, and expenditure of allocated funds in a timely fashion.
  - Acting on behalf of USDOT to provide the required forum and complete necessary discussions of proposed transportation improvements/strategies throughout the MPO.

**APPROVAL STEPS AND TIMING**

Metro’s approval process for formal amendment includes multiple steps. The required approvals for the November #2 2021 Formal MTIP amendment (NV22-03-NOV2) will include the following:

<u>Action</u>	<u>Target Date</u>
• Initiate the required 30-day public notification process.....	November 2, 2021
• TPAC notification and approval recommendation.....	November 5, 2021
• <b>JPACT approval and recommendation to Council.....</b>	<b>November 18, 2021</b>
• Completion of public notification process.....	December 1, 2021
• Metro Council approval.....	December 2, 2021

Notes: If the comment period results in significant comments that require follow-on discussions about the amendment, they will be presented to Metro Council. Metro Council will determine if the amendment should be suspended and returned for JPACT for further discussions.

USDOT Approval Steps (The below time line is only an estimate):

<u>Action</u>	<u>Target Date</u>
• Amendment bundle submission to ODOT for review.....	December 17, 2021
• Submission of the final amendment package to USDOT.....	December 17, 2021
• ODOT clarification and approval.....	Mid-January 2022
• USDOT clarification and final amendment approval.....	Mid-January 2022

**ANALYSIS/INFORMATION**

1. **Known Opposition:** Chris Smith of the No More Freeways Coalition testified in opposition to this amendment at the October 21, 2021 JPACT meeting.
2. **Legal Antecedents:**
  - a. Amends the 2021-24 Metropolitan Transportation Improvement Program adopted by Metro Council Resolution 20-5110 on July 23, 2020 (FOR THE PURPOSE OF ADOPTING THE 2021-2024 METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM FOR THE PORTLAND METROPOLITAN AREA).
  - b. Oregon Governor approval of the 2021-24 MTIP: July 23, 2020
  - c. 2021-2024 Statewide Transportation Improvement Program (STIP) Approval and 2021 Federal Planning Finding: September 30, 2020
3. **Anticipated Effects:** Enables the projects to obligate and expend awarded federal funds, or obtain the next required federal approval step as part of the federal transportation delivery process.
4. **Metro Budget Impacts:** None to Metro

**RECOMMENDED ACTION:**

**TPAC received their notification on November 5, 2021 and is now providing their approval recommendation to JPACT to approve Resolution 21-5217 consisting of adding the PE phase for ODOT and WSDOT's I-5 Interstate Bridge Replacement project with \$71 million of funding for Preliminary Engineering.**

Four Attachments:

1. Project Information Worksheet and addendum for MTIP Amendment: K21570 I-5: Columbia River Interstate Bridge and supplemental material
2. March 21, 2021 OTC Meeting Minutes
3. MTIP Amendment Performance Evaluation
4. Metro Council Work Session MTIP Amendment Preview Memo

**5.2 Resolution No. 21-5220, For the Purpose of  
Adopting the 2021 Regional Transportation System  
Management and Operations Strategy Replacing the  
2010 Regional 2010-2020 Transportation Systems  
Management and Operations Action Plan**

*Action Items*

Joint Policy Advisory Committee on Transportation  
Thursday, November 18, 2021

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ADOPTING THE 2021	)	RESOLUTION NO. 21-5220
REGIONAL TRANSPORTATION SYSTEM	)	
MANAGEMENT AND OPERATIONS	)	Introduced by Chief Operating Officer
STRATEGY, REPLACING THE 2010	)	Marissa Madrigal in concurrence with
REGIONAL 2010-2020 TRANSPORTATION	)	Council President Lynn Peterson
SYSTEMS MANAGEMENT AND OPERATIONS	)	
ACTION PLAN	)	

WHEREAS, the Regional Transportation Plan (RTP) is the federally-recognized metropolitan transportation plan for the greater Portland region, and must be updated every five years; and

WHEREAS, the Metro Council adopted the 2010 RTP by Ordinance No. 10-1241B on June 10, 2010, which included the region’s first Regional Transportation Systems Management and Operations (TSMO) Action Plan as a component of the RTP; and

WHEREAS, the 2010 TSMO Action Plan gave direction to the regional TSMO program partners to collaborate and invest in multimodal traffic management, traveler information, traffic incident management and transportation demand management strategies to effectively and efficiently manage the region’s transportation system; and

WHEREAS, the Metro Council adopted the 2018 RTP by Ordinance No. 18-1421 on December 6, 2018, which identified four overarching policies for improving our regional transportation system – equity, safety, climate and congestion relief emerging technology – and reaffirmed the need to effectively and efficiently manage our regional transportation system; and

WHEREAS, federal law requires metropolitan planning organizations such as Metro to adopt a Congestion Management Process with performance measures and targets; and

WHEREAS, ongoing efforts to address congestion in the region include directing growth in designated centers and corridors served by high-quality transit in combination with investments in system and demand management strategies, improving transit service and reliability, increasing bicycle and pedestrian connections and adding roadway capacity in targeted ways; and

WHEREAS, in 2021 Metro convened an 11-member TSMO Stakeholder Advisory Committee (SAC) consisting of Metro’s Planning and Development Deputy Director, transportation engineers, planners, operators, researchers, transportation agency leaders and community leaders tasked with applying an equity focus to the TSMO vision, goals, objectives, performance measures, targets and actions; and

WHEREAS, Metro and the Oregon Department of Transportation (ODOT) and consultants formed a project team that engaged stakeholders through a survey, an online workshop, interviews, focus groups, and discussions with the Metro Council and regional technical and policy advisory committees, including the TSMO SAC, the Transportation Policy Alternatives Committee (TPAC), TransPort (a subcommittee of TPAC) and the Joint Policy Advisory Committee on Transportation (JPACT) between December 2020 through August 2021; and

WHEREAS, the 2021 TSMO Strategy establishes a new regional vision, goals, objectives, performance measures, targets and actions to provide reliable, agile, and connected travel choices so that all users are free from harm, and to eliminate the disparities experienced by Black, Indigenous, people of color and people with low income; and

WHEREAS, the 2021 TSMO Strategy will replace the 2010 TSMO Action Plan and inform development of the 2023 RTP; and

WHEREAS, Metro held a 30-day public comment period on the 2021 TSMO Strategy from September 24 to October 25, 2021; and

WHEREAS, on November 18, 2021, JPACT recommended approval of the 2021 TSMO Strategy by the Metro Council; now therefore,

BE IT RESOLVED THAT:

1. The Metro Council hereby adopts as a component of the 2018 RTP the 2021 TSMO Strategy, as shown in the attached Exhibit A and amended by the "Summary of Comments Received and Recommended Actions" in Exhibit C.
2. The "Summary of Comments Received and Recommended Actions," attached as Exhibit C, is incorporated by reference and any amendments reflected in the recommended actions are included in Exhibit A.

ADOPTED by the Metro Council this \_\_\_\_\_ day of December, 2021.

---

Lynn Peterson, Council President

Approved as to Form:

---

Carrie MacLaren, Metro Attorney

**5.2 Resolution No. 21-5220, For the Purpose of  
Adopting the 2021 Regional Transportation System  
Management and Operations Strategy Replacing the  
2010 Regional 2010-2020 Transportation Systems  
Management and Operations Action Plan**

**[Exhibit A](#)**

*Action Items*

Joint Policy Advisory Committee on Transportation  
Thursday, November 18, 2021

*This page is intentionally blank.*



Exhibit B

# 2021 TSMO Strategy Appendices



*This page is intentionally blank.*



Appendix A

**List of TSMO Projects  
Planned in 2010**

## 2010 TSMO Planned Projects

Project	Timeframe	Goals				Capital \$ Planned by 2020	OM \$ Planned by 2020
		Reliability	Safety and Security	Quality of Life	Traveler Information		
<b>Region Wide Projects</b>							
Operate and Maintain Regional ITS Communications Network	Ongoing	x				\$ -	\$ 1,000,000
Active Traffic Management RCTO	1-5 years	x				\$ 350,000	\$ -
Transit Priority Treatment Performance Measurement	1-5 years	x				\$ 200,000	\$ 2,000,000
Region-wide Access Management Strategies	6-10years		x			\$ 500,000	\$ -
Enhance Regional Traffic Signal System	1-5 years	x				\$ 12,000,000	\$ 500,000
Implement Freight Data Collection System	6-10years	x				\$ 50,000	\$ 500,000
Congestion Pricing/ High Occupancy Toll Lanes	1-5 years			x		\$ 5,000,000	\$ -
Active Traffic Management Pilot Project	6-10years	x				\$ 5,000,000	\$ 500,000
Next Generation Transit Signal Priority System	6-10years	x				\$ 500,000	\$ 500,000
24-Hour Transportation Operations Coverage	Beyond 10 years	x			x	\$ -	\$ -
Automated Speed Enforcement	Beyond 10 years		x			\$ 1,000,000	\$ -
Portland OR Regional Transportation Data Archive Listing (PORTAL) Enhancements	Ongoing				x	\$ -	\$ 1,000,000
Multi-modal traveler data and tools	Ongoing				x	\$ -	\$ 1,500,000
Park & Ride Traveler Information	Ongoing				x	\$ 500,000	\$ 1,500,000
TripCheck Travel Information Portal (TTIP) Enhancement	1-5 years				x	\$ 3,000,000	\$ 20,000,000
Arterial Performance Measure	1-5 years	x				\$ 750,000	\$ 1,000,000
Transit Performance Measurement System	1-5 years			x		\$ 350,000	\$ 500,000
Incident Management	1-5 years	x				\$ 2,000,000	\$ 2,000,000
Expand Incident Management Teams/Training	1-5years		x			\$ -	\$ 5,000,000
Integrate Voice and Data Networks	6-10years		x			\$ 10,000,000	\$ 2,500,000
Emergency Responders GIS System Upgrades	6-10years		x			\$ 200,000	\$ 250,000
Dynamic Routing and Preemption Pilot Project	Beyond 10 years	x				\$ 500,000	\$ -
Collaborative Marketing	Ongoing			x		\$ -	\$ 9,750,000
Employer Services	Ongoing			x		\$ -	\$ 10,000,000
Rideshare Services	Ongoing			x		\$ -	\$ 3,600,000
Measurement	Ongoing	x				\$ -	\$ 1,500,000
TSMO Program	Ongoing	x				\$ -	\$ 3,350,000
Parking Management Strategy	1-5 years			x		\$ 100,000	\$ -
Parking Management Pilot Program	1-5 years			x		\$ -	\$ 1,000,000
Smartcard fare system RCTO	1-5 years	x				\$ 100,000	\$ -
Smartcard fare system pilot project	1-5 years	x				\$ 12,000,000	\$ -
Youth transit pass program	6-10years			x		\$ -	\$ 500,000
Youth transit pass program	1 year (6-10 years)			x		\$ -	\$ 15,000,000
Regional Incentive/Disincentive System	Beyond 10 years	x				\$ 9,000,000	\$ -
<b>Region-Wide Totals</b>						<b>\$ 63,100,000</b>	<b>\$ 84,950,000</b>

## 2010 TSMO Planned Projects

Project	Timeframe	Goals				Capital \$ Planned by 2020	OM \$ Planned by 2020
		Reliability	Safety and Security	Quality of Life	Traveler Information		
<b>Corridor Projects</b>							
1. Portland Central City to Vancouver	Varies	x	x	x	x	\$ 7,030,000	\$ 43,210,000
2. Portland Central City to Tualatin		x	x	x	x	\$ 15,760,000	\$ 17,302,000
3. Tualatin to Wilsonville		x	x	x	x	\$ 2,900,000	\$ 10,448,000
4. Portland City Central Loop		x	x	x	x	\$ 7,615,000	\$ 14,705,900
5. Portland Central City to Gateway		x	x	x	x	\$ 17,830,000	\$ 9,828,330
6. Gateway to Troutdale, Wood Village, and Fairview		x	x	x	x	\$ 20,650,000	\$ 17,507,000
7. Tualatin to Oregon City		x	x	x	x	\$ 650,000	\$ 1,262,000
8. Oregon City to Gateway		x	x	x	x	\$ 13,900,000	\$ 21,247,000
9. Gateway to Clark County		x	x	x	x	\$ 6,420,000	\$ 3,510,000
10. Portland Central City to Milwaukie		x	x	x	x	\$ 4,480,000	\$ 9,175,000
11. Milwaukie to Clackamas		x	x	x	x	\$ 1,400,000	\$ 3,847,000
12. Interstate 205 to Rock Creek Junction		x	x	x	x	\$ 4,160,000	\$ 4,097,000
13. Rock Creek Junction to US 26		x	x	x	x	\$ 3,400,000	\$ 1,172,000
14. Oregon City to Willamette Valley		x	x	x	x	\$ 5,390,000	\$ 792,000
15. Troutdale/Wood Village/Fairview to Damascus		x	x	x	x	\$ 15,400,000	\$ 2,060,000
16. Rivergate to Interstate 5		x	x	x	x	\$ 10,475,000	\$ 4,735,000
17. Interstate 5 to Columbia Shore South		x	x	x	x	\$ 8,300,000	\$ 5,183,330
18. Portland Central City to Columbia County		x	x	x	x	\$ 600,000	\$ 3,752,000
19. Beaverton to Tigard		x	x	x	x	\$ 11,200,000	\$ 22,595,000
20. Tigard/Tualatin to Sherwood		x	x	x	x	\$ 13,000,000	\$ 4,800,000
21. Portland Central City to Beaverton		x	x	x	x	\$ 15,410,000	\$ 10,020,000
22. Beaverton to North Plains		x	x	x	x	\$ 29,150,000	\$ 7,417,000
23. Forest Grove to North Plains		x	x	x	x	\$ 950,000	\$ 2,667,000
<b>Corridor Totals</b>						<b>\$ 216,070,000</b>	<b>\$ 221,332,560</b>

**Notes:**

Costs do not include projects in the 11+ year timeframe

Assumes projects in timeframe "1-5 years" and "through 10 years" were all active for 10 years, and projects in the timeframe "6-10 years" were active for 5 years. Projects in the "11+ years" timeframe were not included in this total.

*This page is intentionally blank.*



Appendix B  
**SAC Member List**

## 2021 TSMO Strategy Stakeholder Advisory Committee

Margi Bradway, Metro's Deputy Director of Planning & Development

Kate Freitag, ODOT's Region 1 Traffic Engineer, TransPort Chair

Millicent Williams, former Portland Bureau of Transportation's Deputy Director

Wendy Cawley, Portland Bureau of Transportation's City Engineer

Joe Marek, Clackamas County's Transportation Safety Program Manager

Lisha Shrestha, Division Midway Alliance's Executive Director

Debra Dunn, Synergy Resources Group's President and Founder, Oregon Environmental Council Board Member

Avi Unnikrishnan, Ph.D., Portland State University's Professor, Dept. of Civil and Environmental Engineering

Matt Ransom, Southwest Washington Regional Transportation Council's Executive Director

Geoff Bowyer, ODOT's Region 1 Traffic Management Operations Center

Jon Santana, TriMet's Interim Executive Director of Transportation

*This page is intentionally blank.*





Appendix C

# Vision & Goals Memo + Objectives Memo

# Memorandum

Date: March 16, 2021  
To: Caleb Winter, Metro and Scott Turnoy, ODOT  
From: Briana Calhoun, Kara Hall, and Chris Grgich, Fehr & Peers  
Subject: **DRAFT Vision & Goals for the 2021 Transportation Systems Management and Operations Strategy**

*PT20-0045 ODOT Key 21411*

Metro, the Oregon Department of Transportation (ODOT), and their partner agencies are collaborating to develop the 2021 Regional Transportation Systems Management and Operations Strategy (2021 TSMO Strategy).

The 2021 TSMO Strategy will position the region to collaboratively manage the transportation system in a rapidly changing environment while achieving regional goals such as safety, equity, vibrant communities, shared prosperity, and a healthy environment.

This memorandum presents two components essential to creating a Strategy that meets the needs of the region, the vision and goals.

The **vision** presented below, is an aspirational statement that is clear on what TSMO stakeholders are trying to achieve through investments and collaboration.

This is followed by six **goals**, which provide strategic direction for collaboration and investment decisions to make progress toward the vision over the next 10 years.

Input gathered during the first Stakeholder Advisory Committee (SAC) workshop was used to inform development of the draft vision and goals. During the meeting, committee members were asked to share what components of the existing transportation system the Strategy should protect, what it should create, and what it should avoid. Input provided during the workshop resulted in the identification of four themes that the vision and goals should address:

- **Equity:** all people can travel and all voices are heard
- **Safety:** all people can travel without harm
- **Access and Choice:** all people can access and choose different modes when traveling
- **Coordination and Collaboration:** continued communication across agencies and state lines, within agency departments, and with the public

## 2021 TSMO Strategy Vision

Following the SAC workshop, several vision statements were developed for consideration by the Project Management Team (PMT). Collaboration with the PMT, resulted in selection of the draft vision statement below as the aspirational statement that sets the path for what this strategy will achieve over the long-term.



**Collaborate to provide reliable, agile, and connected travel choices so that all users are free from harm, and to eliminate the disparities experienced by people of color and historically marginalized communities.**

## 2021 TSMO Strategy Goals

With Metro staff input, Fehr & Peers developed six goals to provide broad strategic direction for what TSMO stakeholders are trying to achieve through investments and collaboration. The goal themes and statements are presented in **Table 1**. We drafted these goals to advance the vision for the 2021 TSMO Strategy and show they align with other regional plans, contributing to consistent policy within the region. Two goals, **Eliminate Disparities** and **Plan for the Future** were not part of the 2010-2020 TSMO Plan; however, they are supported by ODOT's Oregon Transportation Plan (OTP) and Oregon Highway Plan (OHP) and/or Metro's Regional Transportation Plan (RTP).



**Table 1. Draft Goals**

2021 TSMO Strategy Goals	Similar Goals	2018 RTP Pillar
<p><b>Free from Harm:</b> Create a transportation system where all users are free from harm.</p>	<ul style="list-style-type: none"> <li>• 2010 TSMO Plan</li> <li>• Metro RTP</li> <li>• ODOT OTP</li> </ul>	<ul style="list-style-type: none"> <li>• Safety &amp; Equity</li> </ul>
<p><b>Regional Partnerships/Collaboration:</b> Collaborate as effective stewards of the transportation system.</p>	<ul style="list-style-type: none"> <li>• 2010 TSMO Plan</li> <li>• Metro RTP</li> <li>• ODOT OTP</li> </ul>	<ul style="list-style-type: none"> <li>• Accountability, Safety, &amp; Reliability</li> </ul>
<p><b>Eliminate Disparities:</b> Eliminate the disparities in the transportation system experienced by people of color and historically marginalized communities.</p>	<ul style="list-style-type: none"> <li>• Metro RTP</li> </ul>	<ul style="list-style-type: none"> <li>• Equity</li> </ul>
<p><b>Connected Travel Choices:</b> Connect all people to the goods, services, and destinations they need through a variety of travel choices.</p>	<ul style="list-style-type: none"> <li>• Metro RTP</li> <li>• ODOT OTP</li> <li>• ODOT OHP</li> </ul>	<ul style="list-style-type: none"> <li>• Congestion &amp; Climate</li> </ul>
<p><b>Reliable Travel Choices:</b> Provide a transportation system that is reliable for all users.</p>	<ul style="list-style-type: none"> <li>• 2010 TSMO Plan</li> <li>• Metro RTP</li> <li>• ODOT OHP</li> </ul>	<ul style="list-style-type: none"> <li>• Reliability &amp; Congestion</li> </ul>
<p><b>Prepare for Change:</b> Manage the system to be agile in the face of growth, disruptions, and changing technology.</p>	<ul style="list-style-type: none"> <li>• Metro RTP</li> <li>• ODOT OTP</li> </ul>	<ul style="list-style-type: none"> <li>• Climate &amp; Resilience</li> </ul>

# Memorandum

Date: July 28, 2021  
To: Caleb Winter, Metro and Scott Turnoy, ODOT  
From: Briana Calhoun, Kara Hall, and Chris Grgich, Fehr & Peers  
Subject: **Objectives for the 2021 Transportation Systems Management and Operations Strategy**

*PT20-0045 ODOT Key 21411*

## Introduction

Metro, the Oregon Department of Transportation (ODOT), and their partner agencies are collaborating to develop the 2021 Regional Transportation Systems Management and Operations Strategy (2021 TSMO Strategy).

The 2021 TSMO Strategy will position the region to collaboratively manage the transportation system in a rapidly changing environment while achieving regional goals such as safety, equity, vibrant communities, shared prosperity, and a healthy environment.

This memorandum introduces the objectives developed for the six goals of the 2021 TSMO Strategy. The objectives, presented below, are the first step in defining how the region will achieve the goals. Development of the objectives will be followed by the identification of Performance Metrics, Targets, and Actions.



## 2021 TSMO Strategy Goals

With input from the Stakeholder Advisory Committee, the Project Management Team (PMT), and Metro staff, six goals were drafted for the 2021 TSMO Strategy. The goals, which provide strategic direction for collaboration, network operation, and investment decisions to make progress toward the vision for the next 10 years are presented in Table 1. See Table A1, included as an attachment to this memorandum, for more detail on how the six goals align with other regional plans and contribute to consistent policy within the region.



**Table 1. 2021 TSMO Strategy Draft Goals**

**2021 TSMO Strategy Goals**

***Free from Harm:*** Create a transportation system where all users are free from harm.

---

***Regional Partnerships/Collaboration:*** Collaborate as effective stewards of the transportation system.

---

***Eliminate Disparities:*** Eliminate the disparities in the transportation system experienced by black, indigenous, (and) people of color and low income individuals.

---

***Connected Travel Choices:*** Connect all people to the goods, services, and destinations they need through a variety of travel choices.

---

***Reliable Travel Choices:*** Provide a transportation system that is reliable for all users.

---

***Prepare for Change:*** Manage the system to be agile in the face of growth, disruptions, and changing technology.

---



## 2021 TSMO Objectives

To initiate development of objectives for the 2021 TSMO Strategy, Fehr & Peers compiled existing objectives and policies documented in regional and statewide plans that aligned with the six goals developed for the strategy update. Plans reviewed include:

- 2010 Regional TSMO Plan (Metro)
- 2018 Regional Transportation Plan (Metro)
- Oregon Transportation Plan (ODOT, 2006)
- Oregon Highway Plan (ODOT, 1999)

This review of other regional and statewide plans served as a source of example policies and facilitated a comparison between existing policy and objectives to confirm that objectives being developed for the 2021 TSMO Strategy contribute to consistent policy within the region and state. To see how existing policies and objectives align with the goals for the 2021 TSMO Strategy see **Tables B1-3** in **Attachment B**.

The draft objectives, presented below, were informed by input from the Stakeholder Advisory Committee (SAC) through two workshops. Each workshop focused on three goals and provided the opportunity for the SAC members to collaborate and draft objectives for each goal. This input was then compiled by Fehr & Peers to develop draft objectives that capture the key themes that emerged during the SAC workshop.

The final objectives will reflect collaboration with Metro Staff and the PMT before being presented back to the SAC.



### Free from Harm

Goal	Draft Objectives
<p>Create a transportation system where all users are free from harm.</p>	<p>Manage the transportation system to reduce negative health impacts so that public health risk does not adversely effect people's mode choice.</p>
	<p>Ensure black, indigenous, (and) people of color and low income individuals benefit from safety improvements.</p>
	<p>Provide a transportation system where human error does not result in serious injury or loss of life.</p>
	<p>Ensure people of color and low income communities can safely access multiple low stress mode choices and routes within the transportation system by improving access to transit stops, pedestrian, and bicycle facilities.</p>

### Regional Partnerships/Collaboration

Goal	Draft Objectives
<p>Collaborate as effective stewards of the transportation system.</p>	<p>Collaborate to provide consistent travel experiences across jurisdictional boundaries through integrated payment and scheduling systems, integrated corridor management, and data sharing between agencies.</p>
	<p>Collaborate with emergency management when prioritizing investments on key emergency response routes.</p>
	<p>Collaborate with and educate travelers.</p>
	<p>Improve interagency collaboration to ensure efficient operations by identifying and addressing barriers in communication when making decisions about network operation or expansion.</p>





## Eliminate Disparities

Goal	Draft Objectives
<p>Eliminate the disparities in the transportation system experienced by black, indigenous, (and) people of color and low income individuals.</p>	<p>Prioritize reaching underrepresented groups when providing traveler information and community outreach and ensure that modal access and traveler information is free from technological and financial barriers.</p>
	<p>Identify and correct disparities when planning, operating, and maintaining the transportation system (e.g., transit access, GHG exposure, allocation of funds).</p>
	<p>Identify and increase awareness of the unique travel experiences of people of color and low income individuals.</p>
	<p>Reduce the transportation cost burden experienced by black, indigenous, (and) people of color and low income individuals.</p>

## Connected Travel Choices

Goal	Draft Objectives
<p>Connect all people to the goods, services, and destinations they need through a variety of travel choices.</p>	<p>Connect decentralized travel options to facilitate viable destinations in Regional Centers, Town Centers, and employment areas outside downtown Portland.</p>
	<p>Prioritize the completion and expansion of planned transit and active mode networks when investing discretionary revenues especially to destinations with limited travel choices.</p>
	<p>Connect goods and delivery services to people and businesses by providing for and managing last mile connections for goods delivery.</p>
	<p>Increase availability and accessibility of low-cost transportation options for low income individuals and people of color.</p>

## Reliable Travel Choices

Goal	Draft Objectives
Provide a transportation system that is reliable for all users.	Manage recurring and non-recurring congestion to improve travel time reliability for all users, including active transportation, transit and freight.
	Expand travel time reliability improvements for people of color and historically marginalized communities burdened with long travel distances.
	Manage critical freight corridors to create reliable routes for freight movement between key destinations.
	Communicate expected changes in reliability so that travelers can make informed travel choices.

## Prepare for Change

Goal	Draft Objectives
Manage the system to be agile in the face of growth, disruptions, and changing technology.	Plan and design a flexible transportation network that can adapt to new technology and travel choices that are consistent with the region's desired land use and transportation outcomes.
	Manage projects and resources to be responsive to changes in land use planning and growth patterns.
	Minimize long term disruptions to the transportation system by creating resiliency to climate change and economic shifts.
	Provide public agency staff with the data, tools, models, and training needed to assess long-term disruptive transportation trends.



