

## Council work session agenda

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<b>Tuesday, June 17, 2025</b>	<b>10:30 AM</b>	<b>Metro Regional Center, Council chamber,</b> <b><a href="https://zoom.us/j/615079992">https://zoom.us/j/615079992</a> (Webinar ID:</b> <b>615079992) or 253-205-0468 (toll free),</b> <b><a href="http://www.youtube.com/live/nBODW3UF-IE">www.youtube.com/live/nBODW3UF-IE</a></b>
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**The Council work session will adjourn into a Council meeting.**

Work session will begin at 10:30 a.m. Agenda item times are estimated and the order of items may be subject to change.

This meeting will be held electronically and in person at the Metro Regional Center Council Chamber. You can join the meeting on your computer or other device by using this link:  
<https://zoom.us/j/615079992> (Webinar ID: 615 079 992). Stream on YouTube:  
[www.youtube.com/live/nBODW3UF-IE](http://www.youtube.com/live/nBODW3UF-IE)

**10:30 Call to Order and Roll Call**

**10:30 Work Session Topics:**

- |       |  |                         |
|-------|--|-------------------------|
| 10:30 | Solid Waste Public-Private Partnerships  | <a href="#">25-6290</a> |
|       | Presenter(s): Brian Kennedy, Chief Financial Officer   |                         |
|       | Attachments: <a href="#">Staff Report</a><br><a href="#">Attachment 1 - DRAFT Resolution No. 25-5506</a>   |                         |
| 11:00 | Council Direction on the 2028-2030 Regional Flexible Funds Allocation  | <a href="#">25-6282</a> |
|       | Presenter(s): Grace Cho, Principal Transportation Planner<br>Jean Senechal Biggs, Resource Development Manager<br>Ted Leybold, Transportation Policy Director  |                         |
|       | Attachments: <a href="#">Staff Report</a><br><a href="#">Attachment 1 - 2028-2030 RFFA Program Direction (2024)</a><br><a href="#">Attachment 2 - Memo to JPACT: Bond Proposal Updates</a><br><a href="#">Attachment 3 - Memo to TPAC: Step 2 Allocation Options</a> |                         |
| 12:00 | President's Work Group on the Future of Supportive Housing Services Implementation: Discussion   | <a href="#">25-6283</a> |
|       | Presenter(s): Council President Lynn Peterson, Metro<br>Liam Frost, Housing Director, Metro  |                         |
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Attachments: [Staff Report](#)

**12:30** Adjourn to Council meeting

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

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Agenda #: 10:30

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**File #:** 25-6290

**Agenda Date:** 6/17/2025

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Solid Waste Public-Private Partnerships

Brian Kennedy, Chief Financial Officer

## SOLID WASTE PUBLIC-PRIVATE PARTNERSHIPS

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Date: June 4, 2025  
Department: Council Office/Finance  
Meeting Date: June 17, 2025

Prepared by: Brian Kennedy  
Presenter(s), (if applicable): Brian  
Kennedy, CFO, he/him  
Length: 30 minutes

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### **ISSUE STATEMENT**

There is interest in evaluating alternative delivery models for public projects and services related to Metro's responsibilities for management of the solid waste system. Public-private partnerships are one of the primary tools for alternative delivery, particularly for capital projects. This item is for Council discussion of a potential resolution that would direct staff to evaluate future solid waste projects for suitability for public-private partnerships.

### **ACTION REQUESTED**

No action is requested. The goal is for Council to provide feedback to staff on the resolution prior to consideration by the Council.

### **IDENTIFIED POLICY OUTCOMES**

This work is focused on the methods used to achieve goals identified in the Regional Waste Plan and Regional System Facilities Plan.

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

The policy questions focus on the benefits and costs associated with alternative delivery models:

- Will alternative delivery models like public-private partnerships help Metro meet Regional Waste Plan goals more quickly and/or at a lower cost than traditional project delivery models?
- What is Metro's role in terms of leveraging private sector expertise, innovation and capital in meeting public sector objectives?

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

The primary policy option is for the Metro Council to determine if the agency should consider alternative delivery models for public projects and services related to Metro's responsibilities for management of the solid waste system. The work session is providing an opportunity for Council to discuss alternative delivery models and a proposed resolution directing staff to do additional work on this topic.

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

Public-private partnerships offer a mechanism to leverage private sector expertise, innovation, and capital to meet public objectives. In the solid waste system, they can be a strategic tool for delivering high-performing, cost-effective, and adaptive infrastructure and services, while upholding Metro's responsibilities.

## **BACKGROUND**

The Regional System Facilities Plan provides direction and recommendations on a variety of system and facilities investments to meet the goals identified in the Regional Waste Plan. There has been ongoing conversations over the best ways to make those investments.

## **ATTACHMENTS**

1. Draft Resolution No. 25-5506

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF CONSIDERING	)	RESOLUTION NO. 25-5506
PUBLIC-PRIVATE PARTNERSHIPS TO	)	
FULFILL 2030 REGIONAL WASTE PLAN	)	Introduced by Deputy Council President
GOALS	)	Ashton Simpson

WHEREAS, in March 2020 the Metro Council adopted the Regional System Facilities Plan, which outlines the future infrastructure investments and services needed fulfill the 2030 Regional Waste Plan; and

WHEREAS, Metro Council has provided direction that Metro's role in managing the waste stream will focus on regulatory responsibilities and with public investment focused on waste prevention and material recovery services that cannot be provided feasibly or affordably by the private sector; and

WHEREAS, Metro Council adopted the 2030 Regional Waste Plan and the Regional System Facilities Plan which call for improved and enhanced organics collection and processing, as well as a network of small depots across the region for improved access for residential and small business customers; and

WHEREAS, the Metro Council is interested in supporting industrial symbiosis opportunities for greater Portland through Public-Private Partnerships; now therefore,

BE IT RESOLVED that the Metro Council directs the Chief Operating Officer to do the following:

- 1) Present to the Council a framework for Public-Private Partnerships (P3) by September 2025 that defines the process for consideration of public-private partnerships across the agency, including relevant criteria, the procurement process and guidelines for the selection of technical advisors.
- 2) In carrying out the Regional Waste Plan, the Regional System Facilities Plan, and other plans and activities, Waste Prevention and Environmental Services (WPES) is directed to study and present to Council a report documenting opportunities for Public-Private Partnerships (P3) to:
  - a. Reduce waste including via community drop-off depots and diversion of commercial food waste from landfills,
  - b. Advance recovery and reuse of system materials through strategic system investments, plans, policies, and actions that incorporate P3 principles,
  - c. Pursue market development concepts to create demand for system materials or their end products,
  - d. Reduce landfill reliance, improve system resilience, and create economic opportunities for local businesses and nonprofits organizations working in the waste, reuse and recycling industry, and
  - e. Develop a circular, climate friendly solid waste management system that supports industrial symbiosis and local businesses, nonprofits and communities.
- 3) In completing this study, staff will identify, among other things:
  - a. Key economic and local business or nonprofit partnership opportunities to pursue in the next 1-4 years that advance recovery, reuse or market development of system materials, or their components,
  - b. Obstacles to P3 implementation and the opportunities and recommendations to overcome them,

- c. Changes to Metro Code or administrative rules to ensure creation of an innovative, climate friendly, economically impactful system creating local economic impact and furthering material recovery or related benefits,
  - d. Infrastructure investments including community depots, wet waste transfer and organics recovery, including pre-processing equipment to remove contamination;
  - e. Investments in higher education, research, workforce training or technical expertise needed to inform and support these and other P3 actions.
- 4) Metro Council directs staff to return by November 30, 2025 with a preliminary report on the most feasible P3 opportunities for waste reduction including diversion of commercial food waste from landfills and build out of community drop-off depots. This report should focus on opportunities suitable for procurement within 180 days or less.
  - 5) The Metro Council directs staff to return on or before March 31, 2026, to provide a report identifying P3 opportunities for waste reduction including diversion of commercial food waste from landfills and build out of community drop-off depots and draft Metro Code amendments and/or administrative rules necessary to implement the study recommendations.

ADOPTED by the Metro Council this \_\_ day of June 2025.

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Lynn Peterson, Council President

Approved as to Form:

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Carrie MacLaren, Metro Attorney



# Metro

600 NE Grand Ave.  
Portland, OR 97232-2736  
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Agenda #: 11:00

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**File #:** 25-6282

**Agenda Date:** 6/17/2025

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## **Council Direction on the 2028-2030 Regional Flexible Funds Allocation**

Grace Cho, Principal Transportation Planner  
Jean Senechal Biggs, Resource Development Manager  
Ted Leybold, Transportation Policy Director

## COUNCIL DIRECTION ON THE 2028-2030 REGIONAL FLEXIBLE FUNDS ALLOCATION

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Date: June 10, 2025  
Department: Planning, Development & Research  
Meeting Date: June 17, 2025

Prepared by: Grace Cho,  
grace.cho@oregonmetro.gov  
Presenter(s): Grace Cho, Ted Leybold,  
Jean Senechal Biggs  
Length: 45 minutes

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### ISSUE STATEMENT

As the federally designated Metropolitan Planning Organization (MPO), one of Metro's duties is to allocate the region's allotment of federal transportation funds, commonly known as the Regional Flexible Funding Allocation (RFFA). Every three years, Metro conducts a process to identify and select RFFA program and project investments. Together, the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council function as the MPO Board and decision-making body over the allocation of the Regional Flexible Funds.

The 2028-2030 RFFA process is currently underway and is nearing completion. JPACT is scheduled to take action to recommend the 2028-2030 RFFA at its meeting on July 17, 2025, and the Metro Council is anticipated to act on JPACT's recommendation at the July 31, 2025 Council meeting.

The purpose of this item is to provide the Metro Council an update on the 2028-2030 RFFA process, with a focus on the proposed \$88.5 million new project bond (Step 1A.1) and the approximately \$49 million competitive allocation to local capital projects (Step 2).

### ACTION REQUESTED

No action is requested. Staff seek Metro Council input and direction.

Staff will return on July 31, 2025 to request that the Metro Council vote on JPACT's recommendation to adopt the 2028-2030 Regional Flexible Fund Allocation.

### IDENTIFIED POLICY OUTCOMES

The *2023 Regional Transportation Plan* (RTP) identifies five goal areas for transportation investments: Equitable Transportation, Safe System, Climate Action and Resiliency, Mobility Options, and Thriving Economy. During deliberations to adopt the 2023 RTP, JPACT and the Metro Council determined that these five goals should be emphasized in the 2028-2030 RFFA process and they reaffirmed this interest in the *2028-2030 Regional Flexible Fund Allocation Program Direction*. (See **Attachment 1.**) Adopted through Resolution 24-5414, the program direction includes principles to guide and inform the development of the new Step 1A.1 bond proposal that is focused on regional and corridor scale transit, as well as the objectives and evaluation criteria for the Step 2 competitive allocation to local transportation projects.

**POLICY QUESTION(S)**

Staff is seeking guidance on whether the Metro Council needs additional information before taking action in July on the 2028-2030 Regional Flexible Funding Allocation.

**POLICY OPTIONS FOR COUNCIL TO CONSIDER**

The 2028-2030 RFFA process must be completed by summer 2025 to incorporate the awarded projects in the 2027-2030 Metropolitan Transportation Improvement Program (MTIP) and meet the federally directed schedule to make the funds available without delay.