**Table A1. Goals Summary**

2021 TSMO Strategy Goals	Similar Goals	2018 RTP Pillar
<p><b>Free from Harm:</b> Create a transportation system where all users are free from harm.</p>	<ul style="list-style-type: none"> <li>• 2010 TSMO Plan</li> <li>• Metro RTP</li> <li>• ODOT OTP</li> </ul>	<ul style="list-style-type: none"> <li>• Safety &amp; Equity</li> </ul>
<p><b>Regional Partnerships/Collaboration:</b> Collaborate as effective stewards of the transportation system.</p>	<ul style="list-style-type: none"> <li>• 2010 TSMO Plan</li> <li>• Metro RTP</li> <li>• ODOT OTP</li> </ul>	<ul style="list-style-type: none"> <li>• Accountability, Safety, &amp; Reliability</li> </ul>
<p><b>Eliminate Disparities:</b> Eliminate the disparities in the transportation system experienced by black, indigenous, (and) people of color and low income individuals.</p>	<ul style="list-style-type: none"> <li>• Metro RTP</li> </ul>	<ul style="list-style-type: none"> <li>• Equity</li> </ul>
<p><b>Connected Travel Choices:</b> Connect all people to the goods, services, and destinations they need through a variety of travel choices.</p>	<ul style="list-style-type: none"> <li>• Metro RTP</li> <li>• ODOT OTP</li> <li>• ODOT OHP</li> </ul>	<ul style="list-style-type: none"> <li>• Congestion &amp; Climate</li> </ul>
<p><b>Reliable Travel Choices:</b> Provide a transportation system that is reliable for all users.</p>	<ul style="list-style-type: none"> <li>• 2010 TSMO Plan</li> <li>• Metro RTP</li> <li>• ODOT OHP</li> </ul>	<ul style="list-style-type: none"> <li>• Reliability &amp; Congestion</li> </ul>
<p><b>Prepare for Change:</b> Manage the system to be agile in the face of growth, disruptions, and changing technology.</p>	<ul style="list-style-type: none"> <li>• Metro RTP</li> <li>• ODOT OTP</li> </ul>	<ul style="list-style-type: none"> <li>• Climate &amp; Resilience</li> </ul>

**Table B1. 2010 Regional TSMO Plan**

2021 TSMO Strategy Goals	2010 Regional TSMO Plan Objective	2010 Regional TSMO Plan Goal	Objective #
Create a transportation system where all users are free from harm.	Reduce crashes at signalized intersections.	Safety & Security	1
	Reduce crashes resulting from weather, construction, and secondary crashes from incidents.	Safety & Security	2
	Reduce crashes involving vulnerable road users (pedestrians and bicycles).	Safety & Security	3
	Provide a safe environment for transit, bicycling and walking.	Safety & Security	4
Collaborate as effective stewards of the transportation system.	Integrate arterial and freeway roadway systems and operate the transportation system from the overall system perspective.	Reliability	5
	Improve communication and coordination between transportation agencies and emergency management agencies.	Safety & Security	6
	Continue a regional collaborative marketing campaign to increase awareness and use of travel options and reduce drive-alone trips.	Quality of Life	6
	Support initiatives to reduce greenhouse gas emissions from vehicles.	Quality of Life	3
	Enhance regional multi-modal trip planning tools.	Traveler Information	3
Eliminate the disparities in the transportation system experienced by black, indigenous, (and) people of color and low income individuals.	Encourage transit ridership by providing safe and secure public transportation facilities.	Safety & Security	5
	Support equitable distribution of transportation services and investment.	Quality of Life	4
Connect all people to the goods, services, and destinations they need through a variety of travel choices.	Improve connections between modes to enhance traveler mobility and reduce reliance on the automobile.	Quality of Life	2
	Market and provide travel options services to employers and commuters.	Reliability	6
	Enhance pre-trip and en-route traveler information tools.	Traveler Information	2
Provide a transportation system that is reliable for all users.	Expand traffic incident and event management capabilities to restore roadway capacity reduced by incidents, weather and construction.	Reliability	1
	Enhance regional traffic signal coordination systems and support systems that respond to current conditions.	Reliability	2
	Implement and expand systems that improve reliability for transit, pedestrians, and bicycles.	Reliability	3
	Implement systems that reduce delays through known bottlenecks.	Reliability	4
	Encourage transit ridership by improving transit travel times and services	Quality of Life	1
	Provide current information that may affect roadway users and travel choices across all modes.	Traveler Information	1
Operate the system to be resilient to growth and disruptions.	Protect physical infrastructure and transportation communication networks from harm or misuse.	Safety & Security	7
	Support systems that implement future pricing strategies (e.g., congestion, tolls, parking).	Quality of Life	5

Expand traffic surveillance and transportation system condition data collection capabilities.	Traveler Information	4
---	----------------------	---

**Table B2. 2018 Metro Regional Transportation Plan**

2021 TSMO Strategy Goals	2018 RTP Objective	2018 RTP Goal	Objective #
Create a transportation system where all users are free from harm.	Eliminate fatal and severe injury crashes for all modes of travel.	Safety and Security	1
	Reduce the vulnerability of the public and critical passenger and freight transportation infrastructure to crime and terrorism.	Safety and Security	2
	Improve public health by providing safe, comfortable and convenient transportation options that support active living and physical activity to meet daily needs and access services.	Healthy People	1
Collaborate as effective stewards of the transportation system.	Focus growth and transportation investment in designated 2040 growth areas (the Portland central city, regional and town centers, corridors, main streets, and employment and industrial areas).	Vibrant Communities	1
	Build an integrated system of throughways, arterial streets, freight routes and intermodal facilities, transit services and bicycle and pedestrian facilities, with efficient connections between modes that provide access to jobs, markets and community places within and beyond the region.	Shared Prosperity	1
	Plan communities and design and manage the transportation system to increase the proportion of trips made by walking, bicycling, shared rides and use of transit, and reduce vehicle miles traveled.	Transportation Choices	1
	Complete all gaps in regional bicycle and pedestrian networks.	Transportation Choices	2
	Minimize unnecessary light pollution to avoid harm to human health, farms and wildlife, increase safety and improve visibility of the night sky.	Healthy Environment	4
	Improve wildlife and habitat connectivity in transportation planning and design to avoid, minimize and mitigate barriers resulting from new and existing transportation infrastructure.	Healthy Environment	5
	Reduce transportation-related air pollutants, including criteria pollutants and air toxics emissions.	Healthy People	2
	Minimize air, water, noise, light and other transportation-related pollution health impacts.	Healthy People	3
	Reduce transportation-related consumption of energy and reliance on sources of energy derived from petroleum and gasoline.	Climate Leadership	5
	Meet adopted targets for reducing transportation-related greenhouse gas emissions.	Climate Leadership	2
	Improve coordination and cooperation among the owners and operators of the region's transportation system.	Transparency and Accountability	3

	Make transportation investment decisions using a performance-based planning approach that is aligned with the RTP goals and supported by meaningful public engagement, multimodal data and analysis.	Transparency and Accountability	2
	Increase the number of households and businesses with access to outreach, education, incentives and other tools that increase shared trips and use of travel options.	Reliability and Efficiency	5
Eliminate the disparities in the transportation system experienced by black, indigenous, (and) people of color and low income individuals.	Increase the number and variety of community places that households, especially households in historically marginalized communities, can reach within a reasonable travel time for all modes of travel.	Vibrant Communities	4
	Increase the number and diversity of regulated affordable housing units within walking distance of current and planned frequent transit service.	Vibrant Communities	3
	Reduce the share of income that households in the region spend on transportation to lower overall household spending on transportation and housing.	Shared Prosperity	4
	Protect historic and cultural resources from the negative impacts of transportation.	Healthy Environment	2
	Plan, build and maintain regional transportation assets to maximize their useful life, minimize project construction and maintenance costs and eliminate maintenance backlogs.	Fiscal Stewardship	1
	Engage more and a wider diversity people in providing input at all levels of decision-making for developing and implementing the plan, particularly people of color, English language learners, people with low income and other historically marginalized communities.	Transparency and Accountability	1
	Eliminate disparities related to access, safety, affordability and health outcomes experienced by people of color and other historically marginalized communities.	Equitable Transportation	1
	Eliminate barriers that people of color, low-income people, youth, older adults, people with disabilities and other historically marginalized communities face to meeting their travel needs.	Equitable Transportation	2
Connect all people to the goods, services, and destinations they need through a variety of travel choices.	Increase the share of households in walkable, mixed-use areas served by current and planned frequent transit service.	Vibrant Communities	2
	Attract new businesses and family-wage jobs and retain those that are already located in the region while increasing the number and variety of jobs that households can reach within a reasonable travel time.	Shared Prosperity	3
	Increase household and job access to current and planned frequent transit service.	Transportation Choices	3
	Increase household and job access to planned regional bike and walk networks.	Transportation Choices	4

	Implement policies, investments and actions identified in the adopted Climate Smart Strategy, including coordinating land use and transportation; making transit convenient, frequent, accessible and affordable; making biking and walking safe and convenient; and managing parking and travel demand.	Climate Leadership	1
Provide a transportation system that is reliable for all users.	Increase access to industry and freight intermodal facilities by a reliable and seamless freight transportation system that includes air cargo, pipeline, trucking, rail, and marine services to facilitate efficient and competitive shipping choices for goods movement in, to and from the region.	Shared Prosperity	2
	Maintain reasonable person-trip and freight mobility and reliable travel times for all modes in the region's mobility corridors, consistent with the designated modal functions of each facility and planned transit service within the corridor.	Reliability and Efficiency	1
	Increase the use of real-time data and decision-making systems to actively manage transit, freight, arterial and throughway corridors.	Reliability and Efficiency	2
	Increase the number of travelers, households and businesses with access to real-time comprehensive, integrated, and universally accessible travel information.	Reliability and Efficiency	3
	Reduce incident clearance times on the region's transit, arterial and throughway networks through improved traffic incident detection and response.	Reliability and Efficiency	4
	Expand the use of pricing strategies to manage vehicle congestion and encourage shared trips and use of transit.	Reliability and Efficiency	6
	Manage the supply and price of parking in order to increase shared trips and use of travel options and to support efficient use of urban land.	Reliability and Efficiency	7
Operate the system to be resilient to growth and disruptions.	Reduce the vulnerability of regional transportation infrastructure to natural disasters, climate change and hazardous incidents.	Safety and Security	3
	Protect fish and wildlife habitat and water resources from the negative impacts of transportation.	Healthy Environment	1
	Integrate green infrastructure strategies in transportation planning and design to avoid, minimize and mitigate adverse environmental impacts.	Healthy Environment	3
	Promote green infrastructure that benefits both climate and other environmental objectives, including improved stormwater management and wildlife habitat.	Climate Leadership	6
	Reduce vehicle miles traveled per capita.	Climate Leadership	3



Support state efforts to transition Oregon to cleaner, low carbon fuels and increase the adoption of more fuel-efficient vehicles and alternative fuel vehicles, including electric and hydrogen vehicles.	Climate Leadership	4
Develop new revenue sources to prepare for increased demand for travel on the transportation system as our region grows.	Fiscal Stewardship	2



**Table B3. Oregon Transportation Plan**

2021 TSMO Strategy Goals	OTP Policy	OTP Goal	Objective #
Create a transportation system where all users are free from harm.	Provide access to healthy lifestyle options by supporting the ability of people to reach goods and services such as groceries, recreation, parks and natural areas, health care, and social opportunities via public transportation.	Health	1
	Plan for, design, and locate transit stops and stations to support safe and user-friendly facilities, including providing safe street crossings.	Safety and Security	1
	Provide for passenger and operator security on public transportation vehicles and at stops and stations through investments in facility design, amenities, appropriate security systems and personnel, and coordination with law enforcement staff.	Safety and Security	2
	Enhance the safety of public transportation through personnel training and education programs.	Safety and Security	3
	Promote public transportation as a safe travel option through public outreach campaigns and rider education programs.	Safety and Security	4
Collaborate as effective stewards of the transportation system.	Coordinate and enhance mobility management services and strategies to better coordinate services to enable riders and potential riders to use public transportation.	Mobility	4
	Encourage employers, educational institutions, and others to provide opportunities for employees' and clients' use of public transportation, carpool, vanpool, shuttles, and other shared rides.	Accessibility and Connectivity	4
	Integrate health considerations into public transportation planning and decision making at the local, regional, and state level.	Health	2
	Integrate public transportation agencies and personnel into emergency response and recovery planning and training activities to support resilience during and after natural disasters and other emergencies.	Safety and Security	6
	Support public transportation investments as a key approach to reducing greenhouse gas (GHG) emissions, as emphasized in state policy.	Environmental Sustainability	1
	Increase the use of public transportation by fully integrating public transportation with other community plans including transportation, land use, and economic development plans.	Land Use	1
	Invest strategically in maintenance, planning, transit service, and capital improvements to preserve and enhance public transportation.	Strategic Investment	1
	Foster creative investments and partnerships among public agencies and private organizations to improve the efficiency and effectiveness of public transportation services	Strategic Investment	2
Pursue stable and consistent funding for public transportation operations and capital investments that maintain services and address identified needs.	Strategic Investment	3	
Coordinate communication and marketing to promote knowledge and understanding of available public transportation services.	Communication, Collaboration, and Coordination	1	

**Table B3. Oregon Transportation Plan**

2021 TSMO Strategy Goals	OTP Policy	OTP Goal	Objective #
	Collaborate and share costs for resources, supplies, and services that can be used by multiple agencies.	Communication, Collaboration, and Coordination	2
	Identify and advance opportunities to share data resources and collection methods.	Communication, Collaboration, and Coordination	3
	Collaborate with various agencies, jurisdictions, and transportation providers in support of effective public transportation that is reliable and easy to use and helps meet state, regional, and community goals.	Communication, Collaboration, and Coordination	4
Eliminate the disparities in the transportation system experienced by black, indigenous, (and) people of color and low income individuals.	Enact fare policies that reflect the needs of the community served; ensure that public transportation fares are understandable and easy to pay	Mobility	3
	Enhance access to education and employment via public transportation.	Community Livability and Economic Vitality	1
	Promote the use of public transportation to foster greater community livability	Community Livability and Economic Vitality	3
	Engage populations recognized as transportation disadvantaged in public transportation service decision making.	Equity	1
	Understand and communicate how disparities, barriers, and needs affect the ability of people to access and use public transportation, especially those who are transportation disadvantaged.	Equity	2
	Identify disparities, barriers, and needs that impact people’s ability to access and use public transportation.	Equity	3
	Address the disparities, barriers, and needs that impact people’s ability to access and use public transportation.	Equity	4
	Integrate equity criteria into funding decisions.	Equity	5
Connect all people to the goods, services, and destinations they need through a variety of travel choices.	Increase the share of households in walkable, mixed-use areas served by current and planned frequent transit service.	Mobility	2
	Attract new businesses and family-wage jobs and retain those that are already located in the region while increasing the number and variety of jobs that households can reach within a reasonable travel time.	Accessibility and Connectivity	3
	Increase household and job access to current and planned frequent transit service.	Community Livability and Economic Vitality	3
	Increase household and job access to planned regional bike and walk networks.	Community Livability and Economic Vitality	4

**Table B3. Oregon Transportation Plan**

2021 TSMO Strategy Goals	OTP Policy	OTP Goal	Objective #
	Implement policies, investments and actions identified in the adopted Climate Smart Strategy, including coordinating land use and transportation; making transit convenient, frequent, accessible and affordable; making biking and walking safe and convenient; and managing parking and travel demand.	Land Use	1
Provide a transportation system that is reliable for all users.	Increase access to industry and freight intermodal facilities by a reliable and seamless freight transportation system that includes air cargo, pipeline, trucking, rail, and marine services to facilitate efficient and competitive shipping choices for goods movement in, to and from the region.	Accessibility and Connectivity	2
	Maintain reasonable person-trip and freight mobility and reliable travel times for all modes in the region's mobility corridors, consistent with the designated modal functions of each facility and planned transit service within the corridor.	Equity	1
	Increase the use of real-time data and decision-making systems to actively manage transit, freight, arterial and throughway corridors.	Equity	2
	Increase the number of travelers, households and businesses with access to real-time comprehensive, integrated, and universally accessible travel information.	Equity	3
	Reduce incident clearance times on the region's transit, arterial and throughway networks through improved traffic incident detection and response.	Equity	4
	Expand the use of pricing strategies to manage vehicle congestion and encourage shared trips and use of transit.	Equity	6
	Manage the supply and price of parking in order to increase shared trips and use of travel options and to support efficient use of urban land.	Equity	7
Operate the system to be resilient to growth and disruptions.	Reduce the vulnerability of regional transportation infrastructure to natural disasters, climate change and hazardous incidents.	Health	3
	Protect fish and wildlife habitat and water resources from the negative impacts of transportation.	Safety and Security	1
	Integrate green infrastructure strategies in transportation planning and design to avoid, minimize and mitigate adverse environmental impacts.	Safety and Security	3
	Promote green infrastructure that benefits both climate and other environmental objectives, including improved stormwater management and wildlife habitat.	Land Use	6
	Reduce vehicle miles traveled per capita.	Land Use	3
	Support state efforts to transition Oregon to cleaner, low carbon fuels and increase the adoption of more fuel-efficient vehicles and alternative fuel vehicles, including electric and hydrogen vehicles.	Land Use	4
	Develop new revenue sources to prepare for increased demand for travel on the transportation system as our region grows.	Communication, Collaboration, and Coordination	2

*This page is intentionally blank.*



Appendix D

# Performance Measures Memo

# Memorandum

Date: September 22, 2021

To: Caleb Winter, Metro and Scott Turnoy, ODOT

From: Briana Calhoun, Kara Hall, and Chris Grgich, Fehr & Peers

**Subject:** DRAFT Performance Measures for the 2021 Transportation Systems Management and Operations Strategy

PT20-0045 ODOT Key 21411

## Introduction

Metro, the Oregon Department of Transportation (ODOT), and their partner agencies are collaborating to develop the 2021 Regional Transportation Systems Management and Operations Strategy (2021 TSMO Strategy).

The 2021 TSMO Strategy will be a key tool for implementing the Regional Transportation Plan and position the region to collaboratively manage the transportation system in a rapidly changing environment while advancing the RTP priorities for safety, equity, vibrant communities, shared prosperity, congestion management, and a healthy environment.

This memorandum introduces the performance measures developed for the six goals and 24 objectives for the 2021 TSMO Strategy. These performance measures make up the path the TSMO strategy will follow to achieve its vision, goals, and objectives. Development of the performance measures will be followed by the identification of targets to reach in ten years, and then discussions of supportive actions.



## 2021 TSMO Strategy Performance Measures

Seven performance measures were identified that will be used to measure progress toward the six goals and 24 objectives:

- VMT per Capita
- Number of Crashes by Severity
- Buffer Index
- Agency Collaboration and Communication Events



- System Connectivity
- Targeted TSMO Investments
- Timely Traveler Information

Rather than identifying a performance measure for each objective, these seven will help Metro to measure how well the TSMO strategy is advancing its goals without becoming a burden to track and report. Several of these measures are not restricted to TSMO planning but are broader indicators for the transportation system as a whole. The TSMO actions identified in the next steps of this process are ones that will be able to move the needle on these measures and indicate progress towards meeting the Strategy's goals.

The following section provides for each measure:

- A brief definition
- Which of the six TSMO goals the measure supports
- The key performance indicators (KPIs) that would be regularly tracked and reported by Metro.
- How these KPIs can be an indicator or proxy for other measures that will not be tracked or are outside of the scope of TSMO, and how they may relate to other measures in the document. Many measures are shown to correlate in a positive direction or negative direction to another measure. We refer to these as Direct (positive or upward) or Inverse (negative or downward)
- Related measures that are recommended for Metro and other agencies to consider tracking or do not have data available at this time.
- Whether the measure is already being used in other regional planning or monitoring efforts.

## Vehicle Miles Traveled (VMT) per Capita

Vehicle Miles Traveled (VMT) per capita is a measure of the average number of auto miles driven per person within a given geography.



Free From Harm



Collaboration & Partnerships



Eliminate Disparities



Connected Travel Choices



Prepare for Change

### Key Performance Indicators

**Regional VMT per Capita.** Regional VMT measures how much travelers are driving in the region. The measure is related to air toxins and greenhouse gas emissions, but does not account for vehicle electrification. Historically, VMT responded to economic changes (as the economy grew, so did VMT). However, as gas prices rose in 2008, VMT and the economy began to separate. VMT is still related to economics, and can represent upward economic movement, but new technology, higher seat utilization, and greater mobility choices can help reduce overall VMT, reducing recurring and non-recurring congestion. VMT can also be measured by geography determining an area's VMT generation and exposure.



**VMT Exposure per Capita by Census Block Group.** Exposure to VMT can result in increased air toxin exposure and higher crash risk. Historically, major routes have been constructed in BIPOC and Low-Income neighborhoods, disproportionately exposing those communities. Measuring VMT exposure tracks these impacts.



**VMT Generation per Capita by Census Block Group.** VMT generation can show that an area has grown economically, is attracting more employment, or that households that were transit dependent have the ability to choose an auto. VMT generation maybe much higher in locations where households own multiple vehicles, or in central business districts. Measuring generation by area will help identify what improvements are needed where.

### Relationships

- Directly related to economic activity.
- Inversely related to the use of non-auto modes such as walking, biking, and transit.
- Directly related to crash risk.
- Directly related to the volume of cut through traffic.
- Inversely related to seat utilization.
- Directly related to total tailpipe air toxins and greenhouse gases.

### Regional Use

This measure is used by numerous agencies, including Metro and PBOT<sup>1</sup>, with the long-term target to reduce VMT in the region.<sup>2</sup> The Oregon Transportation Planning Rule (TPR) establishes VMT reduction targets for Transportation System Plans and Metro's Regional Transportation Plan (RTP) established a target of 10% reduction in VMT by 2040. VMT is currently not being reported by Transportation Analysis Zone<sup>3</sup> or Census Block. Additional work is needed to determine exposure and generation by these metrics.

<sup>1</sup> Portland's TSP Policy 9.49.c aims to reduce the number of miles Portlanders travel by car to 11 miles per day or less, on average, by 2035.

<sup>2</sup> Greater Portland Area Daily VMT Per Capita 1990-2020: <https://www.oregonmetro.gov/transportation-system-monitoring-daily-vehicle-miles-travel>

<sup>3</sup> A Transportation Analysis Zone (TAZ) is a unit of geography used in transportation planning and transportation models for aggregating traffic related data.



## Number of Crashes by Severity

The number and rate of crashes by severity is a measure of transportation safety.



Free  
From Harm



Eliminate  
Disparities



Reliable  
Travel Choices

### Key Performance Indicators

**Total Crashes per Million Vehicle Miles Traveled (MVMT) and per 100,000 Capita.** Metro's Safety Strategy aims to eliminate serious crashes (crashes with life-changing injuries or fatalities) by 2035. Crashes on the transportation network cause non-recurring congestion, and fatal and serious injury crashes result in longer incident response times with sustained impacts. The TSMO Strategy aims to reduce harm and reduce the non-recurring congestion created by crashes by improving the safety of the system overall. Therefore, tracking total crashes should be evaluated in the following subsets:

- Crash rate by severity (crashes/MVMT/per 100,000 capita)<sup>4</sup>.
- Crash rate by mode (crashes/MVMT/per 100,000 capita).
- Crash frequency of fatal, pedestrian, and bicycle related crashes (number of crashes).
- Ratio of crashes that occur in equity focus areas to total regional crashes (percent) by severity.

### Exploratory Metrics

**Crash Demographics.** Current crash demographics are not readily available.<sup>5</sup> Metro's Safety Strategy identifies that "Traffic deaths are increasing and are disproportionately impacting people of color, people with low incomes and people over age 65." This metric would improve the region's understanding of the disproportional impacts of crashes, and how to correct them.

**Crash Risk.** Crash analysis is currently conducted using historical data and is therefore reactive. Technology and data sources are available to identify locations of increased crash risk before crashes occur but can be costly and privately owned. ODOT has recently conducted research on crash risk factors<sup>6</sup> and these findings could be incorporated into future crash metrics. This metric would help the region be proactive in transportation safety improvements.

**Secondary Crashes.** Secondary crashes are those that occur at the scene of the original crash or in the queue, even in the opposite direction. Current crash reporting documents do distinguish between a primary and secondary crash. This metric would help Metro measure the region's ability to manage, clear, and reopen facilities following an incident.

**Average Miles Biked or Walked.** Pedestrian and Bicycle miles traveled are lower than the total vehicle miles traveled. Therefore, when evaluating pedestrian and bicycle crash rates per miles traveled data on the average trip length or total miles walked or biked, better correlates than the total miles traveled by vehicles in the region. A data source for this measurement needs to be researched and determined for this work. These could include traveler surveys or data from a third-party provider.

### Relationships

- Inversely related to disproportional impacts of transportation on neighborhood safety.
- Directly related to the number BIPOC and people with lower incomes seriously injured or killed while using the transportation system.
- Directly related to the number of non-recurring congestion events related to crashes.
- Directly related to the amount of resources needed for incident management.

### Regional Use

<sup>4</sup> Consistent with the Regional Transportation Safety Strategy's annual reporting (see Chapter 6 Measuring Progress).

<sup>5</sup> Demographics are not reported in ODOT crash reports. NHTSA Fatality Analysis Reporting System (FARS) include race and ethnicity, analyzed in ODOT's memo on Pedestrian Injury and Social Equity in Oregon: [https://www.oregon.gov/odot/Safety/Documents/Pedestrian\\_Safety\\_and\\_Social\\_Equity.pdf](https://www.oregon.gov/odot/Safety/Documents/Pedestrian_Safety_and_Social_Equity.pdf)

<sup>6</sup> NCHRP 20-44(13) Implementation of NCHRP Research Report 893: The Oregon DOT Statewide Pedestrian and Bicycle Plan. <http://onlinepubs.trb.org/onlinepubs/nchrp/docs/NCHRP20-44-13FinalReport.pdf>



Metro reports traffic fatalities and serious injuries regionally and by equity focus area in an annual safety performance report<sup>7</sup> and the Metro Regional Transportation Plan and Regional Transportation Safety Strategy targets eliminating all fatalities and serious injury crashes by 2035. The City of Portland's Transportation System Plan aims to eliminate deaths and serious injuries for all who share Portland streets by 2025<sup>8</sup>. While demographics are not reported in the existing DMV crash reports, the National Highway Traffic Safety Administration (NHTSA) Fatality Analysis Reporting System (FARS) includes race and ethnicity.

---

<sup>7</sup> <https://www.oregonmetro.gov/sites/default/files/2021/03/04/Metro-safety-annual-performance-report-2015-2019.pdf>

<sup>8</sup> TSP Policy 9.49.a [https://www.portland.gov/sites/default/files/2020-05/chapter2.tsp\\_03.06.2020.pdf](https://www.portland.gov/sites/default/files/2020-05/chapter2.tsp_03.06.2020.pdf)

## Buffer Index

The extra time a traveler adds to their trip (buffer) to ensure on-time arrival.



Connected  
Travel Choices



Reliable  
Travel Choices



Eliminate  
Disparities

### Key Performance Indicators

**Buffer Index.** Travel time reliability is measured by taking the ratio of the longest to shortest duration trips for trips of the same distance on the network. Buffer index measures is the variability between 90th-percentile and 10th-percentile or run time for transit, or between the 95<sup>th</sup> percentile and average travel time for vehicles<sup>9</sup>, as calculated by the following equation:

$$\frac{90th-Percentile - 10th-Percentile}{10th-Percentile} = Transit Buffer Index (\%)$$

$$\frac{95th-Percentile - 50th-Percentile}{50th-Percentile} = Vehicle Buffer Index (\%)$$

A higher percent value indicates a higher degree of variability during congested hours. Buffer index can measure by mode, and the TSMO strategy will report on changes to Transit Buffer Index and Vehicle Buffer Index:

- Transit Buffer Index for Frequent Bus Routes & Light Rail<sup>10</sup>
- Transit Buffer Index for BIPOC and Low-Income Service Routes
- Vehicle Buffer Index for Throughway Segments and Major Arterials<sup>11</sup>
- Freight Buffer Index for Regional Intermodal Connectors<sup>12</sup>

### Relationships

- Directly related to the reliability of transit routes and on time performance.
- Directly related to congested areas that delay transit.
- Directly related to transit run time variability
- Directly related to the reliability of routes in a corridor.
- Inversely related to elapsed total time in which responders are able to clear incidents from roadways, railroads and transit tracks.

### Regional Use

ODOT reports buffer time in their traffic performance report<sup>13</sup>, with breakdowns by time of day and for major highway corridors designated as Throughway in the Metro Regional Transportation Plan. They also report the average and percentile travel times on key ODOT facilities as part of their TSMO performance measures<sup>14</sup>.

TriMet reports on-time performance for their vehicles<sup>15</sup>, and the Enhanced Transit Concept from PBOT includes peak delay and run time variability as key performance measures for enhanced transit. Metro reports excessive delay and travel time reliability in their regional barometer<sup>16</sup>, and the City of Portland

<sup>9</sup> FHWA recommends a number of reliability metrics including the ones listed above.

[https://ops.fhwa.dot.gov/publications/tt\\_reliability/ttr\\_report.htm](https://ops.fhwa.dot.gov/publications/tt_reliability/ttr_report.htm)

<sup>10</sup> As defined by TriMet, Frequent Service bus lines and MAX Light Rail run every 15 minutes or less most of the day, every day. <https://trimet.org/schedules/frequentservice.htm>

<sup>11</sup> [Throughways](#) and Major Arterials are defined on the RTP Motor Vehicle Network Map:

<https://drcmetro.maps.arcgis.com/apps/MapSeries/index.html?appid=9057331682354a188ecec2688071239f>

<sup>12</sup> As defined in Chapter 3 the Metro RTP (2018) and Metro Regional Freight Strategy (2018).