**Step 1A.1 New Project Bond**

- Metro Council action to approve the proposed RFFA Step 1A.1 new project bond would approve the allocation of \$88.5 million among five capital projects that would deliver regionally significant transit investments. The proposed bond implements the policy objectives of the adopted 2023 RTP and the 2028-2030 RFFA Program Direction. The proposed bond would commit a portion of future Regional Flexible Funds toward debt repayment starting in 2028 through at least 2039, and consequently would reduce the amount of available Step 2 funding for the subsequent three Regional Flexible Fund cycles.
- If the Metro Council does not approve this proposal for bond project funding, staff would return to JPACT for additional deliberation. Options could include developing an alternative bond proposal or allocating the RFFA funds to the Step 2 allocation to support local transportation projects.
- This action does not include actual bonding action by Metro. If the Metro Council approves this proposal, staff will work with Metro's Finance and Legal departments, as well as regional partners, to determine the appropriate bonding mechanisms and borrower(s). Staff would then return to the Metro Council at a later date for discussion of the bonding action itself.
- Table 1 lists the five projects and the amounts proposed to be provided by proceeds from the new project bond. A recent memo to JPACT provides additional information on the Step 1A.1 allocation. (See **Attachment 2.**)

*Table 1: 28-30 Regional Flexible Fund Step 1A.1 Bond Proposal*

<b>Project</b>	<b>Proposed Bond Proceeds</b>
Tualatin Valley Highway Transit Project	\$28M
82 <sup>nd</sup> Avenue Transit Project	\$28M
Earthquake Ready Burnside Bridge	\$10M
Portland Streetcar Montgomery Park Extension	\$10M
Sunrise Gateway Corridor Project	\$12.5M
<b>Total Bond Package</b>	<b>\$88.5M</b>

## Step 2 Competitive Allocation to Local Transportation Projects

- Council action to approve the RFFA Step 2 package would allocate approximately \$49 million to between eight and ten local transportation projects. The Step 2 funds would support projects across the region, while adhering to the principles of the adopted Program Direction and advancing RTP goals.
- If the Metro Council does not approve the Step 2 competitive allocation, staff would return to JPACT for additional deliberation to secure a recommendation for a new Step 2 package.
- Metro staff developed three package options for review and input from the Transportation Policy Alternatives Committee (TPAC), JPACT, and the Metro Council. A recent memo to TPAC describes the three package options and provides additional information on the Step 2 allocation. (See **Attachment 3.**)

## STAFF RECOMMENDATIONS

- None at this time.

## STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

### Step 1A.1 New Project Bond

As described in the adopted Program Direction, the proposed Step 1A.1 new project bond would serve multiple purposes:

- Use regional revenues on regional or corridor scale projects
- Advance the ability to construct projects earlier than would otherwise be possible
- Leverage significant discretionary federal revenue that will otherwise be allocated to other metropolitan areas.
- Continuing the past practice to use bonded RFFA revenues to advance transportation projects that improve equitable access to jobs and services, reduce climate impacts, and improve safe travel on the transportation system.

The region's history of bonding against future Regional Flexible Funds to build regional transportation projects has been a strategic success. Bonding has resulted in securing over \$2 billion dollars in federal grants and other state and local funding to projects, including the MAX light rail system and the Division Transit Project.

## Step 2 Competitive Allocation to Local Transportation Projects

Step 2 funding for local capital projects on the regional transportation system is a critical funding source for local agencies at a time when transportation funding is limited. The Step 2 Call for Projects demonstrated that need. Metro received 24 applications requesting just over \$140 million, far exceeding the approximately \$49 million available.

Community members are invested in the outcomes of the Step 2 process. During the public comment period, an online interactive map and survey allowed participants to provide a numeric rating indicating their level of support for individual projects, as well as provide open-ended comments. At the end of the comment period, Metro received 1,683 project rating responses, making this a significant turnout.

## BACKGROUND

Throughout the 2028-2030 Regional Flexible Fund Allocation, staff have briefed the Metro Council to solicit input and direction. Briefing dates and topics included:

- January/February 2024: Kickoff briefings
- April 2024: Work session on the program direction
- July 2024: Adoption of Resolution 24-5415, *2028-2030 Regional Flexible Fund Allocation Program Direction*
- January 2025: Work session on the Step 1A.1 bond proposal scenario development

Since the January 2025 work session, staff have completed the following activities:

- **Outcomes Evaluation:** A technical review of the applications received for both Step 1A.1 and Step 2 proposed projects. Metro staff shared the results applicants, as well as with TPAC and JPACT to both inform the decision-making process and guide staff work to develop scenarios.
- **Scenarios Development:** Staff developed package options for both Step 1A.1 and Step 2 allocations. For Step 1A.1, JPACT acted at its March 20, 2025 meeting to forward a bond proposal for public comment. While not a formal legislative action, JPACT's unanimous vote signaled strong support for a transit-focused bond for the five candidate projects. For Step 2, TPAC and JPACT shared feedback with staff on themes and options. Staff also delivered presentations at the county coordinating committees to solicit feedback.
- **Community Engagement:** Following the action at the March 2025 JPACT meeting, Metro held a five-week public comment period that opened on March 26<sup>th</sup> and closed on April 30<sup>th</sup>. Metro used online tools to survey community members about both the Step 1A.1 bond proposal and all of the Step 2 projects. Metro published two engagement reports—one for Step 1A.1 and one for Step 2—summarizing the public comments. (See Attachment 2 and Attachment 3.)

## ATTACHMENTS

- **Attachment 1:** *2028-2030 Regional Flexible Fund Allocation Program Direction*
- **Attachment 2:** Memorandum to JPACT: 28-30 Regional Flexible Fund Bond Proposal (Step 1A.1) Updates (June 5, 2025) with attachments:
- **Attachment 3:** Memorandum to TPAC: 2028-2030 Regional Flexible Fund Step 2 – Allocation Package Options and Draft Legislative Materials (May 30, 2025) with attachments.

[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? Introductory Slide Show



Resolution 24-5415

## 2028-2030 Regional Flexible Fund Allocation program direction

June 2024

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## INTRODUCTION

As the federally designated Metropolitan Planning Organization (MPO) for the greater Portland, Oregon area, Metro is responsible for allocating and administering federal transportation dollars. Every three years, Metro conducts a process to select specific investments to make in the region's transportation system with these dollars. This process is known as the Regional Flexible Funds Allocation (RFFA). Allocating these funds is one of several activities required of MPOs, others being the development of the Regional Transportation Plan (RTP), the Metropolitan Transportation Improvement Program (MTIP), and the Unified Planning Work Plan (UPWP).

As part of the RFFA process, the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council consider how the available funding can be used strategically to address needs identified through the RTP. The RTP establishes the vision, goals, and objectives for the Portland region's transportation system, as well as defines performance measures and an investment strategy to ensure progress is made towards creating the envisioned system. In particular, the RTP provides the policy framework to guide how specific sources of transportation funds should be coordinated in order to invest in all parts of the planned system.

JPACT and Metro Council adopted the most recent update of the RTP at the end of 2023. In the time spent developing the 2023 RTP, an extensive two-year outreach process resulted in nearly multiple touch points with community leaders, elected officials, racial justice advocates, business leaders, community organizations, and federal and state agency partners.

Through this work with the community and policymakers, the region reaffirmed the need to continue near-term capital and program investments to advance the previous RTP goals of : Equitable Transportation, Safe System, Climate Action and Resiliency, and Mobility Options.<sup>1</sup> In addition, a fifth goal area was added to the 2023 RTP focusing on Thriving Economy. These five goals directs how funding is to be prioritized through the 2028-2030 RFFA.

Along with adopting the 2023 RTP, JPACT and Metro Council also adopted a new model strategy for High Capacity Transit. The updated High Capacity Transit strategy more fully articulates the multi-modal regional transportation system and investments needed to improve the existing system, and complement the Regional Transportation Safety Strategy (2018), Region Transit Strategy (2018), Regional Freight Strategy (2018), Emerging Technology Strategy (2018), Regional Travel Options Strategy (2018), Regional Active Transportation Plan (2014), Climate Smart Strategy (2014) and Regional Transportation System Management and Operations (2021). Collectively, these planning policy documents provide guidance for how the region can thoughtfully direct funding through the RFFA process to advance the five goals outlined in the 2023 RTP.

The 2028-2030 RFFA Program Direction builds upon previous RFFA policy established by JPACT and Metro Council. It has been updated to align with new regional policy from the 2023 RTP and the supportive modal and topical strategies, specifically focusing on the five goals noted above. It continues the two-step funding approach adopted in 2011 for the 2014-2015 allocation cycle, which directs funding towards region-wide investments and supports construction of capital projects in specific focus areas.

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<sup>1</sup> Metro Ordinance 23-1496

Funding allocated in Step 1 represents the region’s ongoing commitments to fund portions of the transportation system that are critical to following through on RTP-identified goals and objectives. Step 1 is represented by two components: Step 1A represents the region’s commitment to repay bonds used to build portions of the region’s transit system; Step 1B represents investments to support transportation programs and planning activities coordinated region-wide. These programs and planning activities advance federal, state, and regional requirements for building a multi-modal transportation system, meeting federal air quality regulations, and reducing greenhouse gas emissions from vehicles, per mandates from the state.

Funding allocated in Step 2 is for local capital projects with regional impacts. After significant deliberation, the allocation of Step 2 Regional Flexible Funds updates to the Step 2 framework, maintaining the single capital projects category and focuses on projects that improve the system in multiple ways, which was first utilized in the 2025-2027 RFFA cycle.

## 2023 REGIONAL TRANSPORTATION PLAN GOALS

The 2023 RTP serves as the blueprint for the regional transportation system for the next 25 years. It identifies on five interconnected goals – equitable transportation, climate action and resilience, safe system, mobility options, and thriving economy – in which 17 supporting objectives and 16 performance measures and targets define and measures progress towards the region’s aspirational system.

The 2023 RTP goals, objectives, and performance measures provide the policy directives for the 2028-2030 RFFA in shaping the process, setting key objectives for the allocation, establishing project eligibility and selection criteria.

2023 RTP Chapter 2 lays out this vision and includes 16 system performance measures to provide a basis for measuring expected performance of the plan in the long-term. Chapter 3 provides specific policy direction and priorities to guide investments to demonstrate the region’s actions are following its commitments and demonstrate progress towards the Plan’s implementation. The Plan’s priorities for investment to achieve the five interconnected goals of the RTP are outlined in Chapter 6. In taking the policy and plan direction from the RTP, projects funded through the 2028-2030 RFFA are to align with the RTP prioritization of investments identified in Chapter 6.2.

The aim is at the end of the 2028-2030 RFFA process, the allocation of the approximate \$150 million available in Regional Flexible Funds meets the objectives, policy directives, and investment prioritization of the RTP.

The RTP goals emerged from a multiyear discussion and identification of the region’s most urgent transportation needs by regional policymakers. They guided the development and refinement of the 2023 RTP projects and programs financially constrained list and reflect direction from JPACT and Metro Council to prioritize near-term investments to address these priorities.

The five RTP Goals are:

- **Equitable Transportation:** Transportation system disparities experienced by Black, Indigenous and people of color and people with low incomes, are eliminated. The disproportionate barriers people of color, people with low incomes, people with disabilities, older adults, youth and other marginalized communities face in meeting their travel needs are removed.

- **Safe System:** Traffic deaths and serious crashes are eliminated and all people are safe and secure when traveling in the region.
- **Climate Action and Resilience:** People, communities and ecosystems are protected, healthier and more resilient and carbon emissions and other pollution are substantially reduced as more people travel by transit, walking and bicycling and people travel shorter distances to get where they need to go.
- **Mobility Options:** People and businesses can reach the jobs, goods, services and opportunities they need by well-connected, low-carbon travel options that are safe, affordable, convenient, reliable, efficient, accessible, and welcoming.
- **Thriving Economy:** Centers, ports, industrial areas, employment areas and other regional destinations are accessible through a variety of multimodal connections that help people, communities, and businesses thrive and prosper.

## STRATEGIC REGIONAL FUNDING APPROACH (INTERIM)

Since May 2009, the region has followed a strategic regional funding approach to direct how the transportation needs of the region are to be addressed by existing or potential transportation funding sources. JPACT developed this regional funding approach to provide a starting point for the various funding programs or sources that are addressed in the MTIP and State Transportation Improvement Program (STIP).

The strategic approach identifies funding mechanisms agencies use and a regional strategy for sources to be pursued to address unmet needs of the different elements of transportation system in the region. Utilized in the development of RFFA policies since the 2010-2013 MTIP cycle, the strategic approach is updated as needed to reflect current funding sources and planning policy. Additionally, as other available funding opportunities emerged since the 2010-2013 MTIP cycle, the strategic regional funding approach serves as a starting point for informing a regionally coordinated set of priorities to pursue those other funding opportunities. Recognizing the strategic regional funding approach has influenced the development of a coordinated regional list of capital investment priorities, tailored to the context of the funding opportunity – such as the 2020 regional transportation funding measure and the congressional request of regional priorities for appropriations earmarks – the 2028-2030 RFFA Program Direction follows the core principles of the strategic regional funding approach.<sup>23</sup>

Uses for regional flexible funds, as defined in the strategic regional funding approach include:<sup>4</sup>

- Active Transportation
- Arterial Expansion, Improvements, and Reconstruction<sup>5</sup>
- Throughway Expansion<sup>6</sup>
- High-capacity Transit Expansion
- Transportation System Management and Operations
- Regional Travel Options
- Transit Oriented Development

## REGIONAL FLEXIBLE FUNDS ALLOCATION OBJECTIVES

In addition to directives from the Regional Transportation Plan and the strategic regional funding approach, the Regional Flexible Funds is obligated to meet necessary federal eligibility and administrative requirements, as they are fully comprised of federal surface transportation funds. Additionally state mandates, particularly centered around greenhouse gas emissions reduction and improving air quality also provide direction on the use of Regional Flexible Funds. As a result, the

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<sup>2</sup> See Metro Council Resolution 16-4702.

<sup>3</sup> The strategic regional funding approach remains an interim approach as JPACT and the Metro Council begin discussions pertaining to transportation funding and revenues throughout 2024 with the intent of developing a set of transportation funding priorities.

<sup>4</sup> Most recent strategic regional transportation funding approach is from the 2027-2030 MTIP program direction.

<sup>5</sup> Limited to arterial freight facilities for ITS, small capital projects, and project development.

<sup>6</sup> Limited to project development with large discretionary funding leverage opportunities to address multiple transportation issues around the mainline facilities, focusing on the multi-modal portions of these projects that are on the regional arterial network adjacent to the freeway interchange.

following objectives define how to conduct the RFFA process and define what outcomes to achieve with the overall allocation process to meet all necessary requirements.

1. Select projects from throughout the region; however, consistent with federal rules, there is no sub-allocation formula or commitment to a particular distribution of funds to any sub-area of the region.
  - a. To further support selecting projects from throughout the region, those projects awarded construction funding in Step 2 in the 2025-2027 cycle are ineligible to apply for funds in the 2028-2030 cycle.
2. Honor previous funding commitments made by JPACT and the Metro Council.
3. Address air quality requirements by ensuring State Implementation Plan for air quality requirements are met and that an adequate pool of CMAQ-eligible projects is available for funding.
4. Achieve multiple transportation policy objectives.
5. Allow use of funding for project development and local match of large-scale projects (greater than \$10 million) that compete well in addressing policy objectives when there is a strong potential to leverage other sources of discretionary funding.
6. Encourage the application of projects that efficiently and cost-effectively make use of federal funds.
7. Recognize the difference in transportation infrastructure investment needs relative to an areas stage of development (developed, developing, undeveloped) consistent with RTP Table 3-2.
8. Identify project delivery performance issues that may impact ability to complete a project on time and on budget.
  - a. Which may lead to different recommendations from the project delivery risks assessment that play a role in awarding funding and conditions of approval.
9. Identify opportunities for leveraging, coordinating, and collaboration.

Per RTP Equitable Transportation Policy 7 (Table 3.2.2.3), projects and programs funded through the RFFA should demonstrate support of family-wage job opportunities and a diverse construction workforce through inclusive hiring practices and contracting opportunities for investments in the transportation system.

## 2028-2030 REGIONAL FLEXIBLE FUNDS STRUCTURE

The 2028-2030 RFFA follows the two-step framework the region has followed starting with the 2014-2015 allocation process. This framework was adopted to ensure the region is investing in the system in accordance with RTP direction and the RFFA objectives.

A total of \$153 million is projected to be allocated in the 2028-2030 federal fiscal years. Funding amounts for each of the funding areas is as shown in Table 2 below.

**Table 2: Total 2025-2027 Regional Flexible Funds**

<b>Step 1A:</b> Transit & Project Development Bond Repayment Commitment	\$51.78 million
<b>Step 1A:</b> New Bond Commitment (pending approval)	\$ TBD

<b>Step 1B: Region-wide Program Investments, Planning</b>	<b>\$40,557,783</b>
<b>Step 2: Capital Investments</b>	<b>\$ TBD based Step 1A New bond commitment</b>
<b>Total 2028-2030 RFFA</b>	<b>\$153 million</b> (estimate as of spring 2024)

Step 1 consists of two funding focus areas. Step 1A repays bonds issued to develop and construct key elements of the region’s multi-modal system, with particular emphasis on the transit network. Step 1B targets funding towards key system investment needs and ensures the region has capacity to follow federal planning requirements and can respond to and plan for future system opportunities. The region is interested in pursuing a new project bond for Step 1A for the 2028-2030 RFFA cycle. Further described in the following section, the nature of the new project bond will determine the final amounts allocated between Step 1A and Step 2. The allocation for Step 1B remains.

Step 2 provides capital project funding to develop and construct improvements to the regional system. The focus of these project funds is on completing gaps or improving the active transportation system, address crashes and safety hazards, and making strategic improvements to support a healthy economy

#### **Step 1A – Bond Repayment Commitments**



Regional flexible funds have been used to help construct the region’s high-capacity transit system. Since 1998, TriMet has issued bonds to pay for project development and capital construction costs of high-capacity transit line construction, based on a regional commitment of flexible funds to repay the bonded debt. The region’s current obligation to repay bond debt extends to 2034. This bond obligation covers investments in Green, Orange, and Southwest Corridor MAX lines, Division Transit Project, and the Eastside Streetcar Loop.

In the 2019-2021 RFFA process, JPACT and Metro Council directed regional funding to be used to develop a selected package of improvements to address regional active transportation needs, and freeway interchanges or arterials that were identified as significant system deficiencies, particularly in the areas of safety and freight delay. This decision was in advance of the

Oregon State Legislature adopting House Bill 2017, which placed further investment statewide in the transportation network.

Regional flexible funds were used in a manner consistent with the Regional Transportation Finance Approach that targets these funds to the connecting arterial portions of freeway interchange projects and Active Transportation projects. For projects coordinated with freeway mainline and associated interchange elements, flexible funds were invested as a part of a multi-agency approach to addressing multiple transportation issues around the mainline facilities and focused on the multi-modal portions of these projects that are on the regional arterial network adjacent to the freeway interchange.

The past decisions on the Regional Flexible Fund Allocation committed future Regional Flexible Fund dollars to project bond repayment in effort to advance financial resources to delivery larger capital projects earlier and capitalize on federal funding opportunities. As a result, the region remains committed to bond repayment through 2034 for transit and project development are shown below in Table 3. Pending funding to be allocated in the 2028-2030 RFFA cycle is highlighted in blue.

**Table 3: Regional bond repayment commitment schedule**

<b>Federal Fiscal year</b>	<b>Amount (millions)</b>
<b>2025</b>	\$21.78*
<b>2026</b>	\$21.76*
<b>2027</b>	\$21.74*
<b>2028</b>	\$17.28
<b>2029</b>	\$17.26
<b>2030</b>	\$17.24
<b>2031</b>	\$17.22
<b>2032</b>	\$17.19
<b>2033</b>	\$17.17
<b>2034</b>	\$17.15

*\* Amount due in each of the three years of the 28-30 RFFA cycle*

For the 2028-2030 timeframe, the region's scheduled bond repayments are \$51.78 million in total. This is a decrease from the 2025-2027 RFFA timeframe where the total scheduled bond repayments are \$65.28 million. The net difference between the two RFFA cycles is \$13.5 million newly unencumbered towards project bond repayments.

Recognizing the transportation needs of the region, the increased funding capacity starting in 2028 opened a discussion as to whether the region should consider a new project bond commitment of Regional Flexible Funds to implement regional or corridor scale projects to advance Regional Transportation Plan goals and outcomes. Over the course of the 2028-2030 RFFA program direction development, input and feedback from regional partners indicated a desire to pursue a new project bond in exchange for committing future Regional Flexible Funds. However, regional partners also expressed caution as committing future funding provides less flexibility in latter cycles to invest into emerging transportation needs. To address this feedback and additional

direction, the purpose and principles was developed as described in Table 4. The development of the list of projects and programs to receive bond proceeds are set to be developed in parallel with the Step 2 process. A proposal to identify and select candidate projects for the new project bond will come forward with regional partners after the adoption of the 2028-2030 RFFA program direction.

**Table 4. Purpose, Principles, and Project Category Themes for a New Project Bond (beginning the 2028-2030 Regional Flexible Fund Allocation)**

<b>Purpose</b>	A method to utilize regional revenues on regional or corridor scale projects.
	Advance the ability to construct projects earlier than would otherwise be possible.
	Leverage significant discretionary revenue that will otherwise be allocated to other metropolitan areas.
	Continuing the past practice to use bonded RFFA revenues to advance transportation projects that improve equitable access to jobs and services, reduce climate impacts, and improve safe travel on the transportation system.
<b>Principles</b>	The allocation of a new project bond proceeds to regional projects is made in consideration of other transportation spending in the region by other agencies and the Metro allocation of Carbon Reduction Program funds.
	<ul style="list-style-type: none"> <li>• The new project bond size is to be guided by: <ul style="list-style-type: none"> <li>- Ability of future revenues to maintain support of the primary elements of the Regional Flexible Fund, which include: <ul style="list-style-type: none"> <li>▪ Contributions to the development and implementation of regional or corridor-scale projects of high impact on priority regional outcomes (Step 1A)</li> <li>▪ On-going support for programmatic regional transportation investments (Step 1B)</li> <li>▪ Support for local capital projects that are impactful on regional outcomes (Step 2)</li> </ul> </li> <li>- Attempts to maintain prior funding levels of existing Step 1B programmatic allocations and Step 2 capital project funding (with the previously established 3% annual growth rate for both) for forecasted revenues in 2028-2030.</li> <li>- Keeps a debt payment to forecasted revenue ratio at a level that minimizes the risks of severe reductions to other Step 1B programmatic investments and Step 2 capital projects in the case of revenues being less than forecasted in all future years impacted by the bonding.</li> <li>- Attempts to contain extension of bond commitment beyond the next four RFFA cycles (through the year 2039) to preserve the ability of future JPACT and Metro Council bodies the ability to direct spending to priority projects and to minimize risk to the agency guaranteeing the bonding of these revenues.</li> </ul> </li> </ul>
	The projects identified for a new project bond proceeds are a reasonable trade-off between the advantages of funding priority projects earlier than

	would otherwise be possible with the reduction in purchasing authority for future allocation cycles.
	The identified projects significantly and comprehensively advance the RTP goals of safe system, equitable transportation, mobility options, thriving economy, and climate action and resilience.
	Leverages significant discretionary federal and state and/or local funding, including support for a pipeline of Federal Transit Administration (FTA) Capital Investment Grant projects.
	Candidate projects proposed with bond proceeds for construction activities are well advanced through project development activities and have an achievable funding strategy to complete the project.
	The list of identified projects for bond proceeds is made available for public comment during the 2028-2030 RFFA cycle comment and decision period.