<https://www.oregonmetro.gov/sites/default/files/2019/09/20/Regional-Freight-Strategy-FINAL-091919.pdf>

<sup>13</sup> <https://www.oregon.gov/ODOT/Projects/Project%20Documents/2018TrafficPerformanceReport.pdf>

<sup>14</sup> [https://www.oregon.gov/odot/Maintenance/Documents/ITS%20Plans%20and%20Reports/ODOT-Operations%20Program%20Performance%20Management%20Plan-June%202021\\_r6.pdf](https://www.oregon.gov/odot/Maintenance/Documents/ITS%20Plans%20and%20Reports/ODOT-Operations%20Program%20Performance%20Management%20Plan-June%202021_r6.pdf)

<sup>15</sup> TriMet's FY 2021-2025 Business Plan has a target of time performance of 85% for bus, 90% for Max, 93.5% for LIFT, and 95% for WES for FY2022. They also have a target that the on-time performance on minority and low-income lines is better than or within 5 percent of non-minority and non-low income lines

<https://trimet.org/about/dashboard/index.htm>

<sup>16</sup> <https://regionalbarometer.oregonmetro.gov/pages/transportation-reliability>

reports truck minutes of delay and the ratio of congested speed to posted speed in the Freight Master Plan.

## Agency Collaboration and Communication Events

How often agency staff are collaborating and communicating progress towards TSMO Goals.



Collaboration & Partnerships



Prepare for Change



Connected Travel Choices

### Key Performance Indicators

**Percent of Public Engagement Activities that Involved BIPOC, Low Income, and Historically Marginalized Communities.** Metro and their agency partners develop transportation solutions that serve the entire community. The solutions aim to correct historically disproportional impacts to BIPOC and Low-Income neighborhoods. **This relies on creating meaningful opportunities for these communities to participate in the decision making.**

**Percent of Agencies Reporting & Sharing Data Metrics Annually.** Data sharing is vital to collaboration across jurisdictional boundaries. Data should easily be available and in stored a central system (like the PDX Data Portal) to public and agencies within the region.

**Average number of agencies and community groups involved in completed TSMO projects.** Agency involvement is defined as participation in a management team, stakeholder groups, and/or technical reviews.

### Exploratory Metrics

**Number of Coordination Events and Number of Agencies Involved.** Coordination between agencies can take a variety of forms. Making connections across departments and agency boundaries deepens the level of knowledge and empathy for the work and challenges staff face across the region. Coordination events build relationships and communication paths that lead to information sharing that allow agencies to be more agile and responsive in a rapidly changing environment.

### Relationships

- Directly related to documenting agreed upon data standards, data collection and active (i.e., time-based) data sharing
- Directly related to improved collaboration & coordination.
- Coordination events can be inter-agency, or intra-agency across department lines

### Regional Use

No regional agencies use this metric at this time. Federal Highway Administration Operations offers Capability Maturity Frameworks<sup>17</sup> and supports collaboration through regional workshops. Several agencies have public involvement plans or policies, and TransPort is a regularly well attended meeting.

<sup>17</sup> FHWA Capability Maturity information and links: <https://ops.fhwa.dot.gov/publications/fhwahop16031/index.htm>

## System Connectivity

How complete and connected the infrastructure system is for each travel mode.



### Key Performance Indicators

**Percent of Signals with Communications.** Installing communications across signals allows for connection to a central signal system, improved data collection, and signal management and operations. These connections should be prioritized for signals on regional important routes, including:

- Frequent service bus lines
- Arterials serving equity focus areas<sup>18</sup>
- Throughway Segments and Major Arterials
- Regional Intermodal Connectors

**Connectivity Index of Infrastructure.** A connectivity index is the comparison of 30-minute travel shed on the existing network as compared to an ideal grid network. A high connectivity index represents redundancy in the transportation network that can reduce the impacts of unforeseen events and the non-recurring congestion those events can cause. For examples, a high connectivity index for bicycles represents an alternative route when trails are flooded, or bridges are raised. A high connectivity index for vehicles could present shorter trips through neighborhoods, or alternative routes in regions impacted by natural disasters such as forest fire or mudslides. Connectivity Index should be measured mode and geography, including:

- for active transportation modes (pedestrian, bicycle) by route level of stress;
- for vehicular modes; and
- measured by census block, breaking out equity focus areas, regional centers, and town centers.

**Percent of Households and Employers within 10-minute Walk or Bike Travel Shed from Transit.**

This measurement determines how easily travelers can access and interface with transit by low-stress bicycle and walking routes. The 10-minute walk or bike travel shed shows how far from transit a traveler can live but still have reasonable access to the system. The walk and bike travel shed connectivity using the existing system, assuming travelers are only able to use identified low-stress and accessible bike and walking routes. The metrics should be measured by census block, and affordability breaking out equity focus areas, regional centers, and town centers.

### Relationships

- Indirectly related to sidewalk and bicycle system gaps.
- Directly related to access to transit, jobs, and services.
- Directly related to miles of infrastructure by mode in Equity Focus Areas where field devices are connected to centers.
- Directly related to systems infrastructure such as bicycle, pedestrian, and transit signal priority or stop amenities.
- Directly related to walking and biking network completeness
- Directly related to geographic transit coverage

### Regional Use

<sup>18</sup> <https://www.oregonmetro.gov/sites/default/files/2019/03/13/Transportation-Equity-Evaluation-Final-3.12.19.pdf>



The Metro RTP has specific targets for system completeness<sup>19</sup>. TriMet's Business Plan also has targets for the percent of housing and employment within walking distance of transit<sup>20</sup>. ODOT's Operations Program Performance Management Plan aims to connect all ODOT signals by 2026.

---

<sup>19</sup> The 2018 RTP target for system completeness is to complete 100 percent of the regional network of sidewalks, bikeways and trails by 2040.

<sup>20</sup> The FY2021-2025 target is that the percentage of housing development and employment within walking distance of MAX, Division Transit Project, and Frequent Service bus is greater than or equal to the previous year.

## Targeted TSMO Investments

How investments are distributed regionally and on key corridors for modal efficiency.



### Key Performance Indicators

**Percent of TSMO Investments benefiting key corridors.** Where TSMO investments are made is an indication of who is benefiting from the efficiencies that result from this strategy. To ensure those efficiencies are realized in an equitable way, and to match the priorities and values of the region, the distribution of the investments should be measured through the life of the strategy. This strategy will track where investment benefit the following types of corridors as defined by other regional plans.

- Regional Emergency Transportation Routes<sup>21</sup>
- Enhanced Transit Corridors<sup>22</sup> & Frequent Bus Routes<sup>23</sup>
- Equity Focus Areas
- Regional Intermodal Connectors
- Throughway Segments and Major Arterials

### Relationships

- Directly related to increasing reliability, access, and safety on intermodal connectors and other freight routes
- Directly related to economic gains from greater freight access
- Directly related to truck drivers finding places to park for required rest periods<sup>24</sup>
- Directly related to collaboration across jurisdictions as Mobility Corridors cross jurisdictional boundaries and connect cities and counties.
- Directly related to transportation operator's ability to integrate corridor management<sup>25</sup>
- Directly related to an equitable distribution of resources and ensuring that Equity Focus Areas are receiving equal or greater investment than the regional average.
- Directly related to resiliency of key facilities such as bridges
- Directly related to preparation for short- and long-term disruptions
- Directly related to improving reliability for high frequency transit
- Directly related to transit signal priority investments

### Regional Use

No regional agencies use this metric at this time, though Metro's Regional Flexible Funding Allocation evaluates projects in part based on whether they develop specific arterial freight routes or make improvements on a travel corridor.

<sup>21</sup> <https://rdpo.net/emergency-transportation-routes>

<sup>22</sup> PBOT's Enhanced Transit Corridors documentation. <https://www.portlandoregon.gov/transportation/73684>

<sup>23</sup> The RTP Regional Transit Network concept is section 3.6.2

<sup>24</sup> Oregon Commercial Truck Parking Study in 2020: <https://www.oregon.gov/odot/Projects/Pages/Commercial-Truck-Parking-Study.aspx>

<sup>25</sup> An example is the I-84 Multimodal ICM study: <https://www.oregonmetro.gov/multimodal-integrated-corridor-management>



## Timely Traveler Information

How effectively information is being relayed to travelers to reduce delay associated with planned or unexpected events.



Eliminate Disparities



Collaboration & Partnerships



Reliable Travel Choices



Prepare for Change

### Key Performance Indicators

**Percent of transit shelters with functional real-time arrival displays.** Travelers without access to smart phones or on-line data sources at bus stop locations may not be aware of transit delays or missed buses. Shelters are installed at high frequency and high ridership locations as identified by the transit operators. Ensuring these locations have on-time arrival displays can provide travelers with needed information. Ensuring that these displays are functional and continue to operate is key to ensuring the maintenance of the system moving forward. These should be reported as a total for the region and for equity focus areas.

**Number of Agencies with a Traveler Information System (TIS) plan.** Metro and their partner agencies regularly provide information to the public around both planned and unexpected incidents. The creation of a TIS plan will help agencies to be prepared to rapidly distribute information to travelers about detours, closures, and hazardous conditions. The plan should at a minimum include standards for communication in a variety of languages and an equitable variety of communication channels.

### Exploratory Metrics

**Non-recurring delay associated with incidents.** It is currently difficult to quantify and report non-recurring delay that is associated with specific incidents such as a crash. Exploring new data sources that can measure this delay would enable Metro to better understand whether their travel notifications are successful rerouting drivers and what share of delay is associated with recurring versus non-recurring congestion.

**Data Sharing with Connected & Automated Vehicles (CAV), Smart Phones, and Mobility Devices.** CAV technology enables a new level of traveler communication through in-vehicle data sharing. That data sharing also extends to specific Smart Phone apps, and other smart mobility devices. Applications include Mobility on Demand, Mobility as a Service, on-board notifications of traffic incidents, dangerous queues, or other roadway hazards. Mobility data can also be used to identify and report hard braking and other behaviors related to unexpected delays and non-recurring congestion. These data sources should be researched, with specific attention given to impacts to equity, safety, reliability, and cost.

**Number of Buildings in Town Centers and Regional Centers with Real Time Traveler Information.** Several third-party vendors provide systems with real time traveler information that is often available through smart phone applications or other mobility devices. Not all travelers have access to smart phones or other personal mobility technology, therefore providing real time traveler information can help notify travelers of conditions of closures before they begin their journey.

### Relationships

- Directly related to the non-recurring congestion associated with both planned and unexpected events.
- Directly related to traveler happiness and comfort using the system.

### Regional Use

TriMet's Business Plan includes a key strategic action to "implement enhanced information to customers through technology advances and communications strategies", which includes expanding digital





information displays at stops and on-board transit vehicles<sup>26</sup>. ODOT reports four performance measures for traveler information: number of people visiting ODOT communication outlets, ATIS notification delay, major incidents with no message (ATIS), and critical station on-time report<sup>27</sup>.

---

<sup>26</sup> [https://trimet.org/businessplan/pdf/TriMet\\_BusinessPlan\\_FY21\\_FINAL.pdf](https://trimet.org/businessplan/pdf/TriMet_BusinessPlan_FY21_FINAL.pdf)

<sup>27</sup> [https://www.oregon.gov/odot/Maintenance/Documents/ITS%20Plans%20and%20Reports/ODOT-Operations%20Program%20Performance%20Management%20Plan-June%202021\\_r6.pdf](https://www.oregon.gov/odot/Maintenance/Documents/ITS%20Plans%20and%20Reports/ODOT-Operations%20Program%20Performance%20Management%20Plan-June%202021_r6.pdf)

*This page is intentionally blank.*



Appendix E  
**Actions Memo**

# Memorandum

Date: September 22, 2021

To: Caleb Winter, Metro and Scott Turnoy, ODOT

From: Briana Calhoun, Kara Hall, and Chris Grgich, Fehr & Peers

**Subject:** DRAFT Actions for the 2021 Transportation Systems Management and Operations Strategy

PT20-0045 ODOT Key 21411

---

## Introduction

Metro, the Oregon Department of Transportation (ODOT), and their partner agencies are collaborating to develop the 2021 Regional Transportation Systems Management and Operations Strategy (2021 TSMO Strategy).

The 2021 TSMO Strategy will be a key tool for implementing the Regional Transportation Plan and position the region to collaboratively manage the transportation system in a rapidly changing environment while advancing the RTP priorities for safety, equity, vibrant communities, shared prosperity, congestion management, and a healthy environment.

This memorandum introduces the actions developed for the 2021 TSMO Strategy. These actions are the final step in the strategy creation and lay out practical, concrete steps for Metro and the regional partners to undertake during the ten year timeframe of the plan to meet the TSMO goals.



## Development of the Actions

---

The project team worked with the stakeholders to develop and evaluate several actions related to the identified objectives for the project. To begin, a list of actions was developed to accomplish each of the strategy's objectives. This draft list of actions was refined by working with the stakeholder group. They stake holders were also given 3 votes actions related to each goal, in order to help the group determine the priority of actions given limited resources. The group also had the option to rewrite, remove, and or add to the actions initially drafted.

The process led to nearly 100 draft actions for the strategy. The stakeholder group noted that several of these actions were related, redundant, or supported each other. Following the stakeholder workshops, the project team then resorted the draft actions that were similar or redundant, to create a single overall action that included the aspects of the smaller more pointed actions. This was accomplished by physically cutting and pasting the actions into groups, listing what objectives each sub-action was meant to accomplish. Figure 1 shows some key points of the refinement process.

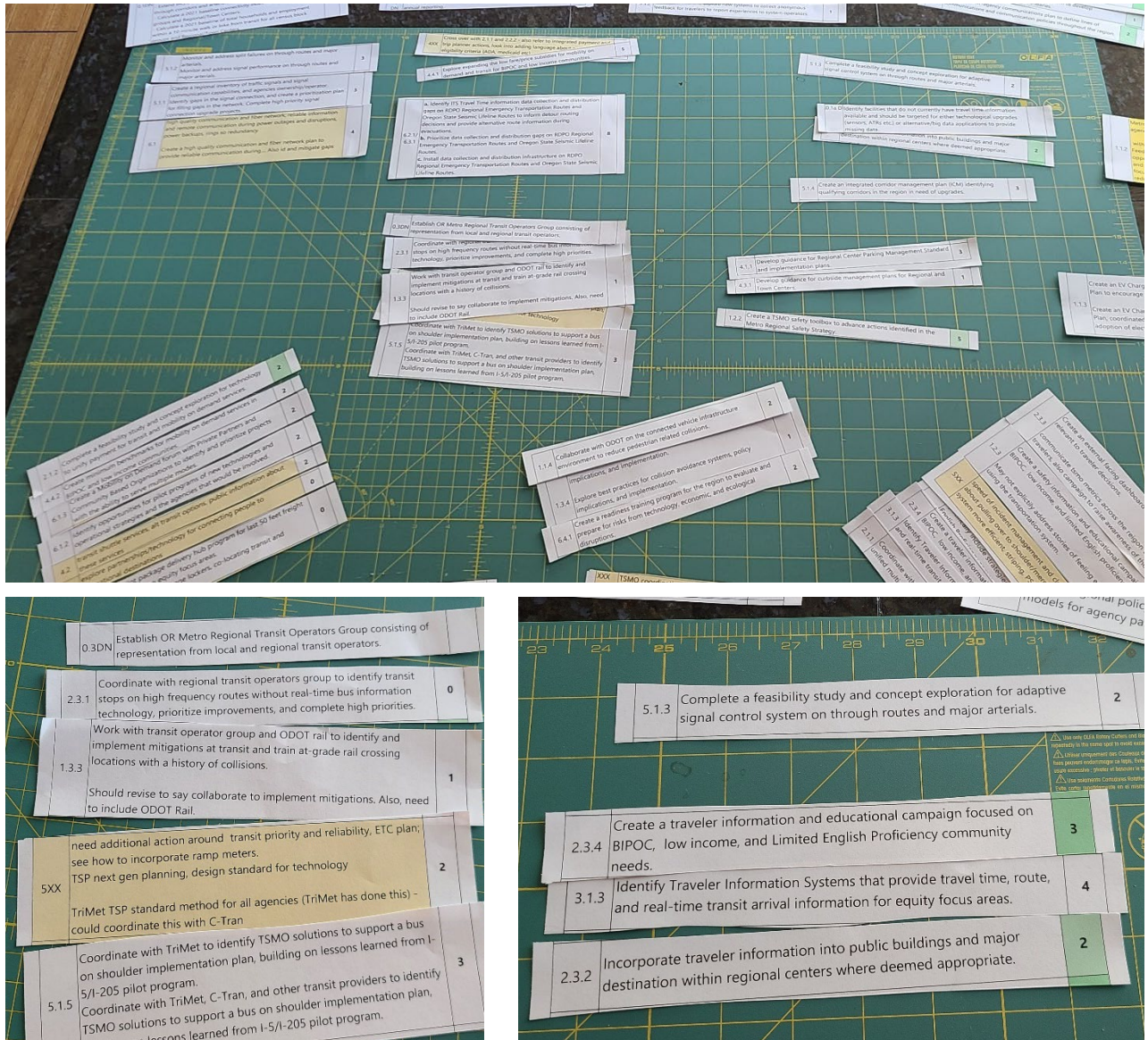


Figure 1: TSMO Action Development Process

These actions continued to be refined with input from TransPort, agency partners, and Metro staff.

## 2021 TSMO Strategy Actions

---

21 TSMO Actions were identified by the Regional TSMO Stakeholders. These actions were sorted into:

- Planning
- Concepts, Capabilities, & Infrastructure
- Listening & Accountability
- Data Needs

Each action was given a priority and completion timeline, as well as an agency that would track and report the action progress over the life of the plan.

These actions are meant to be a starting direction for the Regional TSMO Strategy. Over the course of the plan, if progress is not being measured on the strategy's objectives, the actions should be revised to better meet the region's needs.

The TSMO Strategy Actions are:

1. Establish TSMO performance measures baseline.
2. Inventory and manage regional signal and ITS communication infrastructure.
3. Develop a Mobility on Demand strategy and policy.
4. Manage transportation assets to secure the network.
5. Pilot Origin-Destination data to prioritize TSMO investments.
6. Track and prioritize TSMO Investments in BIPOC and low-income communities.
7. Continue freight technology and ITS deployment.
8. Facilitate Ground Truthing of Emerging Technologies.
9. Establish a Regional Transit Operators TSMO Group.
10. Unify and standardize fare subsidies for transit and MOD.
11. Develop an ITS travel time Information Data Collection and Distribution Plan for RDPO Regional Emergency Routes.
12. Explore new TSMO data sources.
13. Create a community listening program.
14. Create continuous improvement process for existing and new signal systems and related performance.
15. Deploy regional traveler information systems.
16. Implement Integrated Corridor Management and mainstream into corridor planning.
17. Create a TSMO Safety Toolbox.
18. Participate in regional public outreach to assist in guiding, listening, and learning through TSMO-focused conversations.
19. Improve TSMO data availability to aid in traveler decisions and behavior.
20. Plan for and use a TSMO Toolbox to connect gaps in bicycle and pedestrian infrastructure.
21. Update the Regional ITS Architecture.



## 1. Establish TSMO performance measures baseline.

### Planning

#### Action Description:

Create a baseline for measuring regional TSMO performance and advancement by:

- Mapping regionally significant routes as identified in other Metro planning documents where TSMO Metrics will be reported. These should include state routes, freight routes, transit routes, emergency transportation routes, and Mobility Corridors.
- Summarize findings from TSMO project before/after studies.
- Establish a standard calculation for VMT exposure and generation by census block and calculate a baseline for census blocks within the region.
- Extend bicycle and pedestrian Level of Traffic Stress (LTS) threshold and inventory existing LTS for through corridors and arterials.
- Calculate a 2021 baseline connectivity index for all census block groups, downtowns (Regional and Town Centers) and main streets, informed by community-identified barriers to connectivity.
- Calculate a 2021 baseline of total households and employment within a 10-minute walk or bike from transit for all census block groups and Regional/Town Centers.
- Identify gaps on routes where travel time information is needed for calculating reliability (e.g., buffer index).

#### Priority:

Low: required but not urgent  
(SAC did not vote on this item)

#### Timeline:

Near: 2021-2023; in coordination with RTP update

#### Tracked by:

Metro and ODOT

#### Further Objectives:

This data is needed to track the identified TSMO performance metrics.

#### References to other Plans and Projects:

[Subcontract: NCHRP 17-87 Enhancing Pedestrian Volume Estimation and Developing HCM Pedestrian Methodologies for Safe and Sustainable Communities](#)



## 2. Inventory and manage regional signal and ITS communication infrastructure.

### Concepts, Capabilities, and Infrastructure

#### Action Description:

- Create a regional inventory of traffic signal capabilities by location and operator (e.g., connected to central signal system, utilizing Next Generation Transit Signal Priority, serving freight, sensing bike and ped movements).
- Using the inventory, plan for a high quality, reliable, and redundant signal communication network by identifying gaps and prioritizing projects.
- Upgrade traffic signals and communication networks on regionally significant corridors to meet the needs of advanced applications such as Next-Generation Transit Signal Priority (NextGen TSP) and Automated Traffic Signal Performance Measures (ATSPM) that require Advanced Transportation Controllers (ATCs) and fiber optic communication.
- Monitor and address signal performance on regionally significant corridors by identifying performance issues such as freight delay, transit delay, or high pedestrian and bicycle traffic stress.

#### Priority:

10 Stakeholder Advisory Committee (SAC)  
High – to ensure the benefits of Next Generation Transit Signal Priority are extended region-wide

#### Timeline:

Ongoing  
Milestone: September 2022  
Division Transit Project

#### Tracked by:

PBOT (TransPort’s Central Signal TransPort Subcommittee) – led by Chair

#### Further Objectives:

5.1) Manage recurring and non-recurring congestion to improve travel time reliability for all users, including active transportation, transit, and freight.

6.2) Manage projects and resources to be responsive to changes in land use planning and growth patterns.

#### References to other Plans and Projects:

[Road User Understanding of Bicycle Signal Faces on Traffic Signals](#)

[Improved Safety and Efficiency of Protected/Permitted Right Turns in Oregon](#)

[Improving Walkability Through Control Strategies at Signalized Intersections](#)

[Addressing Bicycle-Vehicle Conflicts with Alternate Signal Control Strategies](#)

[Incorporating Pedestrian Considerations into Signal Timing](#)

[Operational Guidance for Bicycle-Specific Traffic Signals](#)





### 3. Develop a Mobility on Demand strategy and policy.

#### Planning

#### Action Description:

Create a Regional Mobility on Demand (MOD) Working Group consisting of agency staff, transportation demand management non-profits (e.g., Transportation Management Associations), private partners, university researchers, and community--based organizations to:

- Build on existing regional policy conversations in support of mobility partnerships, and technology solutions for last-mile connections.
- Participate in expanding access through micro-freight delivery (curb side delivery such as on-line purchases, food delivery apps, etc.).
- Coordinate with parking managers to improve operations particularly in downtowns and along main streets (e.g., Regional and Town Centers).
- Examine benchmarks set for shared mobility services (such as the [PBOT Scooter Policy](#)) by partner agencies and establish regional minimum level of service benchmarks for MOD service in equity focus areas connecting to opportunities, BIPOC, and low-income communities.
- Evaluate unified payment strategy and related policies, including congestion pricing, as they function to provide demand and system management through MOD, transit and connected travel options.
- Establish a strategy for connecting people to recreational destinations not well served by traditional transit during off-peak service hours.
- Identify opportunities for pilots to connect people to MOD and support them through programs with MOD service providers.
- Develop a pilot package delivery hub program for the "last 50 feet freight delivery", focusing on equity focus areas, incorporating guidance on siting package lockers, and the ability to co-locate with transit and other services.
- Develop communications with travelers to inform more travelers about these choices.
- Establish public-agency person-to-person lines of communication, formal agreements as necessary, pre-planned emergency needs, and information flows supportive of MOD operations.
- Use information flows with forecast models to optimize traveler's experience and MOD operator logistics.

#### Priority:

10 SAC Votes  
High

#### Timeline:

Near: 2022-2024  
Milestone: forming working group

#### Responsibility:

Metro convenes across planners and operators  
  
Identify appropriate ODOT contacts for tasks to act in a supporting role.

#### Further Objectives:

- 2.1) Ensure historically marginalized communities and people of color benefit from safety improvements.
- 2.4) Improve inter-agency & intra-agency collaboration to ensure efficient operations by identifying and addressing barriers in communication when making decisions about network operation or expansion.
- 4.1) Connect decentralized travel options to facilitate viable destinations in Regional Centers, Town Centers, and employment areas outside downtown Portland.
- 4.2) Prioritize the completion and expansion of planned transit and active mode networks when investing discretionary revenues especially to destinations with limited travel choices.



- 4.3) Connect goods and delivery services to people and businesses by providing for and managing last mile connections for goods delivery.
- 4.4) Increase availability and accessibility of low-cost transportation options in historically marginalized communities.
- 6.1) Plan and design a flexible transportation network that can adapt to new technology and travel choices that are consistent with the region's desired land use and transportation outcomes.
- 6.2) Manage projects and resources to be responsive to changes in land use planning and growth patterns.
- 6.4) Provide public agency staff with the data, tools, models, and training needed to assess long-term disruptive transportation trends.

### **References to other Plans and Projects:**

[Evaluation of Portland Shared E-Scooter Pilot Program Goals and Outcomes](#)

[Delivering Packages at Transit Stations: Considering Accessibility and Equity in Site Placement](#)

[New Mobility For All: Can Targeted Information and Incentives Help Underserved Communities Realize The Potential of Emerging Mobility Options?](#)

[Marginalized Populations' Access to Transit: Journeys from Home and Work to Transit](#)

[NSF Collaborative Research: RAPID: Maintain Mobility and Reduce Infection Through a Resilient Transit and Micromobility System](#)

[National Scan of Bike Share Equity Programs](#)

[Novel Approaches to Model Travel Behavior and Sustainability Impacts on E-Bike Use](#)

[The E-Bike Potential: How E-Bikes Can Improve Sustainable Transportation](#)

[How Technology Can Affect the Demand for Bicycle Transportation: The state of technology and projected applications of connected bicycles](#)

ODOT TripCheck



## 4. Manage transportation assets to secure the network.

### Concepts, Capabilities, and Infrastructure

#### Action Description:

Secure the network from natural disasters and other disruptions by physically securing the infrastructure, identifying end of life equipment, and replacing it proactively.

#### Priority:

5 SAC Votes  
High

#### Timeline:

Ongoing

#### Responsibility:

Individual Agency Responsibilities  
(ITS-NMT group TransPort subcommittee), depending on assets included in this task

#### Further Objectives:

- 2.2) Collaborate with emergency management when prioritizing investments on key emergency response routes.
- 6.3) Minimize long term disruptions to the transportation system by creating resiliency to climate change and economic shifts.

#### References to other Plans and Projects:

[Smart, Shared, and Social: Enhancing All-Hazards Transportation Recovery Plans with Demand Management Strategies and Technologies](#)

[Rapid Transportation Structure Evaluation Toolkit](#)

[Integrate Socioeconomic Vulnerability for Resilient Transportation Infrastructure Planning](#)



## 5. Pilot Origin-Destination data to prioritize TSMO investments.

### Planning

#### Action Description:

- Identify data sources and obtain Origin-Destination (OD) data to determine the highest use trip pairs in the region, pairs with the greatest trip lengths, pairs with a trip end in an equity focus area, and pairs without existing transit connections for use in planning and project prioritization.
- Use the data to identify TSMO upgrades that benefit multiple modes and are adaptable to emerging technologies (i.e., charging stations for e-bikes and EVs, controller upgrades that allow for varying communication systems).
- Create an active system of OD collection, monitoring, and reporting.

#### Priority:

7 SAC Votes  
Medium

#### Timeline:

Mid: 2023-2025

#### Responsibility:

Metro considers pilot with partners  
Supportive role for ODOT

#### Further Objectives:

- 4.2) Prioritize the completion and expansion of planned transit and active mode networks when investing discretionary revenues especially to destinations with limited travel choices.
- 5.2) Expand travel time reliability improvements for people of color and historically marginalized communities burdened with long travel distances.
- 6.1) Plan and design a flexible transportation network that can adapt to new technology and travel choices that are consistent with the region’s desired land use and transportation outcomes.
- 6.4) Provide public agency staff with the data, tools, models, and training needed to assess long-term disruptive transportation trends.