Furthermore, to achieve and implement the purpose and principles described above, regional and/or corridor-scale projects to be supported through the new project bond must be one or more of the following project types:

- Capital Investment Grants (CIG) projects or transit projects leveraging other federal funding
  - Regional contribution to funding plans of existing priority projects
  - Next Corridor funding
- First/last mile transit investments
  - includes safe access to transit
- Transit vehicle priority investments, such as Better Bus or transit signal priority improvements

Bond repayment commitments for the 2028-2030 RFFA cycle are:

<b>Bond Repayment Commitment</b>	<b>\$51,780,000</b>
<b>New Project Bond Repayment Commitment</b>	<b>\$ To be determined</b>

### **Step 1B – Region-wide program investments, MPO and regional planning**

#### **Region-wide program investments**

Three region-wide programs have been defined over time by their regional scope, program administration, and policy coordination, and a consistent allocation of regional flexible funds to support them. The three programs are:

- **Regional Travel Options/Safe Routes to School –**

Grant program that supports local jurisdictional and non-governmental organization partners’ public outreach and encouragement work that helps people of all ages reduce automobile use and increase travel by transit, ridesharing, bicycling, and walking. Funding also supports research, measurement and partner coordination activities.

- Grants to local partners that support public outreach and encouragement, to help people reduce automobile use and travel by transit, ridesharing, bicycling or walking, and to build a coordinated regional Safe Routes to School program



- **Transit Oriented Development** – Grant program to help stimulate private development of higher-density, affordable and mixed-use projects near transit, invest into urban living infrastructure - such as early childhood learning centers, grocery stores, community cultural spaces, and employment resource centers – that benefit low-income community members and people of color, and to acquire land for future affordable housing development all within proximity to frequent service transit to increase the use of the region’s transit system and advance the Region 2040 Growth Concept.
- **Transportation System Management and Operations** – Funding focused on projects and coordination activities to improve the region’s transportation data, traffic signals, traveler information and other technological solutions to help move people and goods more safely, reliably, and efficiently.

Funding targets are set for the existing region-wide programs in this cycle based on their historical allocation levels which includes an annual 3% increase to address increasing program costs and maintain purchasing power. The region-wide programs are reviewed in each RFFA cycle. TPAC was presented an overview and highlights at the February and April 2024 workshop meetings.

Region-wide program investments for the 2028-2030 RFFA cycle are:

<b>Regional Travel Options/Safe Routes to School (RTO/SRTS)</b>	<b>\$12,131,862</b>
<b>Transit Oriented Development (TOD)</b>	<b>\$12,900,856</b>
<b>Transportation System Management and Operations (TSMO)</b>	<b>\$7,586,478</b>

### c. MPO, Freight, Economic Development, Corridor and System Planning

Regional funds are used to support planning, analysis and management work required of an MPO. JPACT and Metro Council have directed Regional Flexible Funds to be spent instead of collecting dues from each partner jurisdiction in the region as was done prior to 1992. Regional funds have also been directed towards continued planning work to further develop regional corridors, transit and freight networks, and to better understand the economic impacts of the region’s transportation investments.

Planning-related funding commitments for the 2028-2030 RFFA cycle are:

**MPO Planning (in lieu of dues)  
Corridor and System Planning**

**\$5,169,460  
\$2,791,973**

**Step 2 – Capital Investments**

The 2028-2030 RFFA program direction retains the single Step 2 capital projects category and maintains the same focus on local projects with regional impact that improve the region’s active transportation network and supporting freight mobility and economic outcomes.

JPACT and Metro Council continue to direct a strategic approach is followed to allocating Step 2 funds, including:

- A topically or geographically focused impact rather than an array of disconnected projects
- Achieves appreciable impacts on implementing a regional scale strategy given funding amount available
- Addresses specific outcomes utilizing the 2023 Regional Transportation Plan goals
- Prioritizes catalytic investments
  - leveraging large benefits or new funding
- Positions the region to take advantage of federal and state funding opportunities as they arise



In the development of the 2028-2030 RFFA program direction, participants largely supported the structure for Step 2 utilized in the 2025-2027 RFFA cycle. However, members of TPAC indicated a need some refinements to the Step 2 process and evaluation criteria. Already knowing the Step 2 evaluation criteria would require refinements to align to the 2023 RTP, the emphasis and focus on Step 2 has largely centered on refinements. From February through April 2024, Metro staff gathered input to

help inform the refinements necessary for Step 2. After assessing the feedback and comments, the three main themes emerged: 1) a desire for more technical assistance throughout the Step 2 application process; 2) greater context sensitive consideration in the evaluation of Step 2 applications; and 3) ensuring Step 2 Regional Flexible Funds are awarded across the region.

The two themes provided through the April 2024 combined with input heard with the adoption of the Regional Transportation Plan comprises the refinements for Step 2 in the 2028-2030 RFFA cycle. The refinements are described further in the following sections.

These refinements are to support result in projects that achieve multiple outcomes and lead to better outcomes in implementing the five goals outlined in the 2023 RTP.

**Step 2 Evaluation Criteria**

The criteria shown below in Table 4 (center column) serve as the evaluation standards for the applications received and in consideration for Step 2 funding. The criteria illustrate the region’s

commitment to invest to advance the 2023 RTP goals and priorities. Projects that perform well in the outcomes evaluation will demonstrate significant and measurable improvements in each of these criteria.

**Table 5: Step 2 Project Evaluation Criteria**

RTP Goal Area*	28-30 RFFA Evaluation Criteria	Draft Performance Measures for Consideration
<p><b>Equitable Transportation –</b> Transportation system disparities experienced by Black, Indigenous and people of color and people with low incomes, are eliminated. The disproportionate barriers people of color, people who speak limited English, people with low incomes, people with disabilities, older adults, youth and other marginalized communities face in meeting their travel needs are removed.</p>	<ul style="list-style-type: none"> <li>• Increased accessibility</li> <li>• Increased access to affordable travel options</li> <li>• Meets a transportation need identified by the community</li> </ul>	<ul style="list-style-type: none"> <li>• Project makes improvements in an Equity Focus Area (EFA)</li> <li>• Improves access to community places for Black, Indigenous, and People of Color (BIPOC), and underserved communities               <ul style="list-style-type: none"> <li>○ E.g. Closes active transportation gaps or substandard facilities along frequent transit lines and stations in EFAs</li> <li>○ E.g. Active transportation and/or regional trail network system completeness contribution in EFA</li> </ul> </li> <li>• Makes active transportation improvements in area with poor community health outcomes</li> <li>• Improves access to low and middle wage jobs</li> <li>• Removes, reduces disparities and barriers (jobs, transit, services for equity communities)</li> <li>• Demonstrated transportation project was/is identified by community as a priority</li> <li>• Improves access in area with high lack of access to vehicle/high housing + transportation burden</li> </ul>

RTP Goal Area*	28-30 RFFA Evaluation Criteria	Draft Performance Measures for Consideration
<p><b>Safe System</b> – Traffic deaths and serious crashes are eliminated and all people are safe and secure when traveling in the region.</p>	<ul style="list-style-type: none"> <li>• Reduced fatal and serious injury crashes for all modes of travel</li> </ul>	<ul style="list-style-type: none"> <li>• Project location is designated as a priority for safety improvements</li> <li>• Scope of project is to address a known safety issue and uses proven safety countermeasures or higher quality design</li> <li>• Improve safety and mitigates for potential traffic congestion occurred through incident management in an area identified as a high crash location</li> <li>• Design elements prioritize safety with a hierarchy of users based on the project facility’s designated design classification</li> <li>• Project is within 1 mile (or designated walking zone) of a K-12 school</li> </ul>
<p><b>Climate Action and Resilience</b> – People, communities and ecosystems are protected, healthier and more resilient and carbon emissions and other pollution are substantially reduced as more people travel by transit, walking and bicycling and people travel shorter distances to get where they need to go.</p>	<ul style="list-style-type: none"> <li>• Reduced emissions from vehicles</li> <li>• Reduced drive alone trips</li> <li>• Reduces impacts/mitigates for weather events (e.g. flood, heat)</li> <li>• Increases stability of existing critical transportation infrastructure</li> </ul>	<ul style="list-style-type: none"> <li>• Provides/increases transit option, biking/walking</li> <li>• Improves system management via technology</li> <li>• Improves/adds street connectivity</li> <li>• Integrates transportation demand management strategies (outside of TSMO)</li> <li>• In/supports development patterns of a designated 2040 priority Land Use center or corridor</li> <li>• Addresses environmental hazard (e.g. stormwater</li> </ul>

RTP Goal Area*	28-30 RFFA Evaluation Criteria	Draft Performance Measures for Consideration
		<p>runoff/wetness index, tree canopy)</p> <ul style="list-style-type: none"> <li>• Addresses an Emergency Transportation Route</li> <li>• Decreases impervious surface</li> <li>• Increases tree canopy</li> </ul>
<p><b>Mobility Options –</b> People and businesses can reach the jobs, goods, services and opportunities they need by well-connected, low-carbon travel options that are safe, affordable, convenient, reliable, efficient, accessible, and welcoming</p>	<ul style="list-style-type: none"> <li>• Increased reliability</li> <li>• Increased travel and land use efficiency</li> <li>• Increased travel options</li> <li>• Reduced drive alone trips</li> </ul>	<ul style="list-style-type: none"> <li>• Increases reliability and efficiency for all travel modes</li> <li>• Improves transit reliability</li> <li>• Increases reliability by removing a barrier on regional freight system</li> <li>• Improves/adds street connectivity</li> <li>• Provides/increases transportation option</li> </ul>
<p><b>Thriving Economy –</b> Centers, ports, industrial areas, employment areas, and other regional destinations are accessible through a variety of multimodal connections that help people, communities, and businesses thrive and prosper.</p>	<ul style="list-style-type: none"> <li>• Increased access to jobs</li> <li>• Increased access to centers</li> <li>• Increased access to industrial and transport facilities</li> </ul>	<ul style="list-style-type: none"> <li>• Supports/increases industrial/commercial developability</li> <li>• In/supports development patterns of a designated 2040 priority Land Use center or corridor</li> <li>• Provides/increases access to Target Industries (see Economic Value Atlas)</li> <li>• Increases multimodal mobility and access to industrial and transport facilities</li> </ul>
<p><b>Design*</b> - Supporting the implementation of livable streets and trails that advance the region towards the 2040 Growth Concept vision and</p>	<ul style="list-style-type: none"> <li>• Design clearly demonstrates prioritized values/objectives of the project appropriate to context and</li> </ul>	<ul style="list-style-type: none"> <li>• In/supports future desired development of a designated 2040 priority Land Use center or corridor</li> <li>• Design elements prioritize pedestrian and bicycle access,</li> </ul>

RTP Goal Area*	28-30 RFFA Evaluation Criteria	Draft Performance Measures for Consideration
regional transportation system vision.	facility/design classification <ul style="list-style-type: none"> <li>• Design implements 2040 Growth Concept</li> <li>• Design reflects outcomes of performance-based planning and design</li> </ul>	mobility and safety and other functions based on the project facility's designated design classification <ul style="list-style-type: none"> <li>• Project design represents the best possible improvement in project area, based on functional and design classification and contextual constraints.</li> </ul>

\*Indicates the evaluation criteria is not specifically a goal area identified by the 2023 Regional Transportation Plan.