#### References to other Plans and Projects:

[Reducing VMT, Encouraging Walk Trips, and Facilitating Efficient Trip Chains through Polycentric Development](#)

[Revisiting TODs: How Subsequent Development Affects the Travel Behavior of Residents in Existing Transit-Oriented Developments](#)



## 6. Track and prioritize TSMO Investments in BIPOC and low-income communities.

### Listening & Accountability

#### Action Description:

- Create a priority process that listens for TSMO needs, projects, and guides funding allocation to prioritize investments for and/or in BIPOC and people with lower income.
- Review and update TSMO discretionary revenue prioritization to reflect the 2021 TSMO Strategy's updated goals and objectives.
- Evaluate TSMO prior investments from the last 10 years and identify disparities for BIPOC and low-income communities.
- Identify and multimodal connectivity disparities to target future TSMO investments.
- Track TSMO investments in equity focus areas and report bi-annually.

#### Priority:

6 SAC Votes  
High

#### Timeline:

Near: 2021-2023  
Milestone: RTP Update

#### Responsibility:

Metro, ODOT, and a third-party

#### Further Objectives:

- 1.4) Ensure people of color and historically marginalized communities can safely access multiple low stress mode choices and routes within the transportation system by improving access to transit stops, pedestrian, and bicycle facilities.
- 3.2) Identify and correct past disparities when planning, operating, and maintaining the transportation system (e.g., transit access, air toxins exposure, allocation of funds).
- 4.2) Prioritize the completion and expansion of planned transit and active mode networks when investing discretionary revenues especially to destinations with limited travel choices.

#### References to other Plans and Projects:

[Addressing Changing Demographics in Environmental Justice Analysis, State of Practice](#)



## 7. Continue freight technology and ITS deployment.

### Concepts, Capabilities, and Infrastructure

#### Action Description:

- Utilize existing and pilot new freight ITS technologies that identifies solutions to optimize freight operations and improve safety on critical corridors, such as optimizing progression for trucks, progress to pilot programs, freight dilemma zone detection and green extension.
- Share TSMO-generated data resources broadly with start-ups and established freight services.

#### Priority:

2 SAC Votes  
Medium

#### Timeline:

Medium: 2021-2027

#### Responsibility:

All Agency Operators

#### Further Objectives:

- 4.3) Connect goods and delivery services to people and businesses by providing for and managing last mile connections for goods delivery.
- 5.3) Manage critical freight corridors to create reliable routes for freight movement between key destinations.

#### References to other Plans and Projects:

[Delivering Packages at Transit Stations: Considering Accessibility and Equity in Site Placement](#)

[Application of Smart Phone Truck Data for Freight Performance Measures and Transportation Planning](#)

[Real-Time Stochastic Matching Models for Freight Electronic Marketplace](#)

Metro convenes regional freight planning <https://www.oregonmetro.gov/regional-freight-plan> and City of Portland convenes a Freight Committee <https://www.portlandoregon.gov/transportation/54899>.

Safety measures for commercial vehicle drivers now include limitations that can cause issues including semi-trucks parking in undesignated areas. This was studied statewide with recommendations for the Portland region <https://www.oregon.gov/odot/Projects/Pages/Commercial-Truck-Parking-Study.aspx>

## 8. Facilitate Ground Truthing of Emerging Technologies.

### Concepts, Capabilities, and Infrastructure

#### Action Description:

Respond to community-voiced needs to initiate agency partnerships to test emerging technologies. Consider efforts in context provided by the forthcoming Metro Emerging Trends Study. Consider these as examples, recognizing that more pilots are needed to keep pace with technology advancements:

- Collaborate with ODOT on the connected vehicle infrastructure environment to reduce pedestrian related collisions.
- Explore best practices for collision avoidance systems, policy implications, and implementation.
- Create a readiness training program for the region to evaluate and prepare for risks from technology, economic, and ecological disruptions.
- Identify solutions to changes in growth patterns, travel behavior, and other non-emergency travel trends.
- Partner to increase mobility with electric vehicle (EV) adoption, including e-bikes, shared vehicles, and fleets. EVs relate to connectivity index in equity focused areas, downtowns (Regional and Town Centers), main streets and employment areas.
- Collect and evaluate safety and operational performance metrics for multimodal users (including pedestrians, bicyclists, and transit) through emerging detection technologies
- Partner with regional university transportation research centers in identifying and implementing projects exploring emerging technologies and data sources.

#### Priority:

7 SAC Votes  
Medium

#### Timeline:

Ongoing  
Milestone: Metro Emerging Trends Study

#### Responsibility:

Washington County, ODOT, PBOT, and Portland State University (PSU) Transportation Research & Education Center (TREC)

#### Further Objectives:

- 1.1) Manage the transportation system to reduce negative health impacts so that public health risk does not adversely affect people's mode choice.
- 1.3) Provide a transportation system where human error does not result in serious injury or loss of life.
- 4.4) Increase availability and accessibility of low-cost transportation options in historically marginalized communities.
- 6.1) Plan and design a flexible transportation network that can adapt to new technology and travel choices that are consistent with the region's desired land use and transportation outcomes.
- 6.4) Provide public agency staff with the data, tools, models, and training needed to assess long-term disruptive transportation trends.



## References to other Plans and Projects:

[Exploring Data Fusion Techniques to Derive Bicycle Volumes on a Network](#)

[New Mobility For All: Can Targeted Information and Incentives Help Underserved Communities Realize The Potential of Emerging Mobility Options?](#)

[Integrate Socioeconomic Vulnerability for Resilient Transportation Infrastructure Planning](#)

[Exploring the Use of Crowdsourced Data Sources for Pedestrian Count Estimations](#)

The Federal Highway Administration supports research and innovation at the national level <https://highways.dot.gov/research> and in partnership with FHWA's Oregon Division. This includes testing new devices in the context of the Manual on Uniform Traffic Control Devices (MUTCD). ODOT's Office of Innovation is also leading on connected vehicle technology, road usage charging and more. <https://www.oregon.gov/odot/Programs/Pages/OfficeOfInnovation.aspx>





## 9. Establish a Regional Transit Operators TSMO Group.

### Concepts, Capabilities, and Infrastructure

#### Action Description:

Establish a Metro Regional Transit Operators TSMO Group as a subcommittee of Transport consisting of representation from local and regional transit operators. Collaborate with the group to:

- Identify transit stops on high frequency routes without real-time bus information technology, prioritize improvements, and complete high priorities.
- Identify and implement mitigations at transit and train at-grade rail crossing locations with a history of collisions.
- Review and Regional NextGen Transit Signal Priority (TSP) projects and develop a coordination standard for deploying TSP throughout the region.
- Coordinate with TriMet to identify TSMO solutions to support a bus on shoulder implementation plan, building on lessons learned from I-5/I-205 pilot program.
- Inform and review speed and reliability project need and solutions.
- Create a standard for reviewing and deploying new technology.

#### Priority:

6 SAC Votes  
High

#### Timeline:

Ongoing

#### Responsibility:

TriMet  
ODOT has supporting role focused on rail crossings, passenger rail, signal prioritization

#### Further Objectives:

- 1.3) Provide a transportation system where human error does not result in serious injury or loss of life
- 2.3) Collaborate with emergency management when prioritizing investments on key emergency response routes.
- 5.1) Manage recurring and non-recurring congestion to improve travel time reliability for all users, including active transportation, transit, and freight.
- 5.2) Expand travel time reliability improvements for people of color and historically marginalized communities burdened with long travel distances.
- 5.4) Communicate expected changes in reliability so that travelers can make informed travel choices.

#### References to other Plans and Projects:

- [Evaluation of Road User Comprehension and Compliance with Red Colored Transit Priority Lanes](#)
- [The Connection Between Investments in Bus Stops, Ridership, and ADA Accessibility](#)

## 10. Unify and standardize fare subsidies for transit and MOD.

### Concepts, Capabilities, and Infrastructure

#### Action Description:

- Create a policy that includes standardized eligibility criteria with regard for ADA, Medicaid, and other assistance programs. Utilize existing efforts such as the General Transit Feed Specification for Eligibilities and Capabilities.
- Expand low fare/price subsidies to include MOD and transit for BIPOC and low-income communities.
- Evaluate feasibility of implementing City of Portland’s Transportation Wallet pilot program for connecting affordable transportation options with people living in affordable housing.

#### Priority:

8 SAC Votes  
High

#### Timeline:

Near

#### Responsibility:

TriMet

#### Further Objectives:

- 2.1) Collaborate to provide consistent travel experiences across jurisdictional boundaries through integrated payment and scheduling systems, integrated corridor management, and data sharing between agencies.
- 4.4) Increase availability and accessibility of low-cost transportation options in historically marginalized communities.

#### References to other Plans and Projects:

[New Mobility For All: Can Targeted Information and Incentives Help Underserved Communities Realize The Potential of Emerging Mobility Options?](#)

[Portland’s Transportation Wallet Increases Access to New Mobility Services](#)

[Applying an Equity Lens to Automated Payment Solutions for Public Transportation](#)

[Do Travel Costs Matter?: Using Psychological and Social Equity Perspectives to Evaluate the Effects of a Low-Income Transit Fare Program on Low-Income Riders](#)

TriMet, Metro, ODOT and USDOT have supported grants for improved trip planning for demand responsive transit (DRT). In 2021, two new data specifications were introduced to handle eligibility and service provider capability. <https://github.com/full-path/gtfs-eligibilities>

BIKETOWN offers income based discounts including college students receiving financial aid. <https://www.portland.gov/transportation/news/2021/9/16/biketown-expands-e-bike-service-portland-state-university-students>

## 11. Develop an ITS travel time Information Data Collection and Distribution Plan for RDPO Regional Emergency Routes.

### Concepts, Capabilities, and Infrastructure

#### Action Description:

- Coordinate with agency partners to identify bottlenecks on RDPO Regional Emergency Transportation Routes, Oregon State Seismic Lifeline Routes and routes lacking redundancy and develop TSMO solutions to address these.
- Model strategies to reduce emergency response times and evacuation scenarios through technology or other actions.
- Create an Emergency Route travel time data collection plan. The plan should:
  - Identify ITS travel time information data collection and distribution gaps on RDPO Regional Emergency Transportation Routes and Oregon State Seismic Lifeline Routes to inform detour routing decisions and provide alternative route information during evacuations.
  - Prioritize data collection and distribution gaps on RDPO Regional Emergency Transportation Routes and Oregon State Seismic Lifeline Routes.
  - Install data collection and distribution infrastructure on RDPO Regional Emergency Transportation Routes and Oregon State Seismic Lifeline Routes.

#### Priority:

8 SAC Votes  
Medium

#### Timeline:

Mid: 2023-2028

#### Responsibility:

ODOT

#### Further Objectives:

- 6.2) Manage projects and resources to be responsive to changes in land use planning and growth patterns.
- 6.3) Minimize long term disruptions to the transportation system by creating resiliency to climate change and economic shifts.

#### References to other Plans and Projects:

[Integrate Socioeconomic Vulnerability for Resilient Transportation Infrastructure Planning](#)

[Rapid Transportation Structure Evaluation Toolkit](#)

[Smart, Shared, and Social: Enhancing All-Hazards Transportation Recovery Plans with Demand Management Strategies and Technologies](#)

Emergency Routes Planning work (Metro)PORTAL Archive <https://portal.its.pdx.edu/home>

Regional Emergency Transportation Route (RETR) Phase 1 <https://rdpo.net/emergency-transportation-routes> will be followed by Phase 2.

## 12. Explore new TSMO data sources.

### Planning

#### Action Description:

- Explore new sources to measure identified exploratory TSMO performance measures. Exploratory metrics include:
  - Average miles walked and biked
  - Frequency of secondary crashes
  - Collision risk
  - Transportation cost burden for BIPOC and low-income communities
  - Non-recurring delay associated with incidents
  - Freight travel time and movement data
- Develop a NHTSA FARS data reporting policy and incorporate into annual reporting.

#### Priority:

SAC did not vote on this  
Low

#### Timeline:

Ongoing

#### Responsibility:

PSU TREC

#### Further Objectives:

- 1.2) Ensure historically marginalized communities and people of color benefit from safety improvements.
- 1.3) Provide a transportation system where human error does not result in serious injury or loss of life.
- 1.4) Ensure people of color and historically marginalized communities can safely access multiple low stress mode choices and routes within the transportation system by improving access to transit stops, pedestrian, and bicycle facilities.
- 3.2) Identify and correct past disparities when planning, operating, and maintaining the transportation system (e.g., transit access, air toxins exposure, allocation of funds).
- 5.1) Manage recurring and non-recurring congestion to improve travel time reliability for all users, including active transportation, transit, and freight.
- 5.3) Manage critical freight corridors to create reliable routes for freight movement between key destinations.

#### References to other Plans and Projects:

[PORTAL](#)

[BikePed Portal](#)

## 13. Create a community listening program.

### Listening & Accountability

#### Action Description:

Build capacity for a community listening program to reduce barriers for travelers to report experiences related to TSMO. Tactics may involve but are not limited to partnering with large-scale public outreach to facilitate a breakout group specific to TSMO, supporting equity-focused consultants and Community Based Organizations to share input, initiating a study of agency customer feedback (including social media), piloting an anonymous feedback system generated by and for BIPOC and people with lower income to report travel experiences related to operations.

As part of the listening program, create a pilot where BIPOC and low-income travelers are paid to provide feedback and share their traveler experiences/stories with agency staff.

Support efforts with service providers to add capacity. Participate to listen for TSMO-related issues and follow up on previous efforts, identifying TSMO-related solutions.

#### Priority:

7 SAC Votes  
High

#### Timeline:

Near: 2021-2024

#### Responsibility:

ODOT, Metro and PSU TREC

#### Further Objectives:

- 3.1) Prioritize reaching underrepresented groups when providing traveler information and community outreach and ensure that modal access and traveler information is free from technological and financial barriers.
- 3.3) Identify and increase awareness of the unique travel experiences of people of color and historically marginalized communities.

#### References to other Plans and Projects:

TriMet Reimagine Transportation

ODOT Office of Social Equity

Metro Regional Travel Options Program.

[Equity outcomes and potential for a better bike share](#)

[Developing strategies to enhance mobility and accessibility for a community-dwelling older adults](#)

[New mobility for all: Can targeted information and incentives help underserved communities realize the potential of emerging mobility options?](#)

[Seamless wayfinding by individuals with functional disability in indoor and outdoor spaces: An investigation into lived experiences, data needs, and technology requirements](#)

[App-based data collection to characterize latent transportation demand within marginalized and underserved populations](#)

[How can enter disciplinary teams leverage emerging technologies to respond to transportation infrastructure needs? Mixed-methods evaluation of civil engineers urban planning and social workers' perspectives](#)

[Marginalized populations' access to transit: Journeys from home and work to transit](#)

[Do travel costs matter?: Using psychological and social equity perspective to evaluate the effects of a low income transit fare program on low income riders](#)



[Applying an equity lens to automated payment solutions for public transportation](#)

[Developing data, models, and tools to enhance transportation equity](#)

[A comprehensive examination of electronic wayfinding technology for visually impaired travelers in an urban environment](#)

[Defining and measuring equitable access to Washington Park in Portland, Oregon](#)

[Addressing changing demographics and environmental justice analysis, state of the practice](#)

[Life-space mobility and aging in place](#)

[Evaluating and enhancing public transit systems for operational efficiency, service quality and access equity](#)

[Racial bias in drivers' yielding behavior or at crosswalks: Understanding the effect](#)

[Evaluating efforts to improve the equity of bike share systems](#)

## 14. Create continuous improvement process for existing and new signal systems and related performance.

### Concepts, Capabilities, and Infrastructure

#### Action Description:

Outline and begin continuous improvement process for signal systems and new concepts that serve major arterials and high-injury corridors. The continuous improvement process will utilize systems engineering from concept of operations through retirement of legacy systems.

In coordination with asset managers, inventory automatic traffic recorder stations, ATC controllers, and detection sensors (location, status, age, and operability). Identify through corridors and major arterials that do not currently have travel time information collection by mode to identify gaps in the existing system. Create a plan to mitigate identified gaps by completing high priority projects targeted for either technological upgrades (sensors, ATRs etc.) or crowd sourced data.

#### Priority:

2 SAC Votes  
Low

#### Timeline:

Ongoing

#### Responsibility:

Agencies participating in TransPort's Central Signal System Users Group and PBOT

#### Further Objectives:

- 2.1) Collaborate to provide consistent travel experiences across jurisdictional boundaries through integrated payment and scheduling systems, integrated corridor management, and data sharing between agencies.
- 5.1) Manage recurring and non-recurring congestion to improve travel time reliability for all users, including active transportation, transit, and freight.
- 6.1) Plan and design a flexible transportation network that can adapt to new technology and travel choices that are consistent with the region's desired land use and transportation outcomes.
- 6.4) Provide public agency staff with the data, tools, models, and training needed to assess long-term disruptive transportation trends.

#### References to other Plans and Projects:

ODOT ITS Master Communication Plan

[Data-driven mobility strategies for multimodal transportation](#)

[Understanding factors affecting arterial reliability performance metrics](#)



## 15. Deploy regional traveler information systems.

### Concepts, Capabilities, and Infrastructure

#### Action Description:

Create a traveler information and educational campaign with BIPOC, low- income, and limited English proficiency community needs. The campaign should also start deploying traveler information systems where community-voiced need and multiple transportation options are present, building into a methodology Traveler Information Systems (TIS) priorities that may involve transit stops, public buildings, major destinations within regional centers. and on-vehicle displays. The TIS should incorporate a broad cross section of traveler needs which may include travel time, route, real-time transit, and real-time shared-use mobility information.

#### Priority:

9 SAC Votes  
High

#### Timeline:

Ongoing

#### Responsibility:

Metro for convening and scoping

#### Further Objectives:

2.3) Collaborate with and educate travelers.

3.1) Prioritize reaching underrepresented groups when providing traveler information and community outreach and ensure that modal access and traveler information is free from technological and financial barriers.

#### References to other Plans and Projects:

[Overcoming barriers for a wide-scale adoption of standardized real time transit information](#)

[Developing data, models, and tools to enhance transportation equity](#)

ODOT TripCheck offers a Beta TripCheckTV for internet-connected displays.

<https://www.tripcheck.com/tv/>

TriMet lists developers including some who tailor information to dedicated monitors.

<https://trimet.org/apps> [] F&P will reference Ron's learning from CA





## 16. Implement Integrated Corridor Management and mainstream into corridor planning.

### Concepts, Capabilities, and Infrastructure:

#### Action Description:

Provide tools for regional partners based on [I-84 Multimodal ICM Deployment Plan](#) including:

- Establish a multimodal detour policy across agencies. Define lines of communication and pre-plan emergency needs by rehearsing scenarios for a variety of events impacting operations. Provide job-shadow and training experiences.
- Create a data sharing policy and inter-agency(s) agreement with agency partners to incorporate data into PORTAL or another identified internal sharing system. Share construction schedules across agencies. Implement a decision support system, employing forecast models as useful.

Beginning with the next RTP update, consider corridor needs that can be met through ICM based on regional efforts and FHWA guidance and local operators.

#### Priority:

3 SAC Votes  
Low

#### Timeline:

2021-2023  
Milestone: RTP Update

#### Responsibility:

Metro and ODOT

#### Further Objectives:

- 2.1) Collaborate to provide consistent travel experiences across jurisdictional boundaries through integrated payment and scheduling systems, integrated corridor management, and data sharing between agencies.
- 2.2) Collaborate with emergency management when prioritizing investments on key emergency response routes.
- 2.4) Improve inter-agency & intra-agency collaboration to ensure efficient operations by identifying and addressing barriers in communication when making decisions about network operation or expansion.
- 5.1) Manage recurring and non-recurring congestion to improve travel time reliability for all users, including active transportation, transit, and freight.
- 6.4) Provide public agency staff with the data, tools, models, and training needed to assess long-term disruptive transportation trends.

#### References to other Plans and Projects:

[Understanding factors affecting arterial reliability performance metrics](#)

[Statistical inference for multimodal travel time reliability](#)



## 17. Create a TSMO Safety Toolbox.

### Concepts, Capabilities, and Infrastructure:

#### Action Description:

Create a TSMO Safety Toolbox to advance actions identified in the Metro Regional Safety Strategy. The toolbox should include guidance for the deployment of new technologies and create policy for evaluating their effectiveness.

Create a Speed Management Plan, in coordination with Statewide Policy, and collaborate with local agencies to provide guidance and implementation program for active speed management and feedback including, automated speed feedback signs, changeable speed limits, automated enforcement, and traffic calming solutions. Evaluate speed limits and identify opportunities to apply a safe systems approach to speeds in regional and town centers, high pedestrian, and bicycle corridors, and in equity focus areas. Apply Automated Traffic Signal Performance Measures (ATSPMs), including speeds,

The toolbox should respond to emerging research related to speed reduction through signal timing strategies context and point out where overlapping road functions or classifications have potential for creating risk and/or preventing implementation of TSMO safety tools.

#### Priority:

5 SAC Votes  
High

#### Timeline:

Near: 2022-2024

#### Responsibility:

All Agencies

#### Further Objectives:

- 1.2) Ensure historically marginalized communities and people of color benefit from safety improvements.
- 1.3) Provide a transportation system where human error does not result in serious injury or loss of life.

#### References to other Plans and Projects:

[Data-driven mobility strategies for multimodal transportation](#)

[Improving walk ability through control strategies at signalized intersection](#)

[Subcontract: NCHRP 17-87 Enhancing Pedestrian Volume Estimation and Developing HCM Pedestrian Methodologies for Safe and Sustainable Communities](#)

[Pedestrian behavior study to advance pedestrian safety in smart transportation systems using innovative LiDAR sensors](#)

[Effect of residential street speed limit reduction from 25 to 20 mph on driving speeds in Portland, Oregon](#)

[Road user understanding of bicycle signal faces on traffic signals](#)

[Improving integration of transit operations and bicycle infrastructure at the stop level](#)

[Contextual guidance at intersections for protected bicycle lanes](#)

The TSMO Safety Toolbox should utilize the Safe Systems Approach. Safe Routes to School efforts work with the traffic patterns, facilities, and education to improve safety for children and families on the way to and from school. In 2021, the Oregon Legislature approved emergency speed changes for Cities/Counties.



## 18. Participate in regional public outreach to assist in guiding, listening, and learning through TSMO-focused conversations.

### Listening & Accountability

#### Action Description:

TSMO-focused public outreach should include traveler safety information and be created with BIPOC, low-income, and limited English proficiency communities. Work with local agencies to create/update public outreach that specifically include equity-focused TSMO that include BIPOC, low income and limited English proficiency communities.

#### Priority:

8 SAC votes  
Medium

#### Timeline:

Near

#### Responsibility:

Metro, ODOT and Third Party

#### Further Objectives:

- 1.2) Ensure historically marginalized communities and people of color benefit from safety improvements.
- 2.3) Collaborate with and educate travelers.
- 3.1) Prioritize reaching underrepresented groups when providing traveler information and community outreach and ensure that modal access and traveler information is free from technological and financial barriers.
- 5.4) Communicate expected changes in reliability so that travelers can make informed travel choices.

#### References to other Plans and Projects:

[Developing data, models, and tools to enhance transportation equity](#)

[New mobility for all: can targeted information and incentive help underserved communities realize the potential of emerging mobility options?](#)

[Do travel costs matter?: Using psychological and social equity perspectives to evaluate the effects of a low-income transit fare program and low-income riders](#)

[Implementing a community transportation academy](#)



## 19. Improve TSMO data availability to aid in traveler decisions and behavior.

### Listening & Accountability

#### Action Description:

- Unify multimodal trip planning by coordinating among transit service providers' and riders' needs, creating opportunities for TriMet and other Open Trip Planner partners.
- Create an external facing dashboard for TSMO metrics accountability connecting each metrics' relevance to travelers.
- Communicate TSMO to raise awareness in the need for travelers to participate to improve transportation system outcomes and metrics. For example, signage about moving over for emergency vehicles, merging, or moving property-damage-only crashes out of the travel lane will help with overall system management and clearance metrics.
- Increase communication about how the system could operate safer and more efficiently using signage and coordinating agency Public Service Announcements (PSAs.)

#### Priority:

7 SAC Votes  
Medium

#### Timeline:

Mid

#### Responsibility:

Metro, TriMet and ODOT

#### Further Objectives:

- 2.1) Collaborate to provide consistent travel experiences across jurisdictional boundaries through integrated payment and scheduling systems, integrated corridor management, and data sharing between agencies.
- 2.3) Collaborate with and educate travelers.
- 5.4) Communicate expected changes in reliability so that travelers can make informed travel choices.

#### References to other Plans and Projects:

- [Overcoming barriers for the wide-scale adoption of standardized real-time transit information](#)
- [Social transportation analytics toolbox \(STAT\) for transit networks](#)



## 20. Build and use a TSMO Toolbox to connect gaps in bicycle and pedestrian infrastructure.

### Concepts, Capabilities, and Infrastructure:

#### Action Description:

Create a connected bicycle and pedestrian infrastructure with TSMO tools. Start with a Connectivity Index of existing pedestrian and bicycle infrastructure that includes community-voiced barriers, inventories of low stress facilities, and other identified gaps in the system. The toolbox should consider how pedestrian and bicycle modes interact with signals, illumination, and transit connections, while also the disparities experienced by BIPOC and people with lower income-. Investments made using the toolbox should afford complete treatment to address these disparities.

#### Priority:

23 SAC Votes  
High

#### Timeline:

Ongoing  
Milestone: ODOT Pedestrian and Bicycle Priority Routes

#### Responsibility:

All Agencies and PSU TREC

#### Further Objectives:

1.4) Ensure people of color and historically marginalized communities can safely access multiple low stress mode choices and routes within the transportation system by improving access to transit stops, pedestrian, and bicycle facilities.

4.1) Connect decentralized travel options to facilitate viable destinations in Regional Centers, Town Centers, and employment areas outside downtown Portland.

4.2) Prioritize the completion and expansion of planned transit and active mode networks when investing discretionary revenues especially to destinations with limited travel choices.

#### References to other Plans and Projects:

[Equity in bike share research](#)

[Understanding economic and business impacts of street improvements for bicycle and pedestrian mobility - A multi-city multi-approach exploration \[phase 2\]](#)

[Reducing VMT, encouraging walk trips, and facilitating efficient trip chains through polycentric development](#)

[Bikeway design research](#)

[Improving integration of transit operations and bicycle infrastructure at the stop level](#)

ODOT Active Transportation Needs Inventory (ATNI)

## 21. Update the Regional ITS Architecture.

### Planning

#### Action Description:

Collaborate on updates to the Regional ITS Architecture by reviewing changes on a quarterly basis and adjusting every two years to include innovations in the national and statewide architecture.

#### Priority:

4 SAC Votes  
Low

#### Timeline:

Near: 2022-2024

#### Responsibility:

Metro  
(ITS Architecture Group should be integral to this action)

#### Further Objectives:

- 2.4) Improve inter-agency & intra-agency collaboration to ensure efficient operations by identifying and addressing barriers in communication when making decisions about network operation or expansion.
- 6.1) Plan and design a flexible transportation network that can adapt to new technology and travel choices that are consistent with the region's desired land use and transportation outcomes.

#### References to other Plans and Projects:

[Applying data driven multi model speed management strategies for safe, efficient transportation](#)

[Deploying electric buses to improve air quality in low-income areas](#)

[Can incentivizing E bikes support GHG goals? Launching the new EV incentive cost and impact tool](#)

[Connected vehicle system design for signalized arterials](#)

[Modeling and analyzing the impact of advanced technologies on livability and multimodal transportation performance measures in arterial corridors](#)

The regional ITS Architecture was updated in 2016 and posted here on Metro's site

<https://www.oregonmetro.gov/public-projects/regional-tsmo-strategy/2010-2020-tsmo>

**Exhibit B to Resolution No. 21-5220**  
**2021 Transportation System Management and Operations (TSMO) Strategy**  
**Summary of Comments Received and Recommended Actions**  
**Comments received September 24 through October 25, 2021**

DRAFT

**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](http://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](http://www.trimet.org).

Metro is the federally mandated metropolitan planning organization (MPO) designated by the governor to develop an overall transportation plan and to allocate federal funds for the region.