Further staff work will take place during the summer of 2024 to finalize the Step 2 performance measures (furthest right column in Table 4) and provide additional guidance to applicants prior to the Call for Projects in September 2024. The performance measures listed above are examples and may not completely reflect the final performance measures utilized in the evaluation of candidates for Step 2 funding. Metro will present proposed performance measures at an upcoming TPAC workshop for further comment and clarification.

The evaluation will measure how completely, and thoroughly proposed projects address the criteria. The analysis will include both quantitative and qualitative measures to provide decision-makers with a well-rounded understanding of the proposed project's attributes and improvements to the regional system.

Depending on the pool of candidate projects submitted for consideration, additional emphasis of select performance measures or criteria may be required to ensure there is an adequate pool of eligible projects to utilize the different sources of federal funding which comprises the Regional Flexible Funds, particularly the use of Congestion Mitigation/Air Quality (CMAQ) funds.

### Step 2 Cycle Objectives and Process Refinements

Upon action taken by JPACT and the Metro Council to allocate federal Redistribution funding in Summer 2024, the region will develop a process to provide application assistance to local jurisdictions for the Step 2 allocation. The details of the application assistance are in development, but based on staffing and funding availability to date, the known eligibility process elements for the application assistance include:

- Instituting a pre-application window prior and letter of intent to apply prior to the opening of the Step 2 application.
  - All eligible jurisdictions or agencies intending to apply for funding in the Step 2 application process are required to submit a letter of intent to apply.
  - Those jurisdictions eligible for application assistance must indicate during the pre-application window request for assistance.

In efforts to respond to the feedback from the RTP and regional partners desire to see Regional Flexible Funds invested across the region, the following cycle objectives and eligibility requirements are new to the 2028-2030 RFFA Step 2 cycle:

- Projects which received funding for construction in the 2025-2027 RFFA cycle are ineligible for applying for the upcoming cycle.
  - Projects which received project development funding in the 2025-2027 RFFA cycle would remain eligible.
- Increase the minimum funding request for project development work from \$500,000 to \$700,000
- Increase the minimum funding request for capital projects from \$3 million to \$4 million

Further staff work will take place during the summer of 2024 to define further the process for the Step 2 allocation. The proposer's handbook available prior to the opening of the Step 2 Call for Projects will provide the details for the Step 2 process and provide further information on the outcomes evaluation and project delivery risk assessment for the purposes of supporting applicants in developing competitive applications.

**TOTAL Step 2:** **\$ To Be Determined**  
(dependent upon new project bond outcome, but estimated range from \$47 - \$60 million)

## STEP 2 PROJECT SELECTION PROCESS

All project funding proposals received in the Step 2 Capital Project category will be considered for selection using the following process:

**Pre-Application Window** – A pre-application window will take place prior to the Proposer Workshop(s) and Call for Projects (see below). Interested local jurisdictions and agencies will be asked to submit a letter of intention to apply during the pre-application window. One letter submitted by the jurisdiction or agency will suffice. As part of the letter, jurisdictions and agencies are to include a small number of details, such as project title and short description, draft project cost estimate and funding request, and whether the project seeks full funding through construction or project development funding only. More than one candidate project can be indicated in the letter.

In addition, those local jurisdictions and agencies eligible for application assistance will be asked to nominate themselves during the pre-application window.

Further detail outlining the Pre-Application Window and next steps for Step 2 are to be released in July 2024. The Pre-Application Window is tentatively scheduled for August 2024.

**Proposer Workshop** – Prior to the Call for Projects, Metro will hold at a minimum of one, but possibly more proposer's workshop(s). The purpose of the workshop is to clarify the application and evaluation approach to help proposers prepare thorough project proposals that fully demonstrate project benefits and system improvements. Additional workshops may be held on specific areas of the application. An example may include a workshop focused on the questions to inform the Project Delivery Risk Assessment. The desired outcome is to ensure proposers understand how criteria will be used to evaluate their

project and understand what factors will be reviewed in determining the thoroughness of the project's scope, budget and timeline.

**Call for Projects** – Metro will issue the call for project proposals in September 2024. Applicants will have approximately nine weeks to complete proposals, which are due in November 2024.

**Outcomes Evaluation** – A work group will review and rate the submitted proposed projects. Proposals will receive an evaluation score reflecting how well the project addresses the criteria. In addition to this quantitative analysis, the evaluation will also include qualitative information to reflect attributes about each project that may not be reflected in a strict numerical score.

By presenting both quantitative and qualitative information, decision-makers and the public can better understand the technical merits of projects, which will help to better inform the regional decision-making process.

**Project Delivery Risk Assessment** – To ensure that RFFA-funded projects can be delivered as proposed, on time, within budget, and make it through the federal aid process, Metro will conduct a project delivery risk assessment on each candidate and issue a report documenting the findings. Candidates will be evaluated on how completely the project has been planned, developed and scoped, and measure the risk of project completion within the 2028-2030 timeframe. An opportunity for clarifications on questions will be provided to candidates before issuing final findings. Recommendations from the Project Delivery Risk Assessment will inform conditions of approval and/or required early project development activities if the candidate project is awarded Regional Flexible Funds.

This report will be made publicly available and used as a part of the regional decision-making process.

The Outcomes Evaluation and Project Delivery Risk Assessment processes will occur concurrently in December 2024 – March 2025.

**Public Comment** – Following issuance of the Outcomes Evaluation and Project Delivery Risk Assessment reports, Metro will conduct a 30-day public comment period in period between March through April 2025, focusing on outreach to community and neighborhood organizations, county coordinating committees and other stakeholders. A joint public meeting of JPACT and Metro Council is planned to give decision-makers the opportunity to hear public testimony on project proposals. A summary of input received through the public comment period will be made available along with the Outcome Evaluation and Project Delivery Risk Assessment reports to inform the final 2028-2030 RFFA decision making process.

**County Coordinating Committee/City of Portland Recommendations** – Each county coordinating committee and the City of Portland will have the opportunity to provide recommendations to decision-makers on which projects submitted from their jurisdictions best reflect their local priorities. Recommendations are to be provided to TPAC and JPACT in advance of the TPAC action to recommend a package of projects to JPACT.

**TPAC/JPACT Discussion and Action** – Following the above information gathering steps, TPAC will be asked to consider and discuss the input received, and to provide a recommendation to JPACT on a package of projects to be funded, including both Step 1 and Step 2 investments.

JPACT will consider and discuss the TPAC recommendation and will be requested to take action to refer a package of projects to Metro Council in July 2025.

**Council Action** – Metro Council will consider and take action on the JPACT-referred package in July 2025.

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If you picnic at Blue Lake or take your kids to the Oregon Zoo, enjoy symphonies at the Schnitz or auto shows at the convention center, put out your trash or drive your car – we’ve already crossed paths.

**So, hello. We’re Metro – nice to meet you.**

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Juan Carlos González, District 4

Mary Nolan, District 5

Duncan Hwang, District 6

**Auditor**

Brian Evans

600 NE Grand Ave.

Portland, OR 97232-2736

503-797-1700

# Attachment 2

## Memo



**Metro**

600 NE Grand Ave.  
Portland, OR 97232-2736

Date: Thursday, June 5, 2025  
To: Joint Policy Advisory Committee on Transportation (JPACT) and Interested Parties  
From: Grace Cho, Principal Transportation Planner, Metro  
Ted Leybold, Transportation Policy Director  
Jean Senechal Biggs, Resource Development Manager  
Subject: 28-30 Regional Flexible Fund Bond Proposal (Step 1A.1) Updates

**Purpose:** To provide 28-30 Regional Flexible Fund Allocation (RFFA) bond proposal (Step 1A.1) updates and information on:

- Revised revenue forecasting and total bond funds available
- Potential roles of the MPO and Metro Council in the RFFA bond program
- Need for federal to local fund exchange
- Proposed legislative materials, including draft conditions of approval
- Public comment period report

### Background & Context Setting

As part of the adoption of the 2028-2030 Regional Flexible Fund Program Direction in July 2024, JPACT and the Metro Council agreed to move forward to develop a new project bond proposal, referred to as Step 1A.1. Following activities to solicit and evaluate potential projects and establish an estimated range of funds, JPACT voted in March 2025 to forward for public comment a bond proposal totaling \$88.5 million for five regionally significant projects. (*See Table 1*) The public comment period ran from March 26 to April 30, 2025.

*Table 1: Regional Flexible Fund Bond Proposal*

Project	Amount
Tualatin Valley Highway Transit Project	\$28 million
82 <sup>nd</sup> Avenue Transit Project	\$28 million
Burnside Bridge Transit Access and Vehicle Priority Project	\$10 million
Montgomery Park Streetcar Extension	\$10 million
Sunrise Gateway Corridor Project	\$10 million + \$2.5 million
<b>Total Bond Package</b>	<b>\$88.5 million</b>

JPACT is scheduled to take action to approve projects for a new Regional Flexible Fund bond at its meeting on July 17, 2025, and the Metro Council is anticipated to act on that project approval at the July 31, 2025 Council meeting.

The June TPAC and JPACT meetings are an opportunity to discuss the bond proposal and identify any outstanding issues.

### Discussion Questions

1. Are there any questions in need of resolution before taking action to recommend approval of projects for a new 28-30 Regional Flexible Fund bond proposal (Step 1A.1)?

**RFFA Revised Revenue Forecast and Total Bond Funds Available**

At the March 20<sup>th</sup> meeting, JPACT referred for public comment a set of five projects proposed for \$88.5 million in bond proceeds. The proposal adheres to the adopted Program Direction bond principles. During the meeting, JPACT members asked Metro staff to come back with an analysis of how the bond proposal would impact Step 2 revenues available for community scale projects.

Since the March JPACT meeting, Metro staff have reviewed the Regional Flexible Fund revenue forecast according to the most recent annual federal appropriations. The updated forecast shows a total estimate of Regional Flexible Funds for federal fiscal years 2028–2030 at approximately \$161 million. This is an increase of \$8 to \$11 million in Regional Flexible Funds over earlier estimates. This updated revenue estimate supports using higher revenues for bond repayment to meet the proposed \$88.5 million allocation.

Metro staff will continue to look for opportunities to reduce bond costs by using Regional Flexible Fund revenues in a “pay-as-you-go” manner for projects when working to match bond payments with project delivery schedules.

**Roles of the MPO and Metro in the Regional Flexible Fund Bond**

Moving forward with the new Regional Flexible Fund bond requires clarity on 1) overarching decision-making roles and functions; and 2) funding mechanisms to generate the total allocated proceeds.

Together, JPACT and the Metro Council function as the MPO board and decision-making body over the allocation of Regional Flexible Funds. Selecting projects to receive bond proceeds is within the shared purview of JPACT and the Metro Council. This is consistent with previous RFFA bonding decisions.

This bonding cycle includes a significant departure from previous Regional Flexible Funds bonding practices. Historically, TriMet served as the bonding entity for RFFA projects. In this new Regional Flexible Fund bond effort, Metro is requested to perform that role. However, it is important to highlight that Metro will serve as the bonding entity in its capacity as a public agency – *not* in its role as the MPO. This means that Metro exclusively would be the borrower and the entity holding liability of repayment of bond debt. As such, the Metro Council is the ultimate decision-maker with respect to bond actions – including the timing of bond execution and payment of bond revenues to projects. This is a new role for Metro.

As the board of the borrowing agency, the Metro Council would act as the oversight body for any Regional Flexible Fund bond. By contrast, since the project allocation decision is an MPO decision, the Metro Council does not have the ability to unilaterally change how much any project receives. Ultimately, the Metro Council is not obligated by the allocation decision to issue bonds. If the Council concludes the conditions of the RFFA allocation decision cannot be met – or for any reason it is not in the interest of the agency to issue bonds – the MPO would then need to decide how (or whether) to modify the funding allocation decision.