The Joint Policy Advisory Committee on Transportation (JPACT) is a 17-member committee that provides a forum for elected officials and representatives of agencies involved in transportation to evaluate transportation needs in the region and to make recommendations to the Metro Council. The established decision-making process strives for a well-balanced regional transportation system and involves local elected officials directly in decisions that help the Metro Council develop regional transportation policies, including allocating transportation funds. JPACT serves as the MPO board for the region in a unique partnership that requires joint action with the Metro Council on all MPO decisions.

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

The preparation of this report was financed in part by the U.S. Department of Transportation, Federal Highway Administration and Federal Transit Administration. The opinions, findings and conclusions expressed in this report are not necessarily those of the U.S. Department of Transportation, Federal Highway Administration and Federal Transit Administration



## **2021 Transportation System Management and Operations (TSMO) Strategy Public Comment Report**

The 2021 TSMO Strategy Draft was released for public review from September 24 through October 25, 2021. Comments were received during the public comment period and through the public meetings of the Transportation Policy Alternatives Committee (TPAC) on November 5, 2021 and Joint Policy Advisory Committee on Transportation (JPACT) on November 18, 2021. Stakeholders were encouraged to review the draft document and comment:

- in writing to Metro Planning, 600 NE Grand Ave., Portland, OR 97232 or [transportation@oregonmetro.gov](mailto:transportation@oregonmetro.gov)
- by phone at 503-797-1750 or TDD 503-797-1804
- Through an online comment survey

Public agencies, advocacy groups and members of the public submitted comments through email, the online comment survey and one video conference call. In total, eight people provided comments. Eleven people participated in the online comment survey and four of those respondents provided substantive comments. Three people submitted comments through email and one community organization representative provided comments on a video conference call with project staff. No comments were received by mail or phone. All comments received are attached to this report.

Notice of the public comment period was provided through Metro News and distributed to members of the Metro transportation committees interested persons list and Metro's Transportation Policy Alternatives Committee (TPAC) interested parties list and TransPort, a subcommittee of TPAC.

### **Online comment survey summary**

The survey participants' answers to the open-ended questions are included in the comment log with responses.

The online comment survey included a multiple choice question that asked: "Which actions should be emphasized? Select your top three. Please comment on your selections." Out of 21 actions include in the 2021 TSMO Strategy, the following actions were selected by survey participants as ones that should be emphasized: Facilitate ground truthing of emerging technologies. (3 respondents), Develop a Mobility on Demand strategy and policy (2 respondents), Manage transportation assets to secure the network (1 respondent), Pilot Origin-Destination data to prioritize TSMO investments (1 respondent), Explore new TSMO data sources (1 respondent), Create a TSMO safety toolbox (1 respondent), and Improve TSMO data availability to aid in traveler decisions and behavior (1 respondent).

### **Comment log**

The following comment log summarizes recommended changes to respond to all substantive comments received during the comment period. New wording is shown in underline; deleted words are crossed out in ~~strikeout~~. Recommended changes will be made to the 2021 TSMO Strategy upon adoption of this Exhibit B by JPACT and Metro Council.

All items in this Exhibit B are recommended for approval by JPACT and the Metro Council.

The first 12 entries in the following comment log were from four people who made substantive

comments using the online comment form. They included optional demographic information that they were comfortable sharing. Two people responded from Portland, one from Beaverton and one from Washougal, Washington (based on Zip Code). Two respondents shared perspectives as “Community member/traveler” and two shared “Transportation professional” perspectives. Age ranges selected included 35-44 and 65-74. Three respondents selected white as their racial or ethnic identity and one preferred not to answer. Household income ranges before taxes were \$50,000 to \$74,999, \$100,000 to \$149,999 or preferred not to answer.

Comment	Chapter or Appendix	Name/Commentator	Affiliation	Date	Method
1	Chapter 3	Survey respondent 1	n/a	10/2/21	Survey
Comment			Response and/or recommended change (changes shown in <del>strikeout</del> and <u>underline</u> )		
Goal “1) Create a transit system that is free to all riders (without regressive taxation).”			Change Chapter 5, Action 10, sub-action 2 to read “Expand low <u>or free</u> fare, or price subsidies, to include MOD and transit for Black, Indigenous, people of color, and people with low incomes.”		

Comment	Chapter or Appendix	Name/Commentator	Affiliation	Date	Method
2	Chapter 3	Survey respondent 1	n/a	10/2/21	Survey
Proposed change identified in comment(changes shown in <del>strikeout</del> and <u>underline</u> )			JPACT recommendations(changes shown in <del>strikeout</del> and <u>underline</u> )		
Add objective “The statistics are CLEAR if you are poor you can't afford to travel. My family takes the train and walks 20-30 min to avoid the cost. This study clearly avoids the issue that the lower incomes peoples earn IN PORTLAND CENTRAL do not cost of provide money to ride even with the 50% off cards. Do the math. If the rides where free we would have more white ridership and loads more short trips made by bus. It would only be a couple years until we saw all the cars off the roads and ridership reflect the population....less people of color killed by cars because they could afford monitored ticket travel. Seriously...rent and food eat more than a low income salary...you can't make it without cheating presently. This report doesn't make that abundantly clear. Free to all cuts cost of all that administration and would create lower skill level jobs that these same people could do cleaning regularly, handing security, etc.”			No change recommended. In Chapter 3, Goal 3, Eliminate Disparities” includes objective 3.4 “Reduce the transportation cost burden experienced by Black, Indigenous, people of color and, people with low incomes.”		

Comment	Chapter or Appendix	Name/Commentator	Affiliation	Date	Method
---------	---------------------	------------------	-------------	------	--------

3	<b>Appendix</b> Chapter 2	Survey respondent 1	n/a	10/2/21	Survey
Comment			Response and/or recommended change (changes shown in <del>strikeout</del> and <u>underline</u> )		
Comment related to additional TSMO considerations for transportation agencies and decision-makers: "Stop the investment in tech and support the investment in the people."			No change recommended. The Strategy calls for use of the Equity Tree to assess the solution steps to achieving equitable outcomes, evaluating outcomes and being accountable.		

<b>Comment</b>	<b>Chapter or Appendix</b>	<b>Name/Commentator</b>	<b>Affiliation</b>	<b>Date</b>	<b>Method</b>
4	Chapter 3	Survey respondent 1	n/a	10/2/21	Survey
Proposed change identified in comment(changes shown in <del>strikeout</del> and <u>underline</u> )			JPACT recommendations(changes shown in <del>strikeout</del> and <u>underline</u> )		
Comment related to bias: "The bias is thinking that the workers with kids and earning minimum wage can afford the train...so more money put into tech means they continue to be left behind with no sign, no trains at night when there is work (MORE AND MORE WORK NIGHTS AND YOU EARN LESS THAN A 10 MIN UBER RIDE!!!!)...seriously make the train free for all and then add more drivers and trains...we don't need the tech."			The Strategy Chapter 3, Goal 4, Objective 4.4 is to "Increase availability and accessibility of low-cost transportation options for low income individuals and people of color."  Recommend change to Chapter 5, Action to Unify and standardize fare subsidies for transit and MOD, sub-action 2 to read "Expand low <u>or free</u> fare, or price subsidies, to include MOD and transit for Black, Indigenous, people of color, and people with low incomes."		

<b>Comment</b>	<b>Chapter or Appendix</b>	<b>Name/Commentator</b>	<b>Affiliation</b>	<b>Date</b>	<b>Method</b>
5	Chapter 3	Survey respondent 2	n/a	10/5/21	Survey
Comment			Response and/or recommended change (changes shown in <del>strikeout</del> and <u>underline</u> )		
Comment related to Vision, Goals and values: "Single occupant vehicles (SOVs) are extremely inefficient in the use of terrestrial space. The more land devoted to accommodate SOVs, the farther apart we push the points of origin and destination for which travel is required - community sprawl. As the distance between points of origin and destination increases, the more miles needed for travel. Traffic congestion is a predictable and expected outcome when the focus on transportation is placed on SOVs to meet travel needs. This focus must be changed. Traffic engineers are primarily trained in designing roadways to maximize traffic flow. All too often their focus is on providing more space, more lanes, to			No change recommended. In Chapter 3, Goal 4, Connected Travel Choices, includes objective 4.1 to "Connect decentralized travel options to facilitate viable destinations in Regional Centers, Town Centers, and employment areas outside downtown Portland." This goal and objective connects TSMO with efficient land use through regional growth policy. Objective 4.2 "Prioritize the completion and expansion of planned transit and active mode networks when investing discretionary revenues especially to destinations with limited travel choices." A performance measure on "system connectivity" will provide a measurement basis with equity context to Goal 4 and related objectives.		

<p>accommodate more traffic. This, along with the points listed above, contributes toward induced demand. Our Department of Transportation insists that they have insufficient funds to maintain existing pavement, and at the same time, they continue to increase lanes and lane widths. Increasing space (lane width, shoulders, medians) for SOVs in order 'improve safety' often results in faster traffic, decreased efficiency in use of space, higher speed accidents and increased fatalities. Traffic congestion in urban areas is not a 'problem to be solved,' but the expected result of over-dependence on SOVs to meet transportation needs. Traffic congestion is a tool that must be used to modify human behavior and realize increased mobility. Increased reliance upon frequent, interconnected, reliable public transportation must be our primary response."</p>	<p>The Strategy also includes an Action to "Create a TSMO Safety Toolbox" to utilize a Safe Systems Approach, actively manage speed, provide guidance and implement technologies to improve safety. TransPort, Subcommittee of TPAC, will continue to meet regularly, providing an open forum among traffic engineers, planners, researchers, consultants, community members and all are welcome.</p>
---	---

Comment	Chapter or Appendix	Name/Commentator	Affiliation	Date	Method
6	Chapter 3	Survey respondent 2	n/a	10/5/21	Survey
Comment		Response and/or recommended change (changes shown in <del>strikeout</del> and <u>underline</u> )			
Comment related to Objectives: "Need to acknowledge that a significant percentage of our population does not have access to, or should not have access to, an automobile. A significant percentage of the population does not have the ability (age/physical/mental/financial/legal limitations) to drive safely - many cannot drive at all. This likely includes over 30% - 40% of the population. To realize "EQUITY," we must acknowledge these points, and reduce focus on accommodating SOVs."		Recommend change to Chapter 3, Goal 4, Objective 4.4 "Increase availability and accessibility of low-cost transportation options for low income individuals and people of color, <u>and in acknowledgement that a significant percentage of people will not have access to an automobile.</u> "			

Comment	Chapter or Appendix	Name/Commentator	Affiliation	Date	Method
7	Chapter 5	Survey respondent 2	n/a	10/5/21	Survey
Comment		Response and/or recommended change (changes shown in <del>strikeout</del> and <u>underline</u> )			
Comment related to current work and urgent need in respondent's community: "The objective of 'intelligent transportation systems' is to provide improved guidance and traffic control of transportation vehicles. (We do not		Goal 6, Objective 6.1 is to "Plan and design a flexible transportation network that can adapt to new technology and travel choices that are consistent with the region's desired land use and transportation outcomes."			

<p>need 'emerging technologies,' we need to better utilize, and improve upon, the technologies we already have. Safe, efficient systems have existed for many decades, utilizing hybrid technology and electrical power for energy of motion, and highly efficient, and automated traffic control. We call this technology 'railways.' High capacity railways rely on flanged steel wheels rolling effortlessly on steel rails, greatly minimizing energy use, landuse, and a wide range of environmental and health related issues. Rubber tires on pavement require TEN TIMES more energy to overcome rolling friction on level ground. Japan's Shinkansen demonstrates that railway technology can be virtually fail-safe, cost-effective, environmentally sound and efficient. ZERO injury accidents after over 56 years of operation at speeds up to 200 mph."</p>	<p>Chapter 5 Action, to Facilitate Ground Truthing of Emerging Technologies, starts with a description to "Respond to community-voiced needs to initiate agency partnerships to test emerging technologies." Recommended change to this action is to add an example to the list: <u>"Collaborate with ODOT Public Transit Division, transit agencies and rail operators to identify technologies for safe, efficient and reliable operations."</u></p>
---	--

Comment	Chapter or Appendix	Name/Commentator	Affiliation	Date	Method
8	Chapter 5	Survey respondent 2	n/a	10/5/21	Survey
Comment	Response and/or recommended change (changes shown in <del>strikeout</del> and <u>underline</u> )				
<p>Comment related to additional TSMO considerations for transportation agencies and decision-makers: "We need congestion-pricing, NOT tolling. Congestion pricing can help reduce traffic congestion and make the road system operate more efficiently for everyone. Consider program like Vancouver WA is doing - allowing C-Tran buses to drive on shoulder. Congestion pricing revenue could be designed to allow funding for meaningful transportation solutions (not subject to Constitutional restriction). Tolling merely adds more money to the fund used to expand road structure. Current Constitutional limitations on gas tax and registration fees would allow 'operation' of the roadways - this could and should include operation of public transportation (buses) - this would also help to address 'congestion,' safety, equity and environmental concerns."</p>	<p>Chapter 5, Action to Develop a Mobility on Demand strategy and policy includes a sub-action to "Evaluate unified payment strategy and related policies, including congestion pricing, as they function to provide demand and system management through MOD, transit and connected travel options."</p> <p>Under the Action to "Establish a Regional Transit Operators TSMO Group," recommend change to the sub-action: "Coordinate with <del>TriMet</del> <u>transit operators</u> to identify TSMO solutions to support a bus on shoulder implementation plan, building on lessons learned from I-5/I-205 pilot program."</p>				

Comment	Chapter or	Name/Commentator	Affiliation	Date	Method
---------	------------	------------------	-------------	------	--------

9	<b>Appendix Chapter 3</b>	Survey respondent 3	Southwest Washington Regional Transportation Council	10/13/21	Survey
Comment			Response and/or recommended change (changes shown in <del>strikeout</del> and <u>underline</u> )		
Change Goal 1 from “free from harm” to “safe.”			No change recommended. Goal 1 is to “Create a transportation system where all users are free from harm.” This goal was crafted by the Stakeholder Advisory Committee along with objectives that include safety.		

<b>Comment</b>	<b>Chapter or Appendix</b>	<b>Name/Commentator</b>	<b>Affiliation</b>	<b>Date</b>	<b>Method</b>
10	Chapter 3	Survey respondent 4	City of Portland	10/22/21	Survey
Proposed change identified in comment(changes shown in <del>strikeout</del> and <u>underline</u> )			JPACT recommendations(changes shown in <del>strikeout</del> and <u>underline</u> )		
Commenting on Goals: “There isn't much in the way of specifics in these goals. High level words are difficult to translate into traffic signal timing parameters and technology choices.”			No change recommended. Metro staff acknowledge that Vision and Goals are at a high level, reflecting regional policies.		

<b>Comment</b>	<b>Chapter or Appendix</b>	<b>Name/Commentator</b>	<b>Affiliation</b>	<b>Date</b>	<b>Method</b>
11	Chapter 3	Survey respondent 4	City of Portland	10/22/21	Survey
Comment			Response and/or recommended change (changes shown in <del>strikeout</del> and <u>underline</u> )		
Commenting on Objectives: “Traffic signal timing updates and changes for people walking. Traffic signal priority for buses. Improved accessibility for people walking.”			<p>Recommend change to Chapter 3, Goal 1 Free From Harm, Objective 1.4 “Ensure people of color and low income individuals can safely access multiple low stress mode choices and routes within the transportation system by improving access to, <u>and accessibility of</u> transit stops, pedestrian, and bicycle facilities.”</p> <p>Recommend change to Goal 2 Regional Partnerships &amp; Collaboration Objective 2.1 “Collaborate to provide consistent travel experiences across jurisdictional boundaries through <u>knowledge-sharing on best approaches to multimodal traffic signal timing</u>, integrated payment and scheduling systems, integrated corridor management, and data sharing between agencies.”</p>		

	Recommend change to Chapter 5 Action “Inventory and manage regional signal and ITS Communication infrastructure” sub-action “Create a regional inventory of traffic signal capabilities by location and operator (e.g., connected to central signal system <u>for traffic signal timing updates</u> , utilizing Next Generation Transit Signal Priority, serving freight, sensing bike and pedestrian movements).”
--	--

The Online Comment form invited survey respondents to select their top 3 Actions. Selections were made as follows:

Survey Respondent 1: Improve TSMO data availability to aide in traveler decisions and behavior.

Survey Respondent 2: (none selected)

Survey Respondent 3:

Develop a Mobility on Demand strategy and policy.

Facilitate ground truthing of emerging technologies.

Explore new TSMO data sources.

Survey Respondent 4:

Manage transportation assets to secure the network.

Facilitate ground truthing of emerging technologies.

Create a TSMO safety toolbox.

Comment	Chapter or Appendix	Name/Commentator	Affiliation	Date	Method
12	Chapter 3	Paul Edgar	n/a	9/29/21	Email
Comment		Response and/or recommended change (changes shown in <del>strikeout</del> and <u>underline</u> )			
Email excerpts: “Portland/Metro Transportation and Transit Systems that were built and justified for high levels of commuters and those needs are now collapsing.” ... “What so many business entities have learned in this pandemic, is a lesson coming from this high level of disruption and loss of revenue, is that they have to change their business model.”		No change recommended. Goal 6, Prepare for Change, Objective 6.1 is to “Plan and design a flexible transportation network that can adapt to new technology and travel choices that are consistent with the region’s desired land use and transportation outcomes.” This and other Objectives of the Strategy respond to disruptions and trends.			

Comment	Chapter or Appendix	Name/Commentator	Affiliation	Date	Method
13	Chapter 5	Paul Edgar	n/a	9/29/21	Email

Comment	Response and/or recommended change (changes shown in <del>strikeout</del> and <u>underline</u> )
Email excerpt: "Option #1, Climate Change and the Marketplace can be addressed by creating a whole new Transit Paradigm, by emulating Uber and Lyft with all new electric mini-buses, picking up and delivering transit riders where they need to go, within a totally automated and flexible Route Management Transit System.."	No change recommended. Chapter 5 includes an action to Develop a Mobility on Demand strategy and policy with a subtask to "Build on existing regional policy conversations in support of mobility partnerships, and technology solutions for last-mile connections." Mobility on Demand includes connections to transit, taxi and transit network companies (e.g., Uber, Lyft, GoGirlRide), among other services. Metro will assist by convening discussions.

Comment	Chapter or Appendix	Name/Commentator	Affiliation	Date	Method
14	Chapter 5	Paul Edgar	n/a	9/29/21	Email
Comment	Response and/or recommended change (changes shown in <del>strikeout</del> and <u>underline</u> )				
Email excerpt: "Option #2, Major Interstate Highway System, I-5, I-205, and I-84 are essential and require the highest priority to address capacity needs, with the elimination of bottlenecks or impediments that impede the flow of traffic."	No change recommended. Chapter 5 includes an action to Implement Integrated Corridor Management and mainstream into corridor planning." Reliability on interstates and highways will be part of the discussion of capacity across a travel shed, along capacity on other facilities and modes.				

Comment	Chapter or Appendix	Name/Commentator	Affiliation	Date	Method
15	Chapter 5	Paul Edgar	n/a	9/29/21	Email
Comment	Response and/or recommended change (changes shown in <del>strikeout</del> and <u>underline</u> )				
Email excerpt: "Option #3, Create more nimble Demand Management Planning of providing the transportation capabilities and capacity where it is needed and justified by the Marketplace."	No change recommended. Chapter 5 includes an action to Develop a Mobility on Demand strategy and policy including a subtask "Evaluate unified payment strategy and related policies, including congestion pricing, as they function to provide demand and system management through MOD, transit and connected travel options."				

Comment	Chapter or Appendix	Name/Commentator	Affiliation	Date	Method
16	Chapter 3	Paul Edgar	n/a	9/29/21	Email
Comment	Response and/or recommended change (changes shown in <del>strikeout</del> and <u>underline</u> )				
Email excerpt: "Option #4, Justification and	No change recommended. Chapter 3 includes				



Priority of Transportation Systems and Investments, needs 'Public By-In', and that requires Voter Approval of Congestion Pricing/Tolling!"	Goal 2, Regional Partnerships & Collaboration, including Objective 2.3 "Collaborate with and educate travelers."
--	--

Comment	Chapter or Appendix	Name/Commentator	Affiliation	Date	Method
17	Chapters 3 and 4	Elizabeth Graser-Lindsey	n/a	10/25/21	Email

Comment	Response and/or recommended change (changes shown in <del>strikeout</del> and <u>underline</u> )
<p>Email excerpt: "...SDCs would be a strong congestion-reduction/demand management tool and they would help with encouraging infill and with discouraging sprawl and its exorbitant costs.</p> <p>Tolls are a poor congestion-reduction/demand management tool because they penalize people for unavoidably using the regional inefficient system of roads connecting sprawling and incomplete communities (e.g. they tax people going to work or not using transit because of last mile considerations and they push some traffic on to surface streets causing more problems) rather than giving them positive options – like compact urban forms -- so they don't need to congest the roads."</p>	<p>No change recommended. In Chapter 3, the Strategy includes a Goal 4 to "Connect all people to the goods, services, and destinations they need through a variety of travel choices." Goal 4, Objective 4.1 is to "Connect decentralized travel options to facilitate viable destinations in regional Centers, Town Centers, and employment areas outside downtown Portland." In Chapter 4, the Strategy includes a performance measure for "How complete and connected the infrastructure system is for each travel mode." These parts of the strategy relate to land use, transportation options and connectivity. Additional elements of the strategy incorporate aspects of costs, affordability and pricing that will be important through the regional policy development on pricing and revenue that is outside the scope of this Strategy.</p>

Comment	Chapter or Appendix	Name/Commentator	Affiliation	Date	Method
18	Chapters 5	Duncan Hwang	Asian Pacific American Network of Oregon	10/18/21	Video Call

Comment	Response and/or recommended change (changes shown in <del>strikeout</del> and <u>underline</u> )
<p>Paraphrased comment: The Action to Establish TSMO performance measures baseline is important. Also important but missing from Actions are the benchmarks or price tags that will establish TSMO Program accountability.</p>	<p>Recommend change to the Action to Establish TSMO performance measures baseline, adding a subtask: "<u>Establish benchmarks, milestones and/or estimate costs for Actions. Complete this as early as possible in the scoping of each Action and communicate this information throughout the life of this Strategy.</u>"</p>

Comment	Chapter or Appendix	Name/Commentator	Affiliation	Date	Method
19	Chapters 5	Duncan Hwang	Asian Pacific	10/18/21	Video Call

			American Network of Oregon		
Comment			Response and/or recommended change (changes shown in <del>strikeout</del> and <u>underline</u> )		
Paraphrased comment: The community represented by, and served by Asian Pacific American Network of Oregon asks several key questions about the transportation system: Am I going to be safe? Can I use and access the transportation service? When changes are made, how will you help people and businesses adapt to new modes, new patterns and new facilities? For example, Division Transit Project serves long-range policies but impacts local businesses during construction and in the configuration that limits turns, removes parking and presents painful changes that would be best supported with recognition and proactive assistance to make the adjustment. This includes identifying solutions for businesses for which a reconfigured right of way disrupts the last 50+ feet of deliveries, creating an ongoing burden.			Recommend change to the Action to Implement Integrated Corridor Management and mainstream into corridor planning, adding a sub-action to <u>“Participate in all phases of a corridor project listening for needs voiced by communities, considering disruptions and proposing TSMO-related solutions where applicable. Keep communication lines open post-project to recognize ongoing burdens and participate in adjustments.”</u>		

Comment	Chapter or Appendix	Name/ Commentator	Affiliation	Date	Method
20	Chapters 5	Duncan Hwang	Asian Pacific American Network of Oregon	10/18/21	Video Call
Comment			Response and/or recommended change (changes shown in <del>strikeout</del> and <u>underline</u> )		
Paraphrased comment: The Action to Develop a Mobility on Demand strategy and policy should include more specifics about how communities can be engaged. The Action currently risks not addressing several key areas of transportation accessibility: digital, banked and linguistic divide (apps and other online services that require devices, data, bank account, English). How does work in this area of TSMO Strategy intersect with regulations?			<p>Recommend change to Develop a Mobility on Demand strategy and policy Action description “Create a Regional Mobility on Demand (MOD) Working Group consisting of agency staff, transportation demand management non-profits (e.g, Transportation Management Associations), private partners, <del>and</del> community based organizations <u>and stakeholders representing and helping to solve accessibility issues common to online services, to:</u>”</p> <p>Recommend change to the fourth sub-action: <u>“Examine regulations for shared mobility.</u> Examine benchmarks set for shared mobility services (such as the PBOT Scooter Policy) by partner agencies and establish regional minimum level of service benchmarks for MOD service in equity focus areas connecting to</p>		

	<p>opportunities, to Black, Indigenous, people of color, and people with low incomes.”</p> <p>Recommend change to the ninth sub-action: “Develop communications with travelers, <u>inclusive of people with app or online-services accessibility needs</u>, to inform more travelers about these choices”</p>
--	---

Comment	Chapter or Appendix	Name/ Commentator	Affiliation	Date	Method
21	Chapters 5	Duncan Hwang	Asian Pacific American Network of Oregon	10/18/21	Video Call
Comment			Response and/or recommended change (changes shown in <del>strikeout</del> and <u>underline</u> )		
Paraphrased comment: The Action to Create a community listening program faces an immediate issue of a lack of capacity in most communities to partner on areas of this Strategy and this Action.			Recommend change to Action to Create a community listening program, adding to the Action description: “ <u>Build capacity at CBOs to share an understanding of this Strategy and to guide partnership</u> . Collaborate with CBOs using a culturally specific model and approach to reach out to non-English speakers or limited-English-proficiency groups.”		