Metro staff will keep JPACT apprised of any issues that may arise and will return to JPACT for any needed MPO board action.

**Federal to Local Fund Exchange**

To enable transportation programs and projects to proceed faster and with less cost from the federal oversight process, Metro often exchanges Regional Flexible Funds – which come from the federal government – with local dollars. These exchanges occur across agencies, directing the less flexible federal funding toward already “federalized” projects and replacing it with more flexible local funds. Should Metro agree to be the borrower, this type of exchange would allow the agency to take out bonds on the local bond market. This would result in greater flexibility on eligible uses than bonding federal funds. In turn, the flexibility allows for more favorable repayment terms, better rates, and cost savings. Bonding locally would also reduce the number of separate federal bond programs that would otherwise be necessary.

A fund exchange is executed by agreement between the lead project agency – in this case Metro as the local bond borrowing agency – and the agency providing local funds. Programming the federal funding to a project led by the agency providing local funds would be approved by the MPO as an amendment to the MTIP.

**Legislative Materials Preview and Draft Conditions of Approval**

To prepare for the adoption process in July, a draft Resolution and illustrative funding tables are included as **Attachment 1** for TPAC and JPACT review. These materials are informational only at this point and may be revised before final adoption.

For projects receiving RFFA bond funds, conditions of approval will be incorporated as part of an exhibit to the legislation. The draft conditions of approval, included as **Attachment 2**, are organized under three different areas:

- 1) Legislative overarching bond conditions;
- 2) General legislative conditions applicable to all recipients; and
- 3) Project specific legislative conditions.

These draft conditions of approval are informational only and may be revised before final adoption.

**Public Comment Period Results**

Following the action at the March 2025 JPACT meeting, Metro held a five-week public comment period that opened on March 26th and closed on April 30th. Metro used an online open house format—available in both English and Spanish—to educate participants about funding for large capital transportation projects, the tradeoffs of bonding Regional Flexible Funds at this time, and the five projects proposed to receive bond proceeds.

Participants were invited to provide comments on any of the five projects proposed for the bond, as well as respond to two optional open-ended questions asking for additional comments to share with decision-makers. Table 2 outlines summary statistics of the public comments Metro received.

Themes to emerge from the Step 1A.1 public comments include: transportation safety concerns and safety for pedestrians and bicyclists, transportation infrastructure improvements for all users, leveraging funds while at the same time remaining fiscally responsible, the importance of economic and community development benefits from transportation investments, having the benefits of new and upgraded transportation infrastructure improve mobility for all people (with special consideration for the historically underserved), and supporting climate resilience and regional connectivity.

*Table 2: Summary Statistics of Public Comments Received on Regional Flexible Fund Bond Proposal & Projects*

	<b>Online Open House Comments</b>	<b>Emails and Electronic Letters</b>	<b>Public Testimony</b>
82 <sup>nd</sup> Avenue Transit Project	61	1	6
Tualatin Valley Highway Transit Project	50	1	5
Montgomery Park Streetcar Extension	39	2	3
Earthquake Ready Burnside Bridge	67	11	21
Sunrise Gateway Corridor Project	65	12	6
<i>Subtotal</i>	<b>282</b>	<b>27</b>	<b>42</b>
Comments on opportunities and challenges	139	N/A	N/A
General comments on bond proposal	100	2	1
<b>Total</b>	<b>521</b>	<b>29</b>	<b>43</b>

The Step 1A.1 Engagement Report, a summary of the approach and the results, is included as **Attachment 3**. The full text of comments is in the report appendices, which is included as **Attachment 4**.

The report and appendices can also be found on the Regional Flexible Fund New Project Bond webpage: <https://www.oregonmetro.gov/public-projects/2028-30-regional-flexible-funding-allocation/new-project-bond>

### **Next Steps**

Table 3 outlines the near-term next steps in 28-30 Regional Flexible Fund bond proposal (Step 1A.1) process through adoption in July.

Activities related to initiating the new Regional Flexible Fund bond will occur after JPACT and Metro Council adoption of the entire 28-30 Regional Flexible Fund Allocation. If approved, this will include projects identified for funding from the new bond, along with allocations committed to previously existing high-capacity transit bond repayments (Step 1A), region-wide programs and planning (Step 1B), and awards to the local agency capital projects (Step 2). New bond-related next steps include: identification of bonding agency, securing funding exchanges with regional partners, developing project agreements with each lead agency, and execution of the revenue bonds.

Comments and questions brought forward at the June TPAC and JPACT meetings will inform the legislative materials for adoption, as well as work to initiate the bond and project agreements. Metro staff will return to JPACT and the Metro Council if issues arise or next steps need to be modified.

*Table 3: Next Steps in the 28-30 Regional Flexible Fund Bond Proposal (Step 1A.1) Process*

<b>Activity</b>	<b>Date</b>
Step 1A.1 Public Comment: <ul style="list-style-type: none"> <li>• Issue Step 1A.1 public comment report</li> </ul>	May 30, 2025
TPAC: Step 1A.1 bond proposal updates <ul style="list-style-type: none"> <li>• Opportunity to discuss public comment received</li> <li>• Preview of draft legislation with draft conditions of approval</li> <li>• Address miscellaneous items and next steps</li> </ul>	June 6, 2025
JPACT: Step 1A.1 bond proposal updates <ul style="list-style-type: none"> <li>• Opportunity to discuss public comment received</li> <li>• Preview of draft legislation with draft conditions of approval</li> <li>• Address miscellaneous items and next steps</li> </ul>	June 12, 2025
Metro Council Work Session: Updates on Step 1A.1 bond & Step 2 allocation package options	June 17, 2025
TPAC: Request TPAC recommendations to JPACT to approve the package of projects recommended for a 2028-2030 RFFA Step 1A.1 bond	July 11, 2025
JPACT: Request JPACT approve and recommend the 2028-2030 RFFA Step 1A.1 bond recommendations for Metro Council adoption	July 17, 2025
Metro Council: Adopt 2028-2030 RFFA Step 1A.1 project recommendations	July 31, 2025

**Attachments**

- 1) Step 1A.1 Bond: Draft Resolution
- 2) Step 1A.1 Bond: Draft Conditions of Approval and IGA Provisions
- 3) Step 1A.1 Engagement Report
- 4) Step 1A.1 Engagement Report: Appendices A - E

tan Planning Organization (MPO) for the Portland  
Department of Transportation to program federal  
through the Metropolitan Transportation Improvement

the Federal Highway Administration (FHWA) to allocate  
Grant (STBG) and Transportation Alternatives Program  
of Transportation (ODOT) to sub-allocate and program  
CMAQ) funds in the MTIP for the Portland metropolitan

commended by JPACT, the Metro Council adopted  
f Adopting the 2028-2030 Regional Flexible Funds  
and Metropolitan Area,” which resolution and policy statement  
select transportation projects to receive federal transportation  
of the regional flexible funds (the “RFFA Program

RESOLUTION NO. 25-XXXX

Introduced by Chief Operating Officer  
Marissa Madrigal in concurrence with  
Council President Lynn Peterson”

WHEREAS, Metro is authorized by the Federal Highway Administration (FHWA) to allocate and program Surface Transportation Block Grant (STBG) and Transportation Alternatives Program (TAP) funds and by the Oregon Department of Transportation (ODOT) to sub-allocate and program federal Congestion Mitigation/Air Quality (CMAQ) funds in the MTIP for the Portland metropolitan region;

WHEREAS, the 2028-30 RFFA Program Direction documented support for the development of a new proposal for funding of projects utilizing bonding of future RFFA funds; and

WHEREAS, preliminary funding analysis indicates a RFFA bond payment schedule as described in Table 1 of Exhibit A, is preliminarily forecast to provide bond proceeds to fund the projects in an amount consistent with Table 2 of Exhibit A; and

Page 1 Resolution No. 25-XXXX

WHEREAS, after consideration of the project evaluation, JPACT prioritized five projects as a potential bond package, consistent with the Program Direction parameters, for public and County Coordinating Committee and City of Portland comment of priorities; and

WHEREAS, JPACT has considered the Program Direction parameters for development of a bond package, the evaluation of bond candidate projects, public comments, County Coordinating Committee and City of Portland priorities, and

WHEREAS, on July 17, 2025 JPACT recommended approval of future RFFA funds in the amounts shown in Table 1 of Exhibit A for payment to fund administration and support of five projects in the amounts set forth in Table 2 of Exhibit A; and

WHEREAS, MPO staff will work with MPO affiliated agencies, including without limitation TriMet, Oregon Department of Transportation, Multnomah County, Clackamas County, and Metro, to determine the best approach for issuing revenue bonds secured by the commitment of federal transportation funds set forth in Exhibit A;

WHEREAS, the agencies will need to execute intergovernmental agreements to facilitate bond agreements; and

WHEREAS, if at the discretion of Metro and/or the MPO affiliated agencies, intergovernmental agreements and bonding are not executed from the payment schedule amounts in Table 1 of Exhibit A to provide project funding amounts to projects as shown in Table 2 of Exhibit A, MPO staff will return to JPACT and the Metro Council for alternative direction for the use of RFFA funds directed to bond purposes; now therefore

BE IT RESOLVED that the Metro Council hereby:

- Approves the commitment of federal transportation funds recommended by JPACT and shown in Table 1 of Exhibit A; and
- Authorizes the execution of intergovernmental agreements, in a form approved by the Office of Metro Attorney and consistent with this Resolution, that incorporates the commitment of regional flexible funds shown in Table 1 of Exhibit A for the uses and amounts set forth in Table 2 of Exhibit A.

ADOPTED by the Metro Council this [insert date] day of [insert month] [insert year].

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Lynn Peterson, Council President

Approved as to Form:

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Carrie MacLaren, Metro Attorney

**Exhibit A to Resolution No. 25-xxxx**

**Table 1**

**Commitment of Regional Flexible Funds to Bonding for Capital Projects**

Year	Current Commitment	New Commitment	Total
2028	\$17,280,000	\$10,000,000 <sup>1</sup>	\$27,289,000
2029	\$17,260,000	\$5,000,000	\$22,260,000
2030	\$17,240,000	\$5,000,000	\$22,240,000
2031	\$17,220,000	\$5,000,000	\$22,220,000
2032	\$17,190,000	\$5,000,000	\$22,190,000
2033	\$17,170,000	\$5,000,000	\$22,170,000
2034	\$17,150,000	\$5,000,000	\$22,150,000
2035		\$19,000,000	\$19,000,000
2035		\$19,000,000	\$19,000,000
2037		\$19,000,000	\$19,000,000
2038		\$19,000,000	\$19,000,000
2039		\$19,000,000	\$19,000,000

**Table 2**

**Project Allocations from Bonding**

Project	Allocation Amount
82 <sup>nd</sup> Avenue BRT	\$28,000,000
Earthquake Ready Burnside Bridge	\$10,000,000
Montgomery Park Streetcar	\$10,000,000
Sunrise Corridor	\$12,500,000
Tualatin Valley Hwy BRT	\$28,000,000
<b>Total Allocation</b>	<b>\$88,500,000</b>

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<sup>1</sup> Allocation of \$10 million in federal FY 2028 includes carryover of forecasted and unallocated funds from years prior to federal FY 2028. Portion of these funds may be programmed in federal fiscal years prior to 2028 to optimize payment structure to maximize bond revenue proceeds and meet project schedule needs.

## **28-30 Regional Flexible Funds – Step 1A.1 Bond Draft Conditions of Approval and IGA Provisions**

As part of the 28-30 Regional Flexible Funds – Step 1A.1 process, Metro has been identified as a potential borrower for bond funds. Should Metro agree to be the borrower, the agency will include conditions on each commitment of project funding that address the circumstances and timing of issuing bonds. Conditions are needed to protect Metro from the liabilities of drawing forward revenues if situations at the federal level or project level change or for other extraordinary events. This is especially important due to the uncertain federal funding environment under the current administration and the need for large federal discretionary grants to deliver the proposed projects.