Comment	Chapter or Appendix	Name/ Commentator	Affiliation	Date	Method
22	Chapter 3	John A. Charles, Jr.	Cascade Policy Institute	10/25/21	Email
Comment			Response and/or recommended change (changes shown in <del>strikeout</del> and <u>underline</u> )		
<p>Email excerpts related to growth policy: “Many jurisdictions own and operate transportation facilities with long lists of capital improvement projects that can’t be funded. What is the added value of the TSMO plan?”</p> <p>...</p> <p>“I’m not aware of any other special service district that takes a no-growth approach to planning.”</p> <p>...</p> <p>“Municipal water districts plan for adequate supply in response to increased demand; and sewage agencies build costly treatment plants.”</p> <p>...</p>			<p>No change recommended. The Strategy follows the planning process to implement the 2018 Regional Transportation Plan with supportive strategies such as TSMO. The Strategy updates 2010-2020 TSMO Plan by incorporating the 2018 RTP’s community-prioritized policies on equity, climate, safety and reliability for congestion relief. TSMO is part of Climate Smart Strategy policies at the regional and state level and is part of the Congestion Management Process required at the federal level.</p> <p>The precursor to TSMO were ad-hoc efforts in the 1990s among road and transit operators. Their collaborations grew around shared capabilities to actively manage roads and formalized through agreements and a shared</p>		

<p>“Transportation appears to be the one infrastructure service operating with a no-growth strategy. Under the direction of JPACT, the region has failed to add significant new highway capacity since I-205 opened in 1982. This is not a sustainable vision for a growing region where most daily trips are made in motorized vehicles.</p> <p>While there is nothing wrong with using existing facilities more efficiently, as TSMO aspires to do, the region cannot depend on demand management as the primary response to economic growth.”</p> <p>...</p> <p>“Since TSMO is likely to add no value to the region, I suggest that the plan be euthanized and given a proper burial.”</p>	<p>Intelligent Transportation Systems Architecture. This approach is supported by FHWA Operations for both optimizing operations of roads as well as supporting multimodal approaches such as managing demand during major incidents and events. FHWA also supports approaches to incorporate mobility choice for people to access and share bikes, e-scooters and cars. Transportation demand management followed the model of electric utilities that recognized benefits of a management approach before expanding capacity. Water and sewer systems likely follows a similar approach through conservation.</p>
---	---

Comment	Chapter or Appendix	Name/ Commentator	Affiliation	Date	Method
23	Chapters 3	John A. Charles, Jr.	Cascade Policy Institute	10/25/21	Email
Comment			Response and/or recommended change (changes shown in <del>strikeout</del> and <u>underline</u> )		
<p>Email excerpts related to safety: “Free from harm’ in a policy context has no meaning because governments cannot promise freedom from harm. Everything in life has risks, especially in transportation. Governments cannot stop people from driving under the influence of intoxicants, bicycling at night in dark clothing, texting while jaywalking, or simply losing concentration at the wrong moments. The level of surveillance that would be necessary to actually make us all free from harm would itself create harm through the loss of civil liberties.”</p> <p>...</p> <p>“The proposed measure of showing ‘progress toward meeting the 2035 Vision Zero Goal’ is another meaningless feel-good statement. Reducing the number of crashes is desirable, but Metro’s own reporting shows that ‘Vision Zero’ is unrealistic. In 2019, the five year moving average for the region was 83 deaths. The actual number of deaths was 95, and Vision Zero called for a reduction to 55 deaths.”</p> <p>...</p> <p>“Given that both the City of Portland and Metro</p>			<p>No change recommended. The goal to “Create a transportation system where all users are free from harm” was the desired goal of the Stakeholder Advisory Committee for TSMO to both work toward zero deaths and to look for opportunities to design and operate a system that is responsive to reducing racially motivated assaults.</p>		

are seeing Vision Zero trends moving in the wrong direction, assuming compliance by 2035 is an unreasonable metric. It should be modified or eliminated.”	
---	--

Comment	Chapter or Appendix	Name/ Commentator	Affiliation	Date	Method
24	Chapters 3&5	John A. Charles, Jr.	Cascade Policy Institute	10/25/21	Email
Comment			Response and/or recommended change (changes shown in <del>strikeout</del> and <u>underline</u> )		
<p>Email excerpts related to Connected Travel Choices Goal: “‘Connected travel choices’ is vaguely relevant, although in the absence of any governmental planning the travel connections would be made anyway by private parties (if transportation markets were allowed to function).”</p> <p>...</p> <p>Email excerpts related to Reliable Travel Choices Goal: “‘Reliable travel choices’ should be the primary objective of this plan, but JPACT has already demonstrated over a long period of time that it has no interest in reliability. That’s why Metro has never implemented congestion pricing despite studying it for nearly 30 years.”</p> <p>...</p> <p>“Metro could also consider market-based road pricing, such as a revenue-neutral feebate system in which peak hour motorists would be tolled and off-peak drivers would receive rebates. But to my knowledge, of the three congestion pricing studies that are now in public discussion (sponsored by Metro, ODOT and Portland, respectively), none anticipate using tolling for this purpose. All three appear to be arbitrary and punitive.”</p> <p>...</p>			<p>No change recommended. The Action in Chapter 5, to Develop a Mobility on Demand policy and strategy, includes the sub-action to “Evaluate unified payment strategy and related policies, including congestion pricing, as they function to provide demand and system management through MOD, transit and connected travel options.”</p>		

Comment	Chapter or Appendix	Name/ Commentator	Affiliation	Date	Method
25	Chapter 4	John A. Charles, Jr.	Cascade Policy Institute	10/25/21	Email
Comment			Response and/or recommended change (changes shown in <del>strikeout</del> and <u>underline</u> )		
Email excerpts related to VMT Performance			No change recommended. The Strategy		

Measure: “The VMT goal seeks to ‘reduce average vehicle miles traveled per person by 10 percent from 2021.’” ... “Even if a VMT reduction goal was achievable through government intervention, there is no reason for Metro to adopt it. VMT adds value to the regional economy, because there is an economic purpose for every trip.”	includes a VMT performance measure, not a VMT goal.
--	---

Comment	Chapter or Appendix	Name/ Commentator	Affiliation	Date	Method
26	Chapters 3	John A. Charles, Jr.	Cascade Policy Institute	10/25/21	Email
Comment			Response and/or recommended change (changes shown in <del>strikeout</del> and <u>underline</u> )		
<p>Email excerpts related to Eliminate Disparities Goal: “Claims of disproportionate impacts: On page 9, it states that the 2021 TSMO plan seeks ‘to address the disproportionate impacts of the transportation system on Black, Indigenous, people of color, and people with low incomes.’ There is no definition of ‘disproportionate impacts’ here or elsewhere. On pp. 12-13 the plan discusses ‘equity in TSMO’, but relies on some simple descriptive statistics rather than trying to analytically demonstrate that the regional transportation system is inequitable.</p> <p>The ‘TSMO Equity Tree’, on page 14, is complete jibberish and serves no purpose.</p> <p>...</p> <p>“‘Eliminate disparities’ is another phrase that has no meaning.”</p> <p>...</p> <p>“Disproportionate impacts: Metro is obsessed with alleged disproportionate impacts, but sees them as only affecting certain classes of people.”</p> <p>...</p> <p>“‘Disproportionate impacts’ is a very complex topic, with cross-subsidies flowing in many directions. If Metro feels compelled to include it as a feature element of the TSMO plan, then the agency should commit to a thorough study of the subject.”</p>			<p>No change recommended. Metro staff will continue to study disparities and follow the community-prioritized equity policy adopted in the 2018 RTP.</p>		

Comment	Chapter or	Name/	Affiliation	Date	Method
---------	------------	-------	-------------	------	--------

27	<b>Appendix</b> Chapter 1 & Appendix A	<b>Commentator</b> John A. Charles, Jr.	Cascade Policy Institute	10/25/21	Email
Comment			Response and/or recommended change (changes shown in <del>strikeout</del> and <u>underline</u> )		
Comment on Chapter 1 "...the plan states, "This approach is the core goal of TSMO."			Recommend change to Chapter 1.3 "This approach is <del>the</del> core goal <u>of to</u> TSMO."		
Comment on Appendix A list of 2010 projects: "What is the reader supposed to infer from this list?"			Recommend change to Appendix A table title "2010 TSMO <del>Strategy</del> <u>Planned</u> Projects"		

DRAFT

**From:** [Summer Blackhorse](#)  
**To:** [Molly Cooney-Mesker](#); [Caleb Winter](#)  
**Subject:** FW: [External sender]Portland/Metro Changing Transportation Paradigm, Please enter my comments into the record for the update to TMSO Strategy  
**Date:** Thursday, September 30, 2021 10:39:41 AM

---

See below for TSMO comment.

Summer Blackhorse

503-329-8407

*Hours: 7:30 a.m. to 4:00 p.m., Monday through Friday*

Metro, Program Assistant III  
Metropolitan Transportation Improvement Program  
Regional Travel Options  
Get There, Portland Metro Regional Network Administrator  
TransPort & Emerging Technology program support

***Due to the impact of COVID-19 I am working remotely. I will respond to your email as soon as possible.***

---

**From:** Trans System Accounts  
**Sent:** Thursday, September 30, 2021 10:30 AM  
**To:** Malu Wilkinson <[Malu.Wilkinson@oregonmetro.gov](mailto:Malu.Wilkinson@oregonmetro.gov)>; Tom Kloster <[Tom.Kloster@oregonmetro.gov](mailto:Tom.Kloster@oregonmetro.gov)>; Ted Leybold <[Ted.Leybold@oregonmetro.gov](mailto:Ted.Leybold@oregonmetro.gov)>  
**Cc:** Summer Blackhorse <[Summer.Blackhorse@oregonmetro.gov](mailto:Summer.Blackhorse@oregonmetro.gov)>; Yuliya Lee <[Yuliya.Lee@oregonmetro.gov](mailto:Yuliya.Lee@oregonmetro.gov)>  
**Subject:** FW: [External sender]Portland/Metro Changing Transportation Paradigm, Please enter my comments into the record for the update to TMSO Strategy

Hello all,  
Let me know if comments on this subject need to be forwarded to any other specific persons.  
Laura

---

**From:** Paul Edgar [<mailto:pauloedgar@q.com>]  
**Sent:** Wednesday, September 29, 2021 12:24 PM  
**To:** Trans System Accounts <[transportation@oregonmetro.gov](mailto:transportation@oregonmetro.gov)>  
**Subject:** [External sender]Portland/Metro Changing Transportation Paradigm, Please enter my comments into the record for the update to TMSO Strategy

**CAUTION:** This email originated from an **External source**. Do not open links or attachments unless you know the content is safe.

Paul O. Edgar, Comments to the Portland Metro, Transportation Management System and Operation Strategy

**Subject: Portland/Metro's Changing Transportation Paradigm, commuters are not going into inter-city Portland. The future as it plays out, will reflect only half of**



**commuters same month, commuting into intercity Portland. This is a permanent Paradigm Shift.**

The world of old of Estimated Transportation Needs, from before the COVID Pandemic have changed and the "Virtual Office" has become the new norm. Portland/Metro Transportation and Transit Systems that were built and justified for high levels of commuters and those needs are now collapsing.

The most frightening example is TriMet's MAX Light Rail Transit System that has little ridership and this has resulted into staggering reductions in ridership revenues and at the same time ever increasing high operating costs with little use and NO future. The "Transportation Paradigm Change" is happening all over the United States and it is well documented.

A recent review of the needs of the Regional Legal Community for office space in SW Portland, reflects that these entities are entering into a major shift of where their employees will work. What so many business entities have learned in this pandemic, is a lesson coming from this high level of disruption and loss of revenue, is that they have to change their business model. One of the first things is they have had to do is get their Balance Sheets in back into balance. They realize that a majority of the employees that they did not layoff and worked virtually and want to continue working virtually. Decisions have been made, they are relocating staff and moving out of their expensive office towers, to regional and less expensive locations that adapt to what their staff's wants as part of the new Virtual Office World.

**In these private discussions, it was stated that these Portland Office Foot-Prints over the next few years, will be pared down to what will be only 10% to 30% of what they were previously.** This will of course be dictated by their needs and realities of their clientele. This is happening across the board with large and small businesses and firms and they will no longer have the majority of their employees commute into Portland offices and work spaces in near SW, NW, NE, and SE Portland, unless that is a requirement of their conditions of their employment.

What we are seeing is reflected in commuting ridership on TriMet's Light Rail Transit Systems, which might now only represent only 5% to 8% of Pre-Pandemic ridership, same month to current month from before the Pandemic. Regional outline areas are seeing office space getting snapped up in areas close to where people live and an example that was provided, was Kruse Way.

Roads, Highways and Bridges however are experiencing a return to levels of incidents of travel, close to what was occurring from before the COVID Pandemic.

This brings about real questions on ODOT and Portland/Metro's ability to respond to these "Paradigm Shifts on our Transportation Systems Needs and Priorities and Where to Invest".

1. The Marketplace is telling us that the great, great majority will no long having the need for the proposed SW Corridor TriMet Light Rail Transit Line to Tigard and Tualatin! (
2. The cost to provide "Fixed" TriMet's Light Rail Transit capabilities with limited all sources revenues can no longer justified and sustained.
3. The "Essential Transportation Needs have changed and now need to be Identified" as part of this Major Paradigm Shift in the Marketplace of whats it wants, needs, and will use.

A. Option #1, Climate Change and the Marketplace can be addressed by creating a whole new Transit Paradigm, by **emulating Uber and Lyft with all new electric mini-buses**, picking up and delivering transit riders where they need to go, within a totally automated and flexible Route Management Transit System.

B. Option #2, Major Interstate Highway System, I-5, I-205, and I-84 are essential and require the highest priority to address capacity needs, with the elimination of bottlenecks or impediments that impede the flow of traffic.

C. Option #3, Create more nimble Demand Management Planning of providing the transportation capabilities and capacity where it is needed and justified by the Marketplace.

D. Option #4, Justification and Priority of Transportation Systems and Investments, needs "Public By-In", and that requires Voter Approval of Congestion Pricing/Tolling!

October 25, 2021

Dear Decision Makers on I205 Tolling Project:

The I-205 Tolling Project update for public comment states in its Purpose, "The I-205 Toll Project will use variable-rate tolls on the Abernethy and Tualatin River Bridges to raise revenue to complete the I-205 Improvements Project and manage congestion."

The lack of revenue to complete I-205 Improvement Projects and to prevent regional congestion is an open acknowledgement that the lack of System Development Charges (SDCs) for regional transportation -- highways and freeways -- charged for new regional development is causing harm to the region.

- This harm takes the form of congestion that impacts each trip that residents take such as slowing the trip and making it inefficient wasting residents' time and fuel and likely reducing roadway safety.
- This harm also takes the form of development not covering its costs to the region nor factoring in the cost of transportation into development decision.
- It turns out that **SDCs for regional transportation are a congestion-reduction/demand management tool** (despite AskODOT's assertion to the contrary<sup>1</sup>). Therefore **they naturally would encourage compact urban forms, discourage driving and would benefit climate**. When an organization or individual bears the actual cost of their (new development) impacts, they factor

---

1

Elizabeth Lindsey <eaglsing@gmail.com> Jun 11, 2018, 11:34 AM

Good morning Elizabeth –

Thanks for reaching out to Ask ODOT with your questions about system development charges (SDCs). As you probably know, the funding decisions and mechanisms involved with transportation projects are complex. ODOT is funded in large part by fuel taxes (both state and federal) and often works in partnership with local jurisdictions to complete projects.

You specifically asked whether ODOT has considered funding projects through System Development Charges. The short answer is yes. However, SDCs can only be assessed on new development and the revenues from those charges are only invested in related projects. As SDCs cannot be assessed at a high enough rate to cover 100% of project costs, this leaves a funding gap. Often, if these projects are not included in investment plans (either by the state or another jurisdiction) then these projects (and the SDC funds already generated/committed) sit awaiting additional funding. For myriad reasons, ODOT does not currently assess SDCs or rely on revenues generated therein to maintain our transportation system. In the past, some state facilities have been included in local government SDCs revenues.

You also asked about value pricing as a revenue generation mechanism. As you may know, the Oregon Legislature passed [HB 2017, Keep Oregon Moving](#), during the 2017 legislative session. In that funding package, the Legislature directed ODOT to evaluate different value pricing options both as a congestion-reduction/demand management tool and a revenue generation tool. Consistent with the legislative direction, ODOT is in the process of [evaluating all available options](#), with input from the Policy Advisory Committee and members of the public. If tolls are ever placed on Oregon roadways, it will be after engagement with the public, the [legislature](#), and the [Oregon Transportation Commission](#).

As a final note, value pricing focuses on demand management *and* revenue generation, whereas SDCs aren't an effective roadway management tool.

If you're interested in specific projects in your area or specific details about the value pricing options I'd be happy to talk in more detail, or direct you to the right person. Hope this helps. Please let me know if you have additional questions. Thanks.

Lindsay

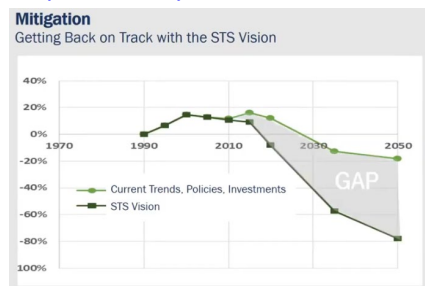
**Lindsay Baker**  
Government Relations Manager  
Oregon Department of Transportation  
355 Capitol St. NE  
Salem, OR 97301  
(503) 877-7019 (cell)

those costs into their decision making -- such as whether to develop (or live) close in e.g. near transportation hubs and transit or whether to develop in remote sprawling locations. **System Development Charges for regional transportation could be quite complementary to enacting Vehicle Miles Travelled charges and Vehicle Miles Reduction programs**, that are under consideration. If they were implemented in that way, SDCs would be a strong congestion-reduction/demand management tool and they would help with encouraging infill and with discouraging sprawl and its exorbitant costs.

Tolls are a poor congestion-reduction/demand management tool because they penalize people for unavoidably using the regional inefficient system of roads connecting sprawling and incomplete communities (e.g. they tax people going to work or not using transit because of last mile considerations and they push some traffic on to surface streets causing more problems) rather than giving them positive options – like compact urban forms -- so they don't need to congest the roads.

- ODOT's failure to charge SDCs for regional transportation is the main cause of regional congestion which has built up over many years when regional-transportation SDCs were a potential, but untapped, funding source. While SDCs can't be charged for congestion that predates new development, new development can pay for the congestion it generates as soon as you implement the SDCs. And, as soon as you implement the SDCs, the "funding gap" to correct congestion will stop growing.
- It is much more sensible to penalize the public in such a way that there is an incentive for them to live close to work (through a regional-transportation SDC that the developer would tend to pass on to the home buyer) than to enable the public to cheaply live far from work and service and urban centers (through no ODOT SDC) and then penalize the entire public (through new tolls) for the sprawling transportation needed to service the sprawling development.
- It is unreasonable for the long-time transportation system users to have to subsidize new development that overcrowded the roadway system in recent years/decades. Tolls are essentially a new development subsidy paid by the general public. Development should pay its own way, not pass its costs on to the general public.
- Using tolls to do what SDCs should have done and still could do causes cynicism in much of the public and damages the good will that we need to solve serious problems such as climate change.
- Furthermore, **subsidizing new development through tolls puts ODOT further from decreasing transportation greenhouse gas emissions,**

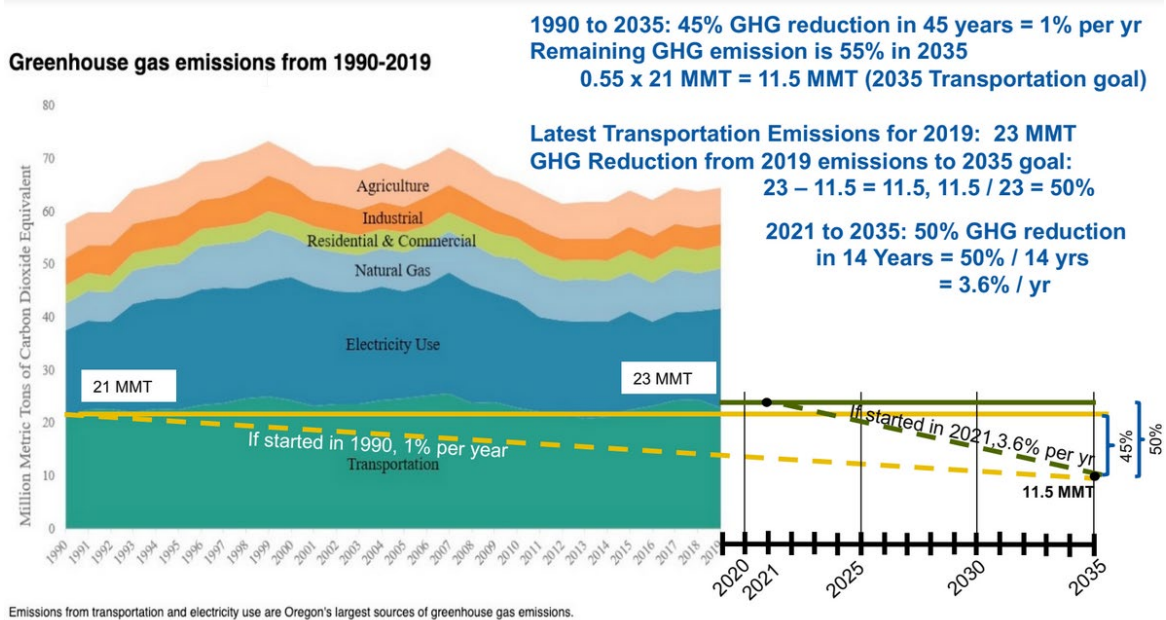
<https://www.youtube.com/watch?v=JwV6SevgC3k&feature=youtu.be> 6:00/57:57)



The GAP is the failure to meet the emission reduction

target.

because we see (elsewhere in ODOT data) that per capita emissions have leveled off or reduced and it's the encouraging of population growth (new development) that keeps Oregon's transportation greenhouse gas emissions from taking the trajectory that the legislature and governor have legally-given.



Datasource: <https://www.oregon.gov/deq/aq/programs/Pages/GHG-Inventory.aspx>

- And subsidizing new development through tolls puts ODOT further from complying with Statewide Planning Goals 12<sup>2</sup> and 14<sup>3</sup> that direct transportation plans and development to stay within the carrying capacity of the air which the GHG emission goals indicate has been surpassed.

Please responsibly address Oregon's transportation funding gap and failure to reach GHG emission goals through System Development Charges rather than tolls.

Sincerely,

Elizabeth Graser-Lindsey  
 Beavercreek, OR 97004

<sup>2</sup> Statewide Planning Goal 12 – Transportation A6. “Plans providing for a transportation system should consider as a major determinant the carrying capacity of the air, land and water resources of the planning area. The land conservation and development actions provided for by such plans should not exceed the carrying capacity of such resources.”

<sup>3</sup> Statewide Planning Goal 14 -- Urbanization A3. “Plans providing for the transition from rural to urban land use should take into consideration as to a major determinant the carrying capacity of the air, land and water resources of the planning area. The land conservation and development actions provided for by such plans should not exceed the carrying capacity of such resources.”

**TO: Metro Transportation Planning Department**

**FM: John A. Charles, Jr.**

**RE: Comments on Metro's draft TSMO Plan**

**DT: October 25, 2021**

My name is John A. Charles, Jr., and I am President and CEO of Cascade Policy Institute, a non-partisan policy research organization. I have been involved in regional transportation planning for over 40 years, and have served on many advisory groups related to transportation and air quality, including:

- Portland Air Quality Advisory Committee, DEQ;
- Traffic Relief Options Study CAC, Metro;
- Oregon Road User Fee Task Force, ODOT;
- Portland Future Focus Steering Committee, Portland;
- Central City Transportation Management Plan CAC, Portland; and
- HB 2179 Task Force to Reduce Air Pollution in the Portland Region (Gov. Roberts).

I have reviewed the draft TSMO plan and offer the following comments:

**Purpose:** It's not clear why this plan is necessary. Every jurisdiction in the region is already burdened with transportation planning regulations, programs, and projects. Many jurisdictions own and operate transportation facilities with long lists of capital improvement projects that can't be funded. What is the added value of the TSMO plan?

**Definition:** On page 5, the narrative includes the following phrase: "TSMO strategies provide alternatives to chasing capacity growth..." This is reinforced in more direct language on page 6, under the subheading of **Transportation Planning Rule (TPR)**. In that section, the plan states, "This approach is the core goal of TSMO."

The clear implication of these statements is that adding capacity is a mindless and wasteful endeavor that provides no net benefits to the region. This is incorrect. Healthy regions grow, and it's the responsibility of government to provide related infrastructure including roads, bridges, schools, parks, waste disposal and drinking water.

I'm not aware of any other special service district that takes a no-growth approach to planning. School districts construct and operate new facilities to accommodate growing student populations; they don't simply reject students or encourage parents to stop having children. Municipal water districts plan for adequate supply in response to increased demand; and sewage agencies build costly treatment plants.

Metro itself has sought and received close to a billion dollars of bonding authority to pay for undeveloped land perceived to be necessary for the park needs of a growing metropolitan region. While the execution of that program has been poor, with most Metro parklands not accessible to the public or even located within the Metro borders, the Metro Council has been aggressive in seeking public funding to “chase capacity growth” for future nature parks.

Transportation appears to be the one infrastructure service operating with a no-growth strategy. Under the direction of JPACT, the region has failed to add significant new highway capacity since I-205 opened in 1982. This is not a sustainable vision for a growing region where most daily trips are made in motorized vehicles.

While there is nothing wrong with using existing facilities more efficiently, as TSMO aspires to do, the region cannot depend on demand management as the primary response to economic growth.

**Claims of disproportionate impacts:** On page 9, it states that the 2021 TSMO plan seeks “to address the disproportionate impacts of the transportation system on Black, Indigenous, people of color, and people with low incomes.” There is no definition of “disproportionate impacts” here or elsewhere. On pp. 12-13 the plan discusses “equity in TSMO”, but relies on some simple descriptive statistics rather than trying to analytically demonstrate that the regional transportation system is inequitable.

The “TSMO Equity Tree”, on page 14, is complete jibberish and serves no purpose.

**Objectives:** At least four of the six objectives are useless. “*Free from harm*” in a policy context has no meaning because governments cannot promise freedom from harm. Everything in life has risks, especially in transportation. Governments cannot stop people from driving under the influence of intoxicants, bicycling at night in dark clothing, texting while jaywalking, or simply losing concentration at the wrong moments. The level of surveillance that would be necessary to actually make us all free from harm would itself create harm through the loss of civil liberties.

“*Regional partnerships*” is a redundant objective because everything in the region is already taking place through multiple partnerships. “*Eliminate disparities*” is another phrase that has no meaning. Disparities exist everywhere for many reasons. Policies and programs such as the TriMet payroll tax, transportation SDCs, urban renewal construction, and road diets create cross-subsidies and disparate outcomes. Metro is not in a position to ensure equal outcomes for everyone under all circumstances.

“*Connected travel choices*” is vaguely relevant, although in the absence of any governmental planning the travel connections would be made anyway by private parties (if transportation markets were allowed to function).

**“Reliable travel choices”** should be the primary objective of this plan, but JPACT has already demonstrated over a long period of time that it has no interest in reliability. That’s why Metro has never implemented congestion pricing despite studying it for nearly 30 years. It’s also why Metro prohibited any new Willamette River Bridge capacity south of the Sellwood Bridge, despite finding a need for it in 1999. And it’s why we still have only two interstate bridge crossings over the Columbia River, despite a clear need for at least four.

From Metro’s standpoint, lack of reliability is **a feature, not a bug**, so including it in the TSMO plan is gratuitous.

**“Prepare for change”** is something that every service provider should assume, but again Metro has spent decades using regulation and taxation to lock in the current infrastructure while avoiding important new investments – aside from the buildout of the 19<sup>th</sup> century regional rail system, which is the opposite of “planning for change.”

**Performance measures:** In the event that anyone ever tries to measure the success of this TSMO plan – as unlikely as that sounds – the performance measures will be unhelpful. The VMT goal seeks to **“reduce average vehicle miles traveled per person by 10 percent from 2021.”** How could Metro possibly propose this goal, when the entire point of the TPR was to reduce VMT per capita and it failed miserably?

Specifically, the TPR mandated for Metro and other MPOs that VMT per capita be reduced by 10% over 20 years, and 20% over 30 years. It was adopted in 1991. Here we are 30 years later, the TPR accomplished nothing at great cost, and now Metro wants to try it again without even stating a proposed time period for completion.

Even if a VMT reduction goal was achievable through government intervention, there is no reason for Metro to adopt it. VMT **adds value** to the regional economy, because there is an economic purpose for every trip. People don’t just randomly drive around for no reason, with the possible exception of teenagers on a Saturday night. If elected officials were to succeed in suppressing VMT through taxation or regulation, the economy would suffer and people would consider themselves worse off.

VMT may drop for other reasons, such as a permanent increase in remote working as a result of the pandemic. In that case, it would not harm the regional economy.

Metro could also consider market-based road pricing, such as a revenue-neutral feebate system in which peak hour motorists would be tolled and off-peak drivers would receive rebates. But to my knowledge, of the three congestion pricing studies that are now in public discussion (sponsored by Metro, ODOT and Portland, respectively), none anticipate using tolling for this purpose. All three appear to be arbitrary and punitive.

The proposed measure of showing **“progress toward meeting the 2035 Vision Zero Goal”** is another meaningless feel-good statement. Reducing the number of crashes is desirable, but



Metro's own reporting shows that "Vision Zero" is unrealistic. In 2019, the five year moving average for the region was 83 deaths. The actual number of deaths was 95, and Vision Zero called for a reduction to 55 deaths.

As local economist Joe Cortright wrote in a May 2021 critique of Vision Zero:

Metro tracks 25 separate measures of system safety...Metro's annual report shows that the region is on-track to make exactly none of these 25 objectives...

Given that both the City of Portland and Metro are seeing Vision Zero trends moving in the wrong direction, assuming compliance by 2035 is an unreasonable metric. It should be modified or eliminated.

**Appendix A: "TSMO strategy projects":** The first page includes phantom projects, such as "Congestion pricing/HOT lanes" and "rideshare services and employer services", at a total cost of \$148 million. The second page lists 23 projects at total cost of \$437 million. This appendix is useless for analytical purposes. Is everything in the region TSMO? Were these projects evaluated for effectiveness? What is the reader supposed to infer from this list?

### **General comments**

**Disproportionate impacts:** Metro is obsessed with alleged disproportionate impacts, but sees them as only affecting certain classes of people. A more nuanced assessment would consider other types of equity concerns, including:

- The fairness of TriMet's regional payroll tax, which taxes many people for the benefit of the few, in a transit system that has been losing ridership since 2012 despite a vast increase in taxpayer funding.
- The adverse effects of eminent domain used to seize private property in areas other than North Portland, including all light rail projects (built or planned), and interstate highways throughout the region.
- Costs imposed on property owners through LID assessments in neighborhoods along the Portland streetcar.
- Construction of the aerial tram, which imposed both real and intangible costs on affluent property owners in the Corbett-Terwilliger-Lair Hill neighborhood.
- Distributional effects of the STFF employee transit tax enacted by the legislature in 2017.

- Distributional effects of the many road diets and traffic calming projects that have been imposed on the region over the past 25 years.

“Disproportionate impacts” is a very complex topic, with cross-subsidies flowing in many directions. If Metro feels compelled to include it as a feature element of the TSMO plan, then the agency should commit to a thorough study of the subject.

**Learning from history:** Earlier in these comments, I criticized Metro for ignoring the TPR experience. Note that comments of this nature have been made many times before, by people with far more knowledge of Metro programs than I have. In particular, the Metro Auditor has been a relentless critic of Metro Transportation Planning for more than a decade. Relevant excerpts from Auditor Reports are listed below.

#### **August 2008: Transit-Oriented Development Program: Improve Transparency and Oversight**

- *“The Program had **no system for regularly monitoring project results** in terms of increased density, reduction in vehicle miles traveled or new private development stimulated by its efforts. Consequently, it is difficult for the Program to demonstrate its effectiveness.”*

#### **February 2010: Tracking Transportation Project Outcomes**

- *“We found that Metro’s processes to plan transportation projects in the region were linear when they should have been circular. After a plan was adopted, the update process began anew with **little or no reflection about the effectiveness of the previous plan** or the results of the performance measures they contained.”*
- *“Systems to collect data and measure progress towards these outcomes were **not in place.**”*
- *“Metro relied almost entirely on **modeled data to estimate the impact of the regional transportation plan rather than on actual data.**”*

#### **November 2010: Transit-Oriented Development Program: Audit Follow-up**

- *“Three **recommendations [from 2008] were not implemented:** Develop a regular report that shows a comparison of projects in terms of the results they achieve; develop a method for tracking and reporting complete project costs by project; and develop procedures to monitor projects after they are completed.”*

#### **June 2013: Tracking Transportation Project Outcomes**

- *“We found that **recommendations made in a 2010 audit had not been implemented.**”*

- *“The audit found the Planning Department was not organized or equipped to measure progress toward those outcomes.”*
- *“The Planning Department should adjust plans and programs as needed **based on actual quantitative and qualitative data.**”*

These critiques should be considered in refining the TSMO plan.

## **Conclusion**

Local governments and private transportation operators already have dozens of federal, state, and regional mandates, taxes, programs and projects to consider and/or manage. The draft TSMO plan is long on words and short on value. The “equity tree” perfectly symbolizes the circular reasoning associated with this plan.

Since TSMO is likely to add no value to the region, I suggest that the plan be euthanized and given a proper burial.

## STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 21-5220, FOR THE PURPOSE OF ADOPTING THE 2021 REGIONAL TRANSPORTATION SYSTEM MANAGEMENT AND OPERATIONS STRATEGY, REPLACING THE 2010 REGIONAL 2010-2020 TRANSPORTATION SYSTEMS MANAGEMENT AND OPERATIONS ACTION PLAN

---

Date: October 29, 2021  
Department: Planning, Development and Research  
Meeting Date: Dec. ##, 2021

Prepared by: Caleb Winter, 503-797-1758, caleb.winter@oregonmetro.gov  
Length: 138 pages

---

### ISSUE STATEMENT

Metro's 2018 Regional Transportation Plan (RTP) identifies four overarching policies for improving our regional transportation system – equity, safety, climate and congestion relief. Adopting the 2021 Regional Transportation System Management and Operations (TSMO) Strategy will incorporate the four priority policy outcomes and guide the region's TSMO Program to meet needs over the next ten years.

### ACTION REQUESTED

The requested action is to adopt as a component of the 2018 RTP the 2021 TSMO Strategy, as shown in the attached Exhibit A and amended by the "Summary of Comments Received and Recommended Actions" in Exhibit C, replacing the 2010 Regional TSMO Action Plan and to inform development of the 2023 RTP.

Metro and ODOT started the 2021 TSMO Strategy process in 2019. In 2020, a consultant team was brought on to support the Metro and ODOT project team and a Stakeholder Advisory Committee convened and met through 2021. Additionally, the project team engaged stakeholders via workshops and surveys throughout the process. Next steps involve a work plan that starts in 2022 to implement the TSMO Strategy through Metro's TSMO Program and partnerships, a TransPort (Subcommittee of TPAC) work plan and a TSMO Program Project Solicitation for sub-allocation of Regional Flexible Funds (previously allocated to the TSMO Program).

### IDENTIFIED POLICY OUTCOMES

Policy outcomes relate to Goal 4 of the 2018 RTP: "The transportation system is managed and optimized to ease congestion, and people and businesses are able to safely, reliably and efficiently reach their destinations by a variety of travel options."

In 2010 the Metro Council adopted Ordinance No. 10-1241B, which adopted the 2010 RTP and included the region's first TSMO Action Plan as a component of the RTP.

In 2018 the Metro Council adopted Ordinance No. 18-1421 which adopted the 2018 RTP, including Goal 4. The 2021 TSMO Strategy provides a regional approach to implementation.

### **POLICY QUESTION(S)**

How shall the region get the most value from capital and operations investments in the transportation system?

### **POLICY OPTIONS FOR COUNCIL TO CONSIDER**

Options for managing and operating our regional transportation system as efficiently and effectively as possible include implementing TSMO to: “Collaborate to provide reliable, agile, and connected travel choices so that all users are free from harm, and to eliminate the disparities experienced by Black, Indigenous, people of color and people with low incomes.”

TSMO approaches include managing demand, improving business practices and collaboration across jurisdictional boundaries and using technology to measure and manage transportation operations and track progress towards regional goals. While some of these strategies will be implemented through interagency agreements, other strategies such as congestion pricing, transportation options, and broadband will occur through collaborations between road, transit and other mobility service operators.

### **STAFF RECOMMENDATIONS**

Metro and ODOT planning staff recommend adoption of the 2021 TSMO Strategy.

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

In addition to the policies referenced above, the strategic context for the 2021 TSMO Strategy includes:

- Renewed involvement from regional stakeholders around Metro’s core work to plan for regional growth through land use and transportation policy and strategy.
- Advancement of Metro’s racial equity goals by beginning the TSMO Strategy update with an equity focus; applying a TSMO Equity Tree to all subsequent tasks and discussions; establishing a TSMO vision that integrates equity “...so that all users are free from harm, and to eliminate the disparities experienced by Black, Indigenous, people of color and people with low incomes;” with new goals, objectives, performance measures and actions that will guide implementation in a strategic way to respond to community-voiced needs.
- Support for reducing vehicle miles traveled, thereby reducing greenhouse gas emissions harmful to the climate; support for sustainable transportation options including Mobility on Demand; support for incident management and real-time demand management to reduce idling and provide congestion relief; support modernization of the traffic signal system to reduce idling and improve transit operations and improved operations for bicycling and walking; and, an objective to

“Minimize long term disruptions to the transportation system by creating resiliency to climate change and economic shifts.”

- Recognition of opposition to the TSMO Strategy from the Cascade Policy Institute regarding the investment of public resources that do not add capacity to respond to growth; community support from online comment participants who selected the following TSMO Actions to be emphasized: Facilitate ground truthing of emerging technologies. (3 respondents), Develop a Mobility on Demand strategy and policy (2 respondents), Manage transportation assets to secure the network (1 respondent), Pilot Origin-Destination data to prioritize TSMO investments (1 respondent), Explore new TSMO data sources (1 respondent), Create a TSMO safety toolbox (1 respondent), and Improve TSMO data availability to aid in traveler decisions and behavior (1 respondent); Community based organizations involved in key pieces of the Strategy include Asian Pacific American Network of Oregon, Verde and Division Midway Alliance. Community feedback is reflected in Exhibit C, the public comment report.

The 2021 TSMO Strategy Stakeholder Advisory Committee included:

Margi Bradway, Metro’s Deputy Director of Planning, Development and Research

Kate Freitag, ODOT’s Region 1 Traffic Engineer, TransPort Chair

Millicent Williams, former Portland Bureau of Transportation’s Deputy Director

Wendy Cawley, Portland Bureau of Transportation’s City Engineer

Joe Marek, Clackamas County’s Transportation Safety Program Manager

Lisha Shrestha, Division Midway Alliance’s Executive Director

Debra Dunn, Synergy Resources Group’s President and Founder, Oregon

Environmental Council Board Member

Avi Unnikrishnan, Ph.D., Portland State University’s Professor, Dept. of Civil and

Environmental Engineering

Matt Ransom, Southwest Washington Regional Transportation Council’s Executive Director

Geoff Bowyer, ODOT’s Region 1 Traffic Management Operations Center

Jon Santana, TriMet’s Interim Executive Director of Transportation

In addition to six Stakeholder Advisory Committee meetings, the project management team met monthly, received input from TransPort at four meetings, TPAC at two meetings, JPACT at two meetings, held a workshop, conducted a stakeholder survey, held focus groups and conducted interviews.

### **Legal Antecedents**

- Ordinance No. 10-1241B, For the Purpose of Amending the 2035 Regional Transportation Plan (Federal Component) and the 2004 Regional Transportation Plan to Comply with Federal and State Law; to Add the Regional Transportation Systems Management and Operations Action Plan, the Regional Freight Plan and the

High Capacity Transit System Plan; to Amend the Regional Transportation Functional Plan and to Add it to the Metro Code; to Amend the Regional Framework Plan; and to Amend the Urban Growth Management Functional Plan, adopted on June 10, 2020.

- Ordinance No. 18-1421, For the Purpose of Amending the 2014 Regional Transportation to Comply with Federal and State Law and Amending the Regional Framework Plan, adopted on December 6, 2018.

### **Budget and Financial Implications**

Coordination for the regional TSMO Program is part of Metro's budget, dependent on Regional Flexible Fund decisions and TransPort sub-allocation recommendations for those funds. The purpose of a regional TSMO strategy includes planning for operations and forming partnerships that require economical use of all agencies' operations and maintenance budgets. Regional collaboration and partnership often take the form of interagency agreements where no funds are transferred between agencies. A best practice for capital projects is to include TSMO to utilize Intelligent Transportation Systems and expand regional operator capabilities in the process. This is a project-by-project budget need that should not be overlooked. TSMO projects and TSMO project elements are included in RFFA and STIP funding cycles, for example Freight Intelligent Transportation Systems in Clackamas County and Active Corridor Management with real-time signage on regional throughways. As mentioned above, Regional Flexible Fund decisions to support the TSMO Program support the Actions and related projects through a sub-allocation process where stakeholders and technical experts recommend projects for funding. Agencies who receive funding do so with the prerequisite that they will cover a portion of the cost from their local budget. Last but not least, regional TSMO coordination has strengthened successful applications to national competitive funding programs such as Transportation Investment Generating Economic Recovery (TIGER) and Advanced Transportation and Congestion Management Technologies Deployment (ATCMTD). Financial implications may be ahead depending on federal legislation on transportation infrastructure funding.

### **Anticipated Effects**

- Application of a holistic, systems approach to multimodal transportation, for example regional coordination for traffic signalization and related transit operations.
- Innovative, cost-effective solutions that include the continuation of data collection and enhanced use of data collected on the public right-of-way.
- Building on 10 years of TSMO progress, for example increasingly sophisticated traveler information through Trip Check that innovated both ways to communicate systems operations information to travelers and enhanced partner-agency tools to add incident and construction information to one, statewide platform.
- Incorporation of four key regional policies for equity, climate, safety and congestion relief with improved reliability.

## **BACKGROUND**

Since adoption of the 2018 Regional Transportation Plan, Metro and ODOT planning staff worked with stakeholders to scope and update the 2010-2020 TSMO Action Plan. The timeline for the planning process began at Metro and ODOT in 2019 with consultant support starting in 2020 and the formation of a Stakeholder Advisory Committee who met through 2021 in addition to broad stakeholder engagement through workshops and surveys throughout the year. This work resulted in the attached 2021 TSMO Strategy Final Draft.

## **ATTACHMENTS**

Exhibit A – 2021 TSMO Strategy Final Draft

Exhibit B – 2021 TSMO Strategy Appendices Final Draft

Exhibit C – 2021 TSMO Public Comment Report draft

Metro Resolution 21-5220 draft



**5.3 Resolution No. 21-5209 For the Purpose of  
Providing Concurrence to ODOT to Seek Direct  
Allocation of Federal Transportation Funding Under  
the Revenue Loss Provision of the Coronavirus  
Response and Relief Supplemental Appropriation Act  
(CRRSAA) and Direct to Transportation Uses in the  
Metro Area**

*Action Items*

Joint Policy Advisory Committee on Transportation  
Thursday, November 18, 2021

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF PROVIDING	)	RESOLUTION NO. 21-5209
CONCURRENCE TO ODOT TO SEEK DIRECT	)	
ALLOCATION OF FEDERAL	)	Introduced by: Chief Operating Officer
TRANSPORTATION FUNDING UNDER THE	)	Marissa Madrigal in concurrence with
REVENUE LOSS PROVISION OF THE	)	Council President Lynn Peterson
CORONAVIRUS RESPONSE AND RELIEF	)	
SUPPLEMENTAL APPROPRIATION ACT AND	)	
DIRECT TO TRANSPORTATION USES IN THE	)	
METRO AREA		

WHEREAS, the Coronavirus Response and Relief Supplemental Appropriation Act (CRRSAA) was passed by Congress and signed by the President in late December 2020 and included a total of \$10 billion for transportation related activities; and

WHEREAS, Oregon will receive \$123,980,570 in CRRSAA funds and Metro's share will be \$12,160,987; and

WHEREAS, the funding is to mitigate costs associated with economic impacts of the pandemic, including any costs related to preventive maintenance, routine maintenance, operations, personnel, including salaries of employees (including those employees who have been placed on administrative leave) or contractors, debt service payments, availability payments and coverage for other revenue losses in addition to normally eligible projects and programs associated with the federal Surface Transportation Block Grant program; and

WHEREAS, the Oregon Department of Transportation (ODOT) has submitted an application to the Federal Highway Administration (FHWA) to utilize a provision of the Act that allows for a direct distribution of federal funds available to ODOT and the large Metropolitan Planning Organizations (MPOs) within Oregon by demonstrating a loss of transportation revenues; and

WHEREAS, the FHWA requires concurrence by the large MPOs for ODOT to utilize the revenue loss provision and receive a direct fund payment; and

WHEREAS, a direct fund payment, sub-allocated as federally required by ODOT, would simplify administrative procedures normally associated with federal transportation funding and save costs; and

WHEREAS, the FHWA has tentatively approved the ODOT revenue loss application pending concurrence from Oregon's large MPOs, and

WHEREAS, there are immediate needs eligible for CRRSAA funds that will progress the region's delivery of projects and programs as identified in Exhibit A; and

WHEREAS, the Transportation Policy Alternatives Committee (TPAC) considered this resolution on November 5, 2021 and recommended adoption to JPACT and the Metro Council; now therefore

BE IT RESOLVED that the Metro Council hereby adopts the recommendation of JPACT on November 18, 2021 to concur with ODOT to utilize the revenue loss provision of the CRRSAA and

request direct allocation of funds to ODOT and the state's large MPOs for the purposes described in Exhibit A of the staff report to Resolution No. 21-5209.

ADOPTED by the Metro Council this \_\_\_\_ day of \_\_\_\_\_ 2021.

---

Lynn Peterson, Council President

Approved as to Form:

---

Carrie MacLaren, Metro Attorney

DRAFT

EXHIBIT A  
STAFF REPORT TO RESOLUTION NO. 21-5209

Uses of Coronavirus Response and Relief Supplemental Appropriations Act (CRRSAA) Funding

<b>Transportation Activity</b>	<b>Funding Amount</b>
Transit Planning	\$2.00 million
Project Development	\$2.10 million
MPO Compliance	\$.70 million
GIS and Public/Stakeholder Engagement	\$.65 million
Climate Tracking and Monitoring	\$.60 million
Better Bus Program	\$6.01 million
<b>Grand Total</b>	<b>\$12.16 million</b>

Transit planning (\$2 million)

These funds would be used for transit program that serves the region. JPACT and Metro Council members have requested that Metro staff analyze and report on opportunities, issues and barriers to transit service, especially in the suburban and outer areas of the region. Metro laid off a senior transportation planner as part of the budget cuts of 2020. This position originally supported regional transit planning, and was responsible for developing and shaping the Regional Transit Strategy and coordinating closely with TriMet and other transit agencies on their service planning. A portion of these funds would go to restore this position and services for 3 years and lead the Micro-transit Study.

Project Development (\$2.1 million)

Metro has long-standing practice of providing project development support for projects of regional significance. Metro's budget for project development decreased in 2020 due to reduction in Metro general funds. Due to reduced funding in its budget, Metro was unable to fill an Engineer II position that has been vacated. The Engineer II plays a critical leadership role in the Department and the region, leading design and input in corridor planning and project development for major projects as well as some of the smaller RFFA projects. The Investment Areas Team also needs to be able to leverage federal funds for existing or new projects, like the TV Highway, 82<sup>nd</sup> Avenue, Westside Multimodal Study and other corridors. Lastly, a portion of these funds would go to support a Risk Assessment Analysis, public engagement with our equity partners and project development of the Regional Flex Fund projects.

In summary:

- 82<sup>nd</sup> Avenue Corridor Plan - \$500,000 to City of Portland for early project development, \$300,000 for Metro staff to partner on transit planning and equitable development
- TV Highway Corridor Plan - \$500,000 for Metro staff to lead project and match federal grant
- Metro staff engagement and technical support for Rose Quarter, I-205 Abernathy Bridge, Regional Mobility Pricing Project, I-205 Tolling projects, and other major ODOT projects - \$600,000

- Risk Assessment, Engagement and Project Development of RFFA Projects - \$200,000

#### MPO Compliance (\$700,000)

On April 12, 2021, the US DOT issued Metro's certification letter for federal certification. The letter included corrective actions and recommendations to improve Metro's process in how MTIP funds are estimated and organized. Furthermore, the USDOT made recommendations asking Metro to do a more detailed analysis in their Congestion Management Process (CMP) as part of the next RTP update. For the MTIP, Metro staff have spent years identifying and researching Metro's needs for a new database which will improve efficiency of how the MTIP is managed and improve communication with US DOT, ODOT and local agencies. This will require the MPO to purchase proprietary Software as a Service. Metro needs additional funds for Metro's Research Center to be able to support the database and also do the additional modeling, data analysis and reporting work needed in the upcoming RTP for the CMP. In short, these funds will be used to respond to the USDOT corrective actions and recommendations.

#### GIS, graphics, engagement and storytelling (\$650,000)

Metro eliminated our Storytelling Program during the 2019 budget cuts. Furthermore, the department did not hire 3 intern positions due to decreases in funding. In the past, the MPO part of the Department heavily relied on interns – one geographic information systems (GIS) intern and 2 interns in the planning section – for support in GIS mapping, graphics, engagement, and layout of reports and communication materials. In addition, the Research Center laid off staff and their ability to support GIS needs is limited. The PD&R department has a need for more GIS and graphic support for all of projects and programs, especially to support the MPO in transportation and land use.

#### Climate Monitoring and Analysis (\$600,000)

The Planning and Research Center staff currently lack the funding to respond to the requests of Metro Council, JPACT and other stakeholders regarding the monitoring of GHG emissions. Furthermore, the practice and science of climate modeling, analysis and monitoring continues to change. While Planning and Research Center staff continue to work with our state and local partners to develop new tools, consult support and extra resources are needed. These resources would allow Metro to hire a consultant and/or acquire tools to best position the region for the next 2023 Regional Transportation Plan. Metro will be engaging an Expert Review Panel on climate change modeling, and also seeking the technical expertise of TPAC and the statewide Oregon Modeling Group.

#### Better Bus (\$6.01 million)

This would restore funding for an extremely effective Better Bus program, also known as Enhanced Transit Corridor (ETC), administered by Metro in partnership with transit agencies and local governments in 2018 and 2019. \$5.01 million of the CRRSAA funds would be used to invest in Enhanced Transit Corridors around the region, in partnership with TriMet, SMART and local delivery agencies. These funds would be used for:

- 1) technical support for local governments to plan and design Better Bus projects, and

2) directly allocated to local governments to leverage the construction of capital Better Bus projects.

A proposal would be brought to TPAC and JPACT to shape and inform the program.

IN CONSIDERATION OF RESOLUTION NO. 5209, FOR THE PURPOSE OF PROVIDING CONCURRENCE TO ODOT TO SEEK DIRECT ALLOCATION OF FEDERAL TRANSPORTATION FUNDING UNDER THE REVENUE LOSS PROVISION OF THE CORONAVIRUS RESPONSE AND RELIEF SUPPLEMENTAL APPROPRIATION ACT AND DIRECT TO TRANSPORTATION USES IN THE METRO AREA

---

Date: November 9, 2021  
Department: Planning, Development & Research  
Meeting Date: December 2, 2021

Prepared by: Ted Leybold  
Presenter(s): Margi Bradway, Ted Leybold  
Length: 20 minutes

---

### **ISSUE STATEMENT**

The Coronavirus Response and Relief Supplemental Appropriations Act (CRRSAA) has provided approximately \$12.16 million of transportation funding to Metro as the MPO to address transportation related coronavirus 2019 (COVID-19) impacts. The Oregon Department of Transportation (ODOT) has proposed, in cooperation with the large MPOs in Oregon, to utilize a provision of the Act to receive a direct allocation of the funds for demonstrated revenue losses, rather than seeking reimbursement for eligible spending. MPOs must approve ODOT utilizing this provision of the Act and direct revenues to eligible transportation uses.

### **ACTION REQUESTED**

Approve concurrence for ODOT to seek a direct allocation of federal transportation funding under the revenue loss provision of the CRRSAA and direct to transportation uses as described in Exhibit A to this staff report.

### **IDENTIFIED POLICY OUTCOMES**

Concurring that ODOT seek a direct allocation of federal transportation funding under the revenue loss provision of the CRRSAA will reduce the time and administrative costs of utilizing the available funds.

Use of the funds as described in Exhibit A will support delivery of projects and programs that implement the RTP investment priorities of safety, equity, climate emission reduction and congestion relief. It will also support upcoming work with JPACT and the Metro Council to develop updated investment policy priorities and implementation strategies for consideration as a part of the 2023 RTP process.

## **POLICY QUESTION(S)**

This is an administrative action, not a policy action. No policy questions for consideration. Approval of this action would support the development and evaluation of transportation policy questions identified by JPACT and the Metro Council during the 2023 RTP update process.

## **POLICY OPTIONS FOR COUNCIL TO CONSIDER**

None – see above.

## **STAFF RECOMMENDATIONS**

Provide concurrence to ODOT to seek direction allocation of federal transportation funding under the revenue loss provision of the Coronavirus Response and Relief Supplemental Appropriation Act and utilize funding as shown in Exhibit A.

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

This element of CRRSAA provides transportation funds to metropolitan areas for transportation related COVID-19 impact relief. Exhibit A summarizes a spending plan on activities and projects that advance implementation of the region's priority transportation investment policies as defined in the Regional Transportation Plan (RTP). The RTP and its associated topical and modal plans applies Metro's Strategic Plan, racial equity goals, climate action goals and other policy direction to the region's transportation system.

In addition to significant capital investments in the transportation system, the proposal also addresses losses to regional planning capacity due to budget cutbacks experienced during the pandemic. This will allow Metro to meet federal planning obligations and support implementation of the region's desired policy outcomes as the region continues to recover, invest and develop the transportation system moving forward. This budget capacity will support these efforts for approximately three years.

## **BACKGROUND**

In 2020, the Planning, Development and Research Department suffered losses due to the economic downturn due to COVID-19. This required MPO funds to be spread thin or reallocated for other uses. These losses resulted in a layoff of a senior planner in the Planning Transportation Team with expertise and the MPO was unable to hire interns. The interns played a critical role supplementing MPO needs in GIS, maps, graphics and layout of materials. In the Investment Areas Team, we lost the ability to pay on an ongoing basis an Engineer II who supported major projects and project development work throughout the department. These losses also impacted the Resources team because there was less staff support for joint efforts around project development. Federal funds in the Resources Team were also stretched thinner, making it difficult to pay for essential work items, such as a new database. Lastly funding for programs like Enhanced Transit, Transit Planning and Project Development have decreased, been eliminated or the funds simply ran out. In



summary, departmental losses or decreases in staff capacity and/or resources in 2020 and 2021 were in the following areas:

- Transit Planning
- Project Development
- MPO Compliance
- Engagement, storytelling, graphics and GIS
- Emerging Technology Program
- Enhanced Transit Program (Better Bus Program)

At the same time, the business needs for the Planning and Development Department planning and programs needs are the same, and in some cases, those needs have grown. For example, Metro Council and JPACT members have asked staff to do a deeper dive into micro-transit to best assess the needs and opportunities to provide transit in the suburban and rural parts of the region. Similarly, Metro Council is considering creating a new transit group to advise JPACT. Also, there is an increased expectation that Metro staff are engaged at the policy and technical level on the growing list of ODOT major projects and large transit projects such as I-205 Bridge, 82<sup>nd</sup> Avenue and TV Highway. In the past, this type of work would have been supported with project development funds. While Metro staff have worked to obtain federal grants, ask for partner contributions and do Intergovernmental Agreement fund exchanges, those efforts have not been enough to fill the gaps. When comparing the 2019-20 budget to the 2020-21 budget, the Planning and Investment teams individually have over a 10% deficit.

Congress is providing \$12.16 million to Metro as an MPO to make up for COVID losses. The federal funds are like STBG funds sub-allocated to MPOs, although eligible uses also include staff and operations. There is no required match for the funds, and they must be federally obligated by 2024. Metro staff has worked with ODOT to utilize a provision of the Act to obtain a direct allocation of funds for documented transportation revenue losses, subject to approval by JPACT and Metro Council.

## **ATTACHMENTS**

Exhibit A

Materials following this page were distributed at the meeting.



# Interstate Bridge Replacement Project Proposed MTIP Amendment

- Creates Preliminary Engineering (PE) project phase
- Programs \$36 million of new funding, added to \$35 million of funding from Washington DOT, and \$9 million of existing planning phase funding (\$80 million total)
- Assessment included in staff report
  - Project included in 2018 RTP
  - Funding availability and eligibility
  - Amendment impacts to MTIP reflecting RTP investment priorities

# Program Timeline



# Work Funded by this Amendment

In collaboration with local, state, federal and tribal partners, and the community, the IBR program will:

- Conduct inclusive, equitable and transparent community engagement process to inform program activities and outcomes
- Identify, develop, and screen design options
- Identify transportation and environmental impacts associated with the program
- Develop an alternative from screened options
- Complete a supplemental Environmental Impact Study (EIS) with FTA and FHWA
- Develop more refined and accurate cost estimates and funding plan
- Work on securing needed funding
- Develop a refined project delivery schedule
- Determine right-of way (ROW) needs and possible issues
- Complete final design

*The IBR program will continue to build equity and climate considerations into all aspects of work.*

# Public Engagement Opportunities

- Advisory Groups
  - Community Advisory Group
  - Equity Advisory Group
  - Executive Steering Group
  - Opportunities for public comment
- 4 Community Working Groups
  - Provide feedback to the program around specific topics
  - Multimodal Commuter, Active Transportation, Downtown Vancouver, Hayden Island/Marine Drive
- 4 Community Briefings
  - Virtual events to learn about the program, provide feedback, and ask questions
- 4 Listening Sessions
  - Gather insights from equity priority communities in collaboration with low-barrier CBO mini grant recipients
- Online Open house
  - Sharing where the program is at, details about design options, upcoming milestones
    - <https://www.interstatebridge.org/november>
  - Community survey open now through December 10
    - [www.surveymonkey.com/r/IBRFALLinput](http://www.surveymonkey.com/r/IBRFALLinput)



**Resolution No. 21-5220  
For the Purpose of Adopting the 2021  
Transportation System Management &  
Operations (TSMO) Strategy**

JPACT Presentation  
November 18, 2021

Caleb Winter, Metro  
Kate Freitag, ODOT  
Scott Turnoy, ODOT  
Chris Grgich, Fehr&Peers



## Introductions



**Kate Freitag, P.E. (she/her)**

Oregon Department of Transportation  
Region 1 Traffic Engineer  
TransPort Chair  
Operations Academy 2019 Graduate



**Scott Turnoy (he/him)**

Oregon Department of Transportation  
Region 1 Major Projects  
Principal Planner for Active Traffic  
Management Systems  
Project Manager of Data Sharing  
Policy for Integrated Corridor  
Management



**Caleb Winter (he/him)**

Metro Senior Transportation Planner  
TSMO Program Manager  
Regional Travel Options Grant Manager  
Transportation Research Board  
Participant



**Chris Grgich, PE, PTOE (he/him)**

Fehr & Peers  
Associate Traffic Engineer  
2021 TSMO Strategy Project Manager  
ITS Washington, Past President

What are we asking today?