Project conditions may be set out as part of the legislative materials approving the Regional Flexible Fund bond proposal. However, these conditions do not imply a commitment to bonding. A final action on serving as a borrower for RFFA bonding will be at the sole discretion of the Metro Council. Metro may also delegate the borrower role to another agency willing to issue bonds consistent with this legislation. In such case, the board of that agency assumes the roles and responsibilities defined here for oversight of the bonding process. However, Metro may not delegate the Metro Council's role in approving projects as a part of the MPO Board decision making authority.

### **Legislative Overarching Bond Conditions**

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- Metro may choose not to pursue bonding of Regional Flexible Funds if the federal government decides to pause, eliminate, or significantly reduce federal transportation discretionary grant programs or formula funds.
- Metro may choose not to pursue bonding with Regional Flexible Funds should the necessary intergovernmental agreements not be in place to exchange federal Regional Flexible Funds for local dollars. Any fund exchange package must encompass a schedule to support long-term debt service that equates to \$88.5 million in bond revenues to support the advancement of all five projects.
- Should Metro agree to serve as the borrower, executed intergovernmental agreements between Metro, the lead agency of the bond recipient projects and (if necessary) the project delivery agency shall be in place prior to Metro bonding Regional Flexible Funds and disbursing proceeds to the projects.
- Should Metro as the local borrower decide not to issue bonds, MPO staff would return to JPACT and the Metro Council as the MPO board for new direction regarding the use of regional flexible funds initially identified for bond purposes.
- Should all necessary fund exchange actions, bond arrangements and project agreements proceed, Metro would seek to advance a first issuance of bonds when one or more of the FTA Capital Investment Grant (CIG)-eligible projects is ready to develop a formal request for a construction grant agreement.
  - If any one of the CIG projects has not submitted a formal request for a construction grant agreement by March 1, 2027, Metro staff will review the project schedules and work phases to be funded with RFFA bond proceeds of the Burnside Bridge and Sunrise Corridor projects and consider:
    - the viability of the package of five RFFA bond agreement projects still proceeding, and

- the cash flow timing and needs from the RFFA bond agreement for the Burnside Bridge and Sunrise Corridor projects to proceed, and
- options for alternative timing and methods of cash flow contributions to the five RFFA bond agreement projects that maximize purchasing power of RFFA funds while still supporting the agreed to contribution of RFFA funds to the bond package of projects.
- If all five projects remain viable within the timeframe of the federal fiscal year of 2028-30 RFFA funding, Metro will manage RFFA programming, bonding, and project cash flow consistent with the 2028-30 RFFA legislation and subsequent bond arrangements and project agreements.
- If a modification to the RFFA bond agreement package of five projects is needed because one or more projects is no longer viable within the FY2028-30 RFFA time frame, MPO staff, in consultation with TPAC, will return to JPACT and the Metro Council to seek new direction for the RFFA bond agreement.
- Should Metro take on the role of borrower, the Metro Council, as the board of the borrowing agency, would act as the oversight body for the Regional Flexible Fund bond, unless Metro has delegated the borrower agency to another agency. Metro staff will keep JPACT apprised of any issues that may arise.

#### **General Conditions – Applicable to All Bond Projects**

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- Bond proceeds are awarded to the projects, not to the lead agency delivering the project.
- Bond proceeds must be utilized on activities pertaining to the delivery of the identified project in the adopting legislation. The lead agency does not have the discretion to change the use of bond proceeds. The Intergovernmental Agreement between the borrower and the lead agency will include change management procedures.
- The bond proceeds amount awarded to each project in the legislation approved by JPACT and Metro Council is the total amount of bond proceeds available to the project. The lead agency is expected to cover any cost overruns or unexpected costs to emerge. It is understood by the lead agency that Metro and the Regional Flexible Funds program does not have any further financial commitment or responsibility beyond providing the amount awarded.
- If a bond recipient project is determined to be unfeasible or is completed without expending all bond proceeds awarded, any remaining bond proceeds for that project shall be returned to Metro and any remaining bond program capacity shall revert back to the Regional Flexible Fund allocation process.
- The lead agency of the bond project must execute an Intergovernmental Agreement with Metro prior to receiving or incurring bond proceed funded expenditures.
- A bond recipient, as the project lead agency, will execute an IGA with Metro that includes the following:
  - A scope of work with defined milestones, deliverables, cost per milestone/deliverable, and outcomes for defining success for the project.
  - A detailed schedule for the delivery of the project according to the scope of work.

- An updated project cost estimate and budget that specifies the use of the Regional Flexible Funds bond proceeds. [Note: The cost estimate must include reasonable contingency based on current phase of project development.]
- Identification of roles and responsibilities among the project partners, including Metro.
  - If necessary, Metro may require a supplemental agreement such as a Memorandum of Understanding codifying the roles and responsibilities of project partners.
- A financial plan that defines all match sources and the details of how Regional Flexible Fund bond proceeds will be used, including how the Regional Flexible Funds bond-funded aspects of the project will be completed regardless of other funding constraints.
- A project funding contingency plan that outlines strategies for the project to move forward even in the event of an impact to the financial plan.
- Evidence of commitment of local matching funds, and all proposed project funds, to expend with the bond proceeds.
- Terms for determining how bond proceeds to the project may be withdrawn or disbursed based on the project circumstances and terms and procedures regarding any excess funds.
- Bond issuance will only take place if projects are ready to spend bond proceeds based on an approved project financial plan and when funding from other sources is secured or committed. If funding from other sources is contingent on the bond funds being committed, the project team will work with the bond agent to determine the necessary documentation to fulfill the stated requirement.
- All bond recipients are required to deliver the project scopes as written and described in the 2028-2030 Regional Flexible Fund adopting legislation and further defined and agreed upon in the Intergovernmental Agreement.
- All bond recipients are required to expend the local matching funds consistent with the 2028-2030 Regional Flexible Fund adopting legislation.
- The bond recipient project team is expected to carry out public involvement processes and document the engagement activities. Public involvement activities at a minimum need to meet Metro public engagement guidelines and federal Civil Rights requirements. As appropriate, local data and knowledge shall be used to supplement analysis and inform public involvement.
- All bond proceed projects will include Metro staff participation in the following project development and delivery activities. Further definition of the activities and Metro's participation are expected as part of the development of the project Intergovernmental Agreements. These include and are not limited to:
  - Participation in project coordination meetings and reviews.
  - Participation in completing project initiation activities, including completing a project scoping document with a thorough scope, schedule and budget with milestones and deliverables.
- Bond recipients will support the regional data repository of the transportation network maps by providing to Metro the relevant network data to be added or adjusted according to the project. Metro will provide guidelines on network data submissions upon request.

- If the bond project includes Intelligent Transportation Systems (ITS) elements in the project scope, those elements will be consistent with National ITS Architecture and Standards and Final Rule (23 CFR Section 940) and Regional ITS Architecture.
  - This includes completing a systems engineering process during project development to be documented through the systems engineering form and submitted to Metro for inventory purposes. For further guidance, consult ODOT's ITS compliance checklist.
- Bond recipients implementing Transportation System Management and Operations (TSMO) elements will provide information to Metro on the TSMO elements for inventory purposes.
  - Metro will provide guidelines on how to provide TSMO data submissions.
- The bond proceed recipients shall acknowledge Metro as a funding partner. Acknowledgement will attribute credit to Metro on all project materials (print or electronic), such as reports, newsletters, booklets, brochures, web pages, and social media posts. Attribution on materials must read "Made possible with support from Metro." If marketing is done with audio only, spoken attribution language must be "This project is made possible with support from Metro." The local jurisdiction/sponsor delivering the project will include the Metro logo on all print ads, banners, flyers, posters, signage, and videos. Bond recipient will include the Metro logo on all marketing and advertising materials, both print and online (size permitting). Metro will provide partners with Metro logos and usage guidelines. Lastly, the bond recipient will extend invitations to Metro Councilors to attend events or engagements pertaining to the project.

### **Project Specific Conditions: Large Capital Transit Projects with Federal Transit Administration Capital Investment Grant Funds**

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#### ***82<sup>nd</sup> Avenue Transit Project***

- Bond proceeds are only eligible for construction activities, unless otherwise requested and approved by Metro for other project delivery activities.
- Bond proceeds will not be released until a financial plan identifying committed funds for the project has been provided and vetted by Metro.
  - The bond recipient will specifically address the risks and mitigations to project funding as part of the finance plan and contingency plan.
- TriMet staff will coordinate with Metro staff on specific project delivery and monitoring activities:
  - MTIP and STIP programming to a realistic project delivery schedule to meet funding obligation targets.
  - Quarterly Progress Updates, providing updates on project delivery, including coordination activities with ODOT Region 1 leadership and the terminus property owner; and addressing questions raised by the Metro advisory committees.
- Should Metro serve as the borrower, TriMet must certify that the project has achieved the milestones required to access bonded funds before Metro issues and dispenses bond proceeds to the project. Metro and TriMet staff will identify the milestones and certification procedures during the development of Intergovernmental Agreements around bond funding.

### ***Tualatin Valley Highway Transit Project***

- Bond proceeds are only eligible for construction activities, unless otherwise requested and approved by Metro for other project delivery activities.
- Bond proceeds will not be released until a financial plan identifying committed funds for the project has been provided and vetted by Metro.
  - The bond recipient will specifically address the risks and mitigations to project funding as part of the finance plan and contingency plan.
- TriMet staff will coordinate with Metro staff on specific project delivery and monitoring activities:
  - MTIP and STIP programming to a realistic project delivery schedule to meet funding obligation targets.
  - Quarterly Progress Updates, providing updates on project delivery, including right of way and coordination activities with ODOT Region 1, the Union Pacific Railroad, and the Portland Western Railroad, and addressing questions raised by the Metro advisory committees.
- Should Metro serve as the borrower, TriMet must certify that the project has achieved the milestones required to access bonded funds before Metro issues and dispenses bond proceeds to the project. Metro and TriMet staff will identify the milestones and certification procedures during the development of Intergovernmental Agreements around bond funding.

### ***Portland Streetcar Montgomery Park Extension***

- Bond proceeds are only eligible for construction activities, unless otherwise requested and approved by Metro for other project delivery activities.
- Bond proceeds will not be released until a financial plan identifying committed funds for the project has been provided and vetted by Metro.
  - The bond recipient will specifically address the risks and mitigations to project funding as part of the finance plan and contingency plan.
- Should Metro serve as the borrower, PBOT and TriMet must certify that the project has achieved the milestones required to access bonded funds before Metro issues and dispenses bond proceeds to the project. Metro, TriMet and PBOT staff will identify the milestones and certification procedures during the development of Intergovernmental Agreements around bond funding.
- PBOT and TriMet staff will coordinate with Metro staff on specific project delivery and monitoring activities:
  - MTIP and STIP programming to a realistic project delivery schedule to meet funding obligation targets.
  - Quarterly Progress Updates, providing updates on project delivery, including right of way and coordination activities with adjacent property owners, and addressing questions raised by the Metro advisory committees.

## **Project Specific Conditions: Large Capital Transportation Project with Federal Funding**

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### ***Earthquake Ready Burnside Bridge***

- Bond proceeds are only eligible for construction activities, unless otherwise requested and approved by Metro for other project delivery activities.
- Bond proceeds will not be released until a financial plan identifying committed funds for the remaining project shortfall has been provided and vetted by Metro.
- Metro staff will participate in the following specific project delivery & monitoring activities:
  - MTIP and STIP programming to a realistic project delivery schedule that accounts for meeting funding obligation targets.
  - Quarterly Progress Updates, providing updates on project delivery, including the right of way negotiation and acquisition process, and addressing questions raised by the Metro advisory committees.
- An oversight protocol will be developed as part of the Intergovernmental Agreement development to ensure the necessary milestones have been met prior to issuing and dispensing bond proceeds to the project.