**Following the adoption of the 2018 Regional Transportation Plan with polices for safety, equity, climate and congestion management:**

**Consider adoption of the 2021 Transportation System Management & Operations (TSMO) Strategy.**

# What is TSMO?



What is TSMO?

# Implementing 2018 Regional Transportation Plan Goal 4: Reliability and Efficiency

 TSMO is...



---

A holistic systems approach



---

A broad set of strategies



---

Innovative, cost-effective solutions

 TSMO is not...



---

Building our way out of congestion

What's new?



---

## Progress

Build on 10 years of TSMO progress.



---

## Diversity

Develop a strategy with a broader and more diverse set of voices.



---

## Equity

Approach TSMO with an equity focus.

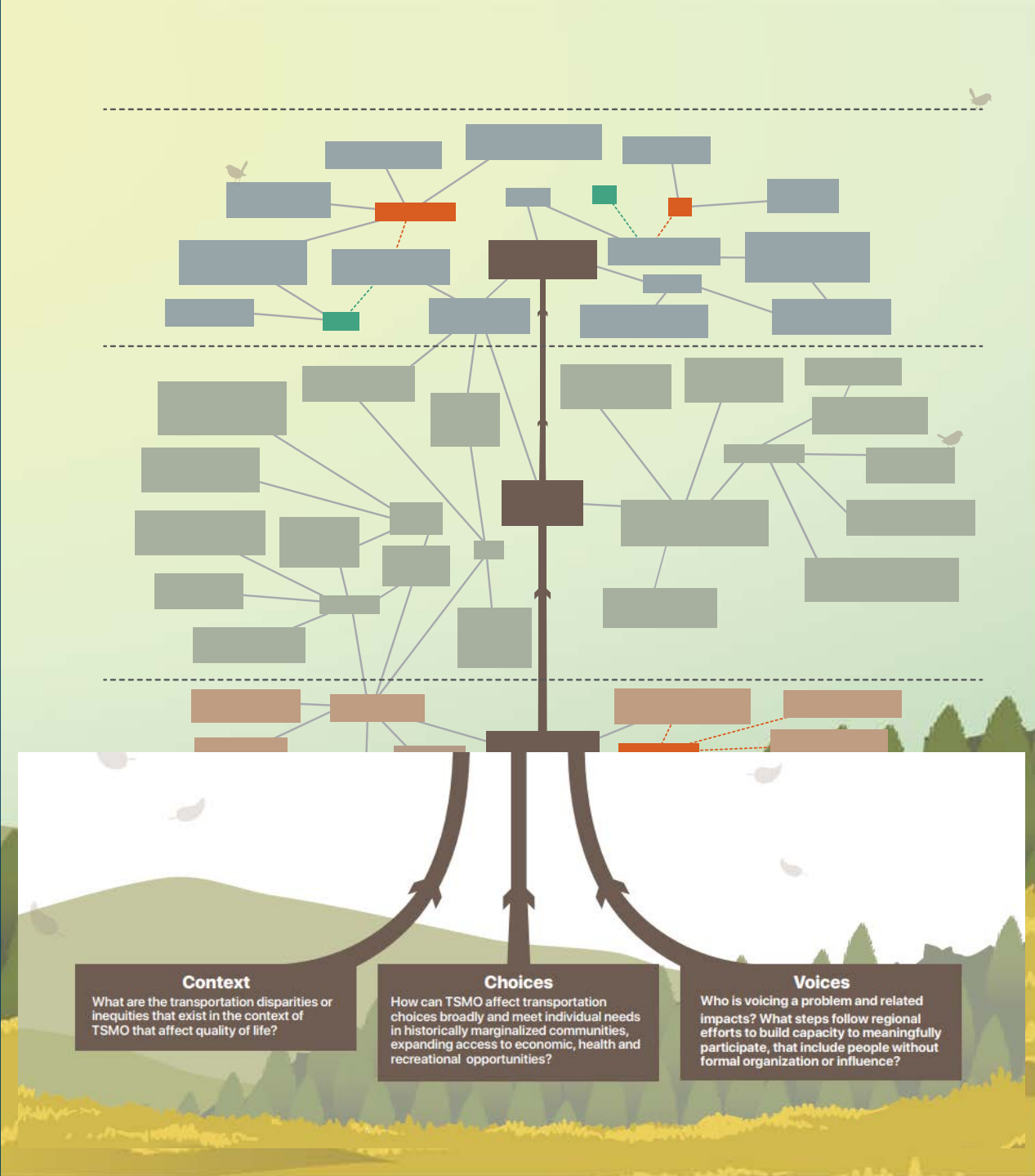
What's new?



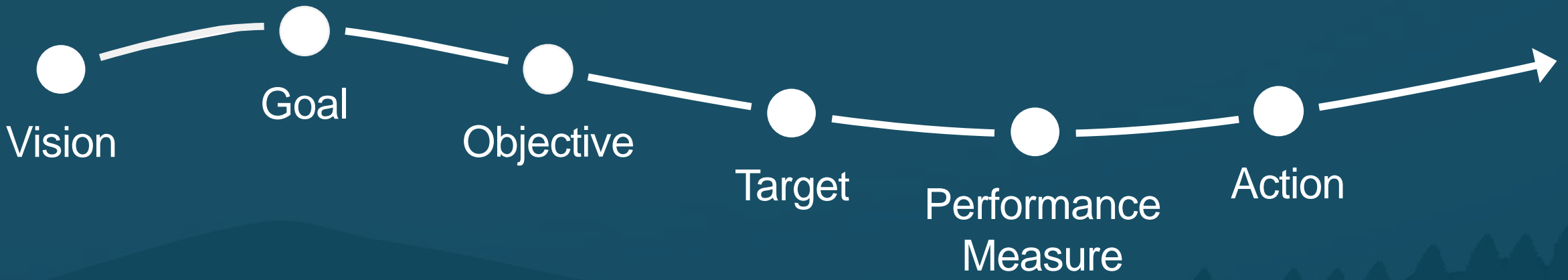
## TSMO Equity Tree

“By addressing the barrier experienced by people of color, we will effectively also identify solutions and remove barriers to other disadvantaged groups.”

*Excerpt from Metro's 2016 Strategy Plan to Advance Racial Equity, Diversity, and Inclusion*



# The TSMO process



# Stakeholders leading the TSMO Strategy update

## Stakeholder Advisory Committee

Margi Bradway, Metro's Deputy Director of Planning & Development

Kate Freitag, ODOT's Region 1 Traffic Engineer, TransPort Chair

Millicent Williams, former Portland Bureau of Transportation's Deputy Director

Wendy Cawley, Portland Bureau of Transportation's City Engineer

Joe Marek, Clackamas County's Transportation Safety Program Manager

Lisha Shrestha, Division Midway Alliance's Executive Director

Debra Dunn, Synergy Resources Group's President and Founder, Oregon Environmental Council Board Member

Avi Unnikrishnan, Ph.D., Portland State University's Professor, Dept. of Civil and Environmental Engineering

Matt Ransom, Southwest Washington Regional Transportation Council's Executive Director

Geoff Bowyer, ODOT's Region 1 Traffic Management Operations Center

Jon Santana, TriMet's Interim Executive Director of Transportation

**Draft Actions**

**Reliable Travel Choices**

- Complete a regional inventory of traffic signals and signal communication capabilities, and agencies coordinate. Identify gaps in the signal network, and create a prioritization plan for filling gaps in the network. Complete high priority signal connection upgrade projects.
- Monitor and address split failures on through routes and major arterials.
- Complete a feasibility study and concept exploration for adaptive signal control system on through routes and major arterials.
- Create an integrated corridor management plan (ICM) identifying qualifying corridors in the region in need of upgrades.
- Coordinate with TriMet to identify TSMO solutions to support a bus on shoulder implementation plan, building on lessons learned from I-5's 2009 pilot program.
- Coordinate with the Port of Portland to identify TSMO solutions during the development and implementation of a Freight Drayage Management Plan.

Provide guidance in using origin-destination data to identify and prioritize TSMO improvements.

Identify Traveler Information Systems that provide travel time, route, and real-time transit arrival information for equity focus areas.

Identify ITS travel time information data collection and distribution gaps on Knap Regional Emergency Transportation Routes and Oregon State Seismic Lifeline Routes to inform detour routing decisions and provide alternative route information during evacuations.

Need to add reliability for bicyclists and pedestrians see crossing streets. Balancing throughput with pedestrian timing.

2.1.3	Establish internal data sharing policy and inter-agency(s) agreement with agency partners in order to incorporate data into PORTAL or another identified internal sharing system.	2
2.2.1	Identify interagency transportation management needs and establish agreements for management system sharing under emergency conditions.	3
	Add pre-planning emergency needs, scenario planning	
1	Support an inter-agency job shadow program to develop relationships across agencies boundaries.	1
	Create an inter-agency communications plan to define lines of communications and communication policies throughout the region.	2
	Review regional policy that creates access to operational and forecast models for agency partners to support TSMO planning.	



# TSMO Strategy stakeholder participation

## TPAC

July 12, 2019	Kick-off with draft work plan
May 7, 2021	Vision and Goals
Oct. 1, 2021	Draft TSMO Strategy
Nov. 5, 2021	Recommend TSMO Strategy

## TransPort

March 13, 2019	Kick-off
July 14, 2021	Performance Measures
August 11, 2021	Incident Management Team
September 8, 2021	Draft Actions

## Project Management Team

August 26, 2020	Kick-Off Meeting
Monthly (2020-2021)	13 Progress Meetings

## Public Comments

Sept. 24-Oct. 25	30-day Comment Period
------------------	-----------------------

## JPACT

Sept. 19, 2019	Kick-off with draft work plan
June 17, 2021	Vision, Goals and Objectives

## Stakeholder Advisory Committee

January 22, 2021	Vision & Goals Workshop
March 15, 2021	Objectives Workshop #1
March 30, 2021	Objectives Workshop #2
August 19, 2021	Actions Workshop
August 23-27, 2021	Actions Breakout Groups
August 31, 2021	Actions Wrap-Up

## More Stakeholder Engagement

Sept. 2020	Emerging Technology Partnerships
Jan. 2021	Stakeholder Survey
April 1, 6, & 7, 2021	FHWA Emerging Tech & TSMO Workshop
July 2021	Stakeholder One-on-One Interviews and Focus Groups
Oct 2021	Clackamas C4 Metro Subcommittee

**“ Collaborate to provide reliable, agile, and connected travel choices so that all users are free from harm, and to eliminate the disparities experienced by Black, Indigenous, people of color and people with low incomes.**

TSMO goals to align strategy and actions



---

## Keep everyone free from harm.

Create a transportation system where all users are free from harm.



---

## Collaborate and partner regionally.

Collaborate as effective stewards of the transportation system.



---

## Ensure reliable travel choices.

Provide a transportation system that is reliable for all users.



---

## Eliminate disparities.

Eliminate transportation system disparities experienced by Black, Indigenous, people of color and people with low incomes.



---

## Prepare for change.

Manage the system to be agile in the face of growth, disruptions, and changing technology.



---

## Connect travel choices.

Connect all people to the goods, services, and destinations they need through a variety of travel choices.

# TSMO Action overview

## Planning

3. Develop a Mobility on Demand strategy and policy.
5. Pilot Origin-Destination data to prioritize TSMO investments.
18. Participate in regional public outreach to assist in guiding, listening and learning through TSMO-focused conversations.
21. Update the regional ITS Architecture.

## Listening & Accountability

6. Track and prioritize TSMO Investments for and with Black, Indigenous, people of color, and people with low incomes.
13. Create a community listening program.
19. Improve TSMO data availability to aid in traveler decisions and behavior.

## Data Needs

1. Establish TSMO performance measures baseline.
12. Explore new TSMO data sources.

# TSMO Action overview

## Concepts, Capabilities, and Infrastructure.

2. Inventory and manage regional signal and ITS Communication infrastructure.
4. Manage transportation assets to secure the network.
7. Continue freight technology and ITS deployment.
8. Facilitate ground truthing of emerging technologies.
9. Establish a Regional Transit Operators TSMO Group.
10. Unify and standardize fare subsidies for transit and MOD.
11. Develop an ITS travel time information data collection and distribution plan for RDPO regional emergency routes.
14. Create continuous improvement process for existing and new signal systems and related performance.
15. Deploy regional traveler information systems.
16. Implement integrated corridor management and mainstream into corridor planning.
17. Create a TSMO safety toolbox.
20. Build and use a TSMO Toolbox to connect gaps in bicycle and pedestrian infrastructure.

Theme	Public Comment Example	Response
<b>Transportation expense</b>	"Seriously...rent and food eat more than a low income salary...you can't make it without cheating presently. This report doesn't make that abundantly clear."	Goal 3, Eliminate Disparities includes Objective 3.4 "Reduce the transportation cost burden experienced by Black, Indigenous, people of color and people with low incomes." No change recommended.
<b>Connected, accessible transportation</b>	"Traffic signal timing updates and changes for people walking. Traffic signal priority for buses. Improved accessibility for people walking."	Recommend change to Chapter 3, Goal 1 Free From Harm, Objective 1.4 "Ensure Black, Indigenous, people of color and people with low incomes can safely access multiple low stress mode choices and routes within the transportation system by improving access to, <u>and accessibility of</u> transit stops, pedestrian, and bicycle facilities."
<b>Transit coordination</b>	"Safe, efficient systems have existed for many decades, utilizing hybrid technology and electrical power for energy of motion, and highly efficient, and automated traffic control. We call this technology 'railways.' "	Chapter 5 Action, to Facilitate Ground Truthing of Emerging Technologies, starts with a description to "Respond to community-voiced needs to initiate agency partnerships to test emerging technologies." Recommended change to this action is to add an example to the list: " <u>Collaborate with ODOT Public Transit Division, transit agencies and rail operators to identify technologies for safe, efficient and reliable operations.</u> "

Theme	Public Comment Example	Response
<b>Policy</b>	<p>"Tolls are a poor congestion-reduction/demand management tool because they penalize people for unavoidably using the regional inefficient system of roads connecting sprawling and incomplete communities ... rather than giving them positive options – like compact urban forms -- so they don't need to congest the roads."</p>	<p>No change recommended.</p> <ul style="list-style-type: none"> <li>• Goal 4 is to “Connect all people to the goods, services, and destinations they need through a variety of travel choices.”</li> <li>• Goal 4, Objective 4.1 is to “Connect decentralized travel options to facilitate viable destinations in regional Centers, Town Centers, and employment areas outside downtown Portland.”</li> </ul>
<b>Accountability</b>	<p>The Action to Create a community listening program faces an immediate issue of a lack of capacity in most communities to partner on areas of this Strategy and this Action.</p>	<p>Recommend change to Action to Create a community listening program, adding to the Action description:</p> <ul style="list-style-type: none"> <li>• <u>“Build capacity at CBOs to share an understanding of this Strategy and to guide partnership.</u> Collaborate with CBOs using a culturally specific model and approach to reach out to non-English speakers or limited-English-proficiency groups.”</li> </ul>

TPAC recommended adoption Nov. 5, 2021

***JPACT consideration to adopt the 2021 Transportation System Management & Operations Strategy, replacing the 2010-2020 TSMO Action Plan.***

- Resolution 21-5220
- Exhibit A 2021 TSMO Strategy
- Exhibit B Appendices
- Exhibit C Public Comment Summary Report
- Staff Report





Portland Metro Region

---

## Metro

Caleb Winter  
Eryn Kehe  
Lakeeyscia Griffin  
Margi Bradway  
Molly Cooney-Mesker  
Summer Blackhorse  
Ted Leybold

✉ [Caleb.Winter@oregonmetro.gov](mailto:Caleb.Winter@oregonmetro.gov)

---

## ODOT

Kate Freitag  
Scott Turnoy

✉ [Kathleen.M.Freitag@odot.state.or.us](mailto:Kathleen.M.Freitag@odot.state.or.us)

✉ [Scott.Turnoy@odot.state.or.us](mailto:Scott.Turnoy@odot.state.or.us)

---

## Fehr & Peers

Briana Calhoun  
Chris Grgich  
Kara Hall  
Katie Miller  
Ron Milan

✉ [C.Grgich@fehrandpeers.com](mailto:C.Grgich@fehrandpeers.com)

# COVID-19 Relief Funds

Presentation to JPACT

Margi Bradway

Ted Leybold

November 18, 2021



Metro

# COVID-19 Relief Funds provided by Congress

<b>American Rescue Plan Act (ARPA):</b>	Signed into law March 11, 2021
<b>Coronavirus Aid, Relief, and Economic Security (CARES) ACT:</b>	Signed into law March 27, 2020
<b>Coronavirus Response and Relief Supplemental Appropriations (CRRSA) Act:</b>	Signed into law December 27, 2020

# CRRSAA Act

- Title IV of the Coronavirus Response and Relief Supplemental Appropriations Act, 2021 (CRRSAA), division M, Public Law (Pub. L. No. 116-260), enacted on December 27, 2020.
- Appropriated **\$12.16 M** to Metro



# Opportunity for Flexibility: De-federalizing Funds

- HIP-CRRSAA allows states an option to utilize the Special Authority/Reimbursement provision of the Act
- After declaring a “loss of revenue” by ODOT and the TMAs, the TMA-MPOs to receive state (de-federalized) funds passed through ODOT

# Losses in the Planning, Development, and Research Department within the MPO

**Based on loss of different types of funding, Metro over the past two years have resulted in cuts or elimination of the following programs:**

- Transit Planning
- Project Development/Engineering
- Storytelling/Outreach
- GIS capabilities
- Emerging Technology
- Better Bus/Enhanced Transit Corridor Program

# Policy Lens: 2018 RTP Priority Areas

## Equity

- Increased accessibility
- Increased access to affordable travel options

## Climate

- Reduced emissions from vehicles
- Reduced drive-alone trips

## Safety

- Reduced fatal and serious injury crashes for all modes

## Reduce Congestion

- Increased reliability
- Increased travel efficiency
- Increased travel options
- Reduced drive-alone trips

# Goals for Proposed Allocation

## Support needs for policy implementation

- Climate Change Monitoring
- Equity Outreach through storytelling
- Invest in projects in BIPOC and Low-Income communities

## Restore MPO losses

- MPO regulatory responsibilities
- MTIP Database
- Transit Planning
- GIS Support

## Support most urgent transportation project needs

- Investing in transit system through Better Bus Program
- Project development to support safety and transit investments



# Proposed Allocation of Funds

- Better Bus Program - **\$6.16 million (leverage \$5 million from TriMet)**
- Transit Planning - **\$2 million**
- Project Development - **\$2.1 million**
- MPO Compliance - **\$700,000**
- GIS, graphics, engagement and storytelling - **\$650,000**
- Climate Tracking and Monitoring - **\$600,000**

# Better Bus Program (Enhanced Transit)

## Benefits:

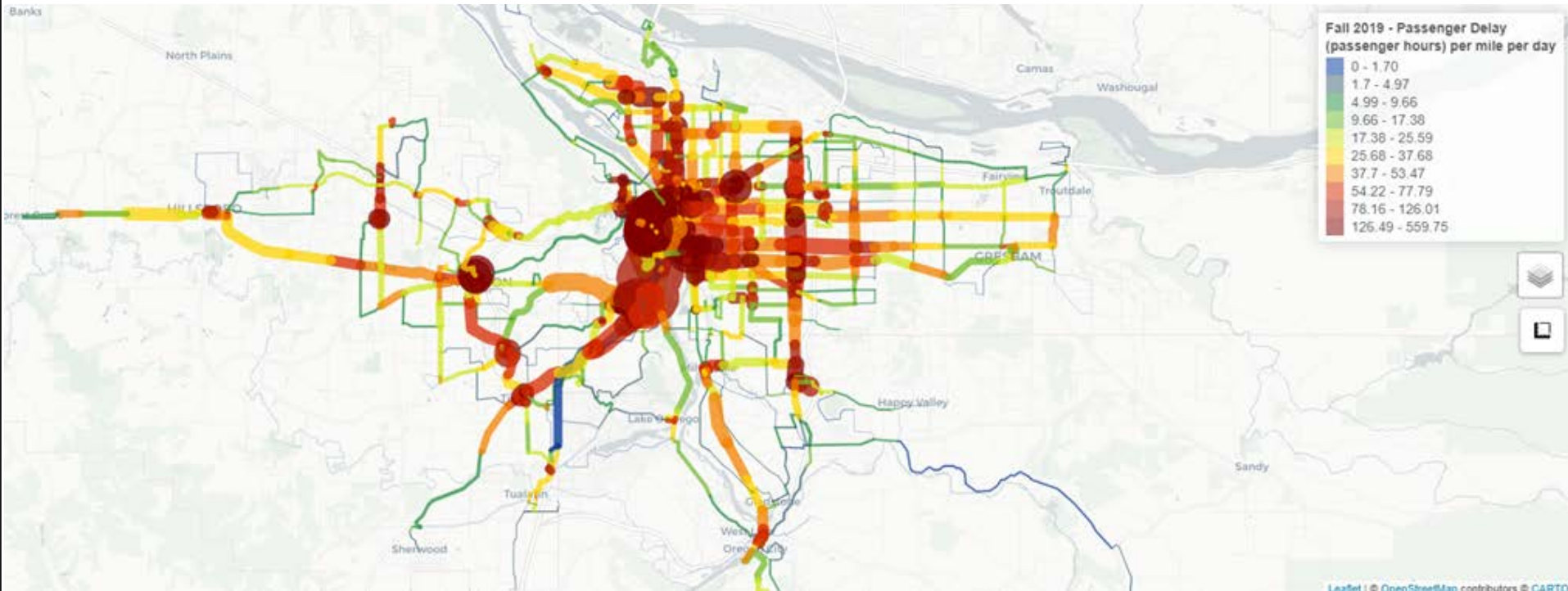
- **Leverage** - proposal to invest in \$6.1M will leverage another \$5 million from Tri-Met
- **Effective use of funds** - small amount of investment for large returns in system efficiency
- **Support wide range of needs for local projects** – communities/partners resources for transit projects, from project development to construction

# Better Bus Program (Enhanced Transit)

## Proposed Approach:




- Early scoping with TPAC and JPACT- seek input on how to develop the Better Bus program, input on criteria
- Focus on “sub-regions” within Metro
- Data-informed process
- Program funds support local projects – program provide technical support and/or capital project funding

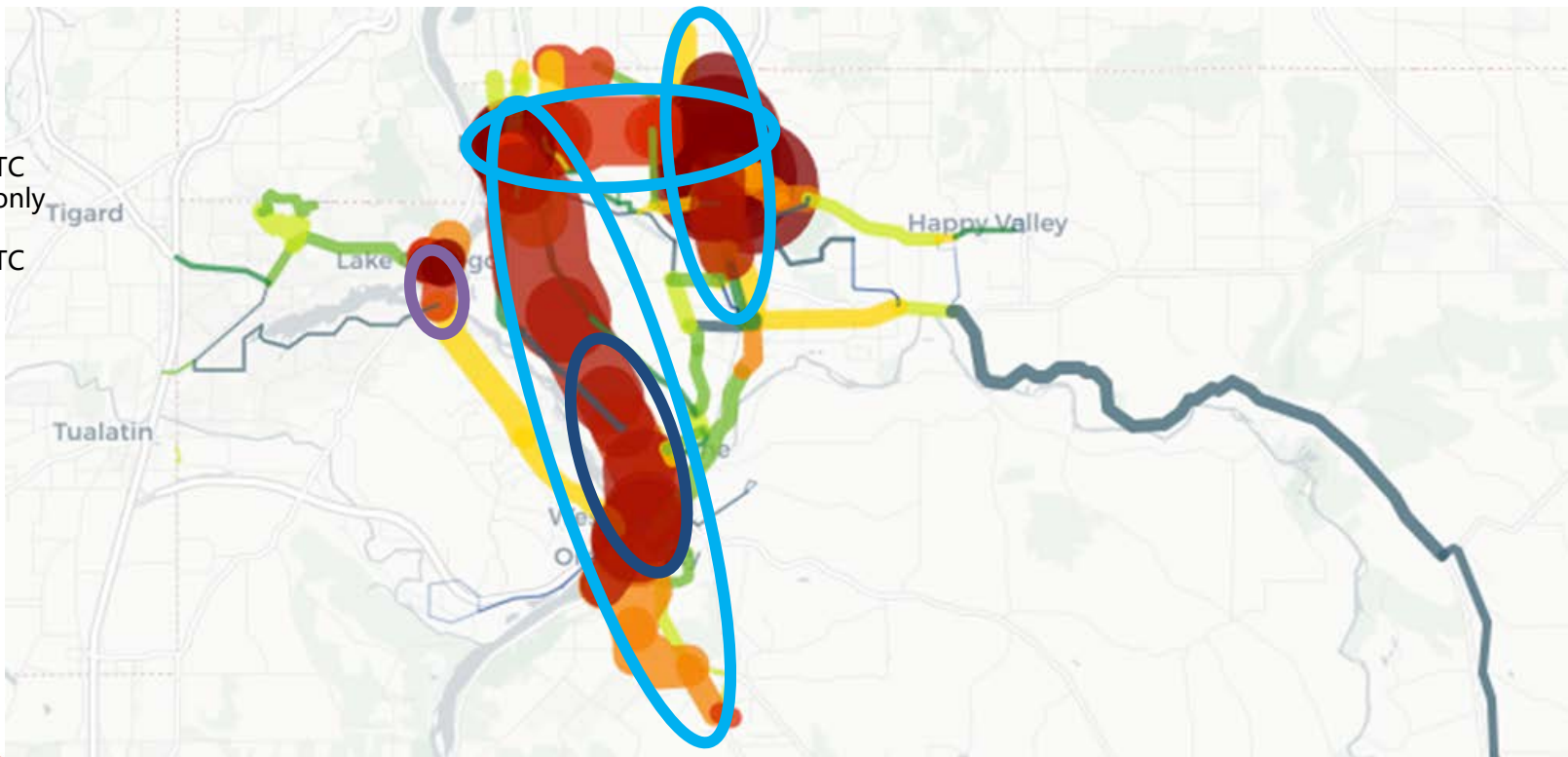
# Regional transit delay map



# Clackamas County - passenger delay

Concepts/designs developed through:

-  Regional ETC workshop only
-  Regional ETC program
-  Regional Funding Measure



# Allows Metro to leverage and invest in project development/corridor planning

*Focus: Safety,  
Equity and  
Climate (Transit)*

82<sup>nd</sup> Avenue  
Project

TV Highway  
Corridor

*Focus: Equity,  
Safety and  
Congestion*

Rose Quarter  
Improvement  
Project

Regional Flex  
Fund Projects

*Focus:  
Congestion and  
Climate*

I-205 Project

ODOT Tolling  
Projects

# Proposed Allocation to Project Development

- TV Highway Corridor Plan - leveraging \$1 M in FTA Hope grant
- I-205, I-205 Tolling Project and Sunrise Corridor Project
- 82<sup>nd</sup> Avenue Corridor Plan
- Rose Quarter
- Regional Flex Fund Projects - risk assessment of project proposals

# Next Steps

- JPACT (November 18<sup>th</sup>)
- Metro Council
- Final approval of reimbursement by FHWA
- UPWP and Budget amendments
- Scoping of programs, policies and projects