## **Project Specific Conditions: Large Corridor Planning and Project Development**

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### ***Sunrise Gateway Corridor***

- As part of the negotiations on the intergovernmental agreement (IGA), Metro, ODOT, and Clackamas County will establish a separate agreement which defines the roles and responsibilities of each agency and decision-making. The IGA will also address participation in the planning and project development work for public transit service providers that serve the corridor.
- ODOT and Clackamas County staff will coordinate with Metro staff on specific project delivery and monitoring activities.

*Note: Metro staff will continue to work with Clackamas and ODOT staff on project specific conditions relevant to the proposed scope of work for inclusion in the July 2025 TPAC and JPACT materials.*



# Engagement report

Public comments on the Step 1A.1  
2028-30 Regional Flexible Funds bond  
proposal.

June 2025



## **Metro respects civil rights**

Metro fully complies with Title VI of the Civil Rights Act of 1964 that requires that no person be excluded from the participation in, be denied the benefits of, or be otherwise subjected to discrimination on the basis of race, color or national origin under any program or activity for which Metro receives federal financial assistance.

Metro fully complies with Title II of the Americans with Disabilities Act and Section 504 of the Rehabilitation Act that requires that no otherwise qualified individual with a disability be excluded from the participation in, be denied the benefits of, or be subjected to discrimination solely by reason of their disability under any program or activity for which Metro receives federal financial assistance.

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 [oregonmetro.gov/civilrights](http://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 [trimet.org](http://trimet.org).

**Metro is the federally mandated metropolitan planning organization** designated by the governor to develop an overall transportation plan and to allocate federal funds for the region.

The Joint Policy Advisory Committee on Transportation (JPACT) is a 17-member committee that provides a forum for elected officials and representatives of agencies involved in transportation to evaluate transportation needs in the region and to make recommendations to the Metro Council. The established decision-making process 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. Together, JPACT and the Metro Council serve as the MPO board for the region in a unique partnership that requires joint action on all MPO decisions. This means JPACT approves MPO decisions and submits them to the Metro Council for adoption. The Metro Council will adopt the recommended action or refer it back to JPACT with a recommendation for amendment.

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

The preparation of this briefing book 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.

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## INTRODUCTION

Every three years, Metro leads a discussion among the region's residents, jurisdictional and public agency staff, and elected officials to select which transportation needs are to be funded with the region's allotment of federal transportation dollars, known as the Regional Flexible Funds Allocation (RFFA).

Regional Flexible Funds comprise of two federal grant programs:

- Surface Transportation Block Grant funds may be used for projects to preserve and improve conditions and performance on public roads, pedestrian and bicycle infrastructure, and transit capital projects.
- Congestion Mitigation/Air Quality Program funds may be used for surface transportation projects and other related efforts that reduce air pollution from transportation sources and provide congestion relief.

Metro is currently deciding how to invest an estimated \$150 to \$153 million in federal funding available in the federal fiscal years 2028 through 2030.

As the start of the 2028-30 Regional Flexible Funding Allocation process, the Joint Policy Advisory Committee on Transportation (JPACT) and Metro Council adopt a Program Direction to set the objectives of the allocation of Regional Flexible Funds for the cycle. Two categories typically comprise a Regional Flexible Fund Allocation cycle where dollars are allocated among the categories and within the categories the funds are distributed by different policy and program objectives while adhering to the Program Direction. One of the categories – Step 1A – is a dedication of Regional Flexible Funds for debt servicing from previously issued bonds to build transportation projects.

Bonded Regional Flexible Funds have been used as required local matching funds to large federal grants to build out regionally significant transportation project that connect people throughout the three counties –Clackamas, Multnomah, and Washington. In particular, the region's had success with bonding Regional Flexible Funds to build the region's MAX light rail network, the WES commuter rail and, more recently, the Frequent Express FX2-Division high-capacity bus. This history of innovative local funding strategies that unlock federal funds and collaboration made the Portland metropolitan area unique among other metropolitan areas.

For the 2028-30 Regional Flexible Funds Allocation cycle, representatives from public agencies and community organizations saw an opportunity to develop a new transit-focused project bond to unlock much needed federal funding for the greater

Portland region. With several larger-scale transit projects in development, the timing and opportunity of a new Regional Flexible Fund bond aims to support the projects advancing to construction and unlocking matching federal funds.

With support from regional partners, JPACT and the Metro Council directed Metro staff to develop a new bonding proposal for the Regional Flexible Funds, referred to as Step 1A.1, as part of the adoption of the 2028-30 Regional Flexible Fund Allocation Program Direction in July 2024.

Since the adoption of the Program Direction, Metro staff have worked with regional partners to identify candidate projects for inclusion in a Regional Flexible Fund bond proposal. At their March 20<sup>th</sup>, 2025 meeting, JPACT took action refer a Regional Flexible Fund bond proposal for public comment.

The Step 1A.1 bond proposal comprises of five candidate project and allocating up to \$88.5 million dollars. Candidate projects will need additional funding beyond those available from the Regional Flexible Fund process. Decision-makers are scheduled to make a decision in July 2025.

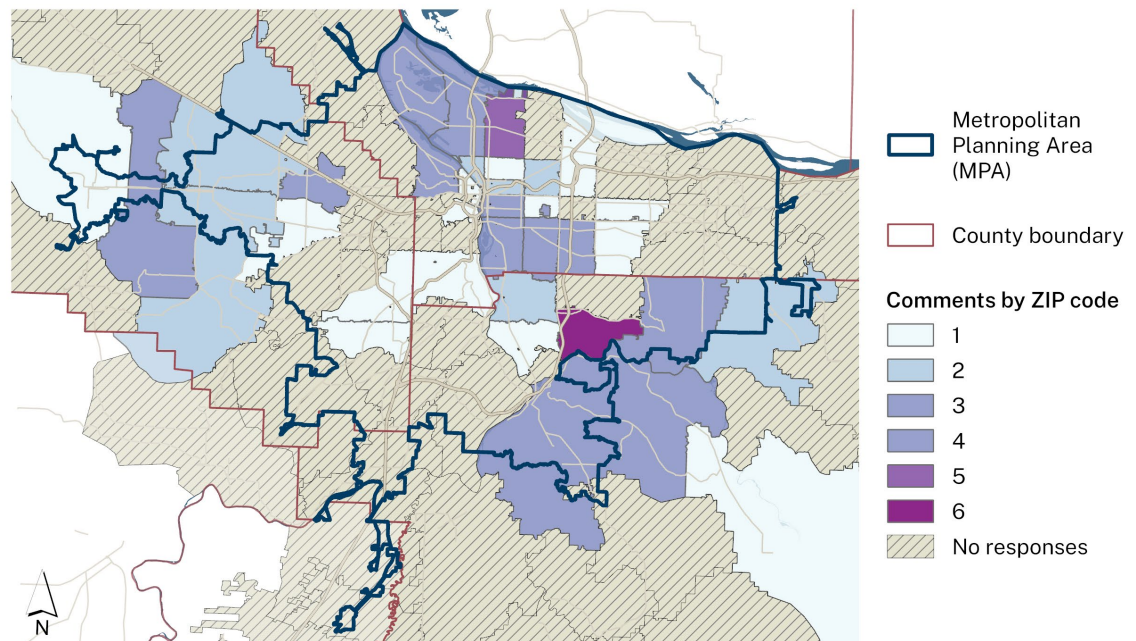
From March 26<sup>th</sup> through April 30<sup>th</sup>, 2025, residents of the Portland metropolitan region were asked to provide input on the Step 1A.1 Regional Flexible Funds bond proposal to be paid from funds available beginning to 2028. The five proposed projects will help make the region's transportation system more equitable, safer, cleaner and more reliable.

During this public comment period, Metro received:

- 225 participants provided 282 project-specific comments through an online open house available in English and Spanish. In addition, 139 open ended comments were provided through the open house.
- 27 emails were received from members of the public, with two providing general, non-project specific comments and 25 providing project specific comments. Two of those 25 provided comments on more than one project. (See Appendix B)
- A total of 38 comments were received at JPACT. Of the 38 comments, 17 of those were via oral public testimony at the April 17<sup>th</sup> JPACT meeting and 21 were via email.
- In addition, two comments from public agencies were received via email, and four were received at JPACT as email or public testimony
- No phone calls or mailed letters were received.

Online participants from across the region:

**Fig. 1. Project respondents by ZIP code**



## NOTICE AND INVITATION TO PARTICIPATE

The notice and invitation to participate were distributed through several channels:

- An email to Metro’s transportation interested persons email list
- CORE members email
- Metro News (<https://www.oregonmetro.gov/news/public-notice-opportunity-comment-transportation-projects-submitted-2028-30-regional-flexible>)
- Metro’s social media channels on Facebook and Instagram
- Email invitation to committee members and interested persons for the Metro Council, Joint Policy Advisory Committee on Transportation, Metro Policy Advisory Committee, Transportation Policy Alternatives Committee and Metro Technical Advisory Committee
- See Appendix A: Notices and invitations to participate

People were invited to learn about the projects via:

- The 2028-2030 Regional Flexible Funds web page ([oregonmetro.gov/rffa](https://oregonmetro.gov/rffa))
- An online open house with the ability to submit feedback and comments, available in English and Spanish. The online open house introduced the Step 1A.1 bond and the proposed projects. Participants were able to learn more about the proposed projects by going directly to the project website via the project weblinks. Participants could comment on their projects of interest.

Comments were accepted through:

- the interactive online open house, linked from the Metro website
- by email to [transportation@oregonmetro.gov](mailto:transportation@oregonmetro.gov) or [rffa@oregonmetro.gov](mailto:rffa@oregonmetro.gov)
- by letters to 600 NE Grand Ave., Portland, OR, 97232
- by phone at 503-797-1750 or TDD 503-797-1804

The online open house was translated into Spanish. Social media content was offered in English and Spanish. Efforts reached a total of 72,247 people, 56,394 in English and 15,852 in Spanish. Of the total people reach via social media content, 1,457 people clicked on the ads. However, there were no Spanish survey responses. See Appendix A: Notices and invitations to participate.

## SUMMARY OF COMMENTS

From March 26<sup>th</sup> through April 30<sup>th</sup>, 2025, residents of the Portland metropolitan region were asked to provide input on the Step 1A.1 Regional Flexible Funds bond proposal to be paid from funds available beginning to 2028. The five proposed projects will help make the region's transportation system more equitable, safer, cleaner and more reliable.

During this public comment period:

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- Additionally emails were

- A total of 38 comments were received at JPACT. Of the 38 comments, 17 of those were via oral public testimony at the April 17<sup>th</sup> JPACT meeting and 21 were via email.
- No phone calls or mailed letters were received.

(For the full text of these comments, see Appendices B – E.)

The open house asked participants to leave a comment on any of the five projects proposed for Step 1A.1 bond and also asked two optional open-ended questions. The optional open-ended comments included:

1. What would you like decision-makers to know as they weigh the opportunities and challenges of the proposed bond package?
2. What else would you like decision-makers to know?

The majority of email comments were in support of the projects they were commenting on. Some of the comments about projects expressed support for a project concept but hedged with concern about project design. For example, some comments showed support for the concept of an Earthquake Ready Burnside Bridge, but concern about the fundamentals of the proposed design. Some comments did express overall concern about the project or indicated that the proposed project wasn't a priority.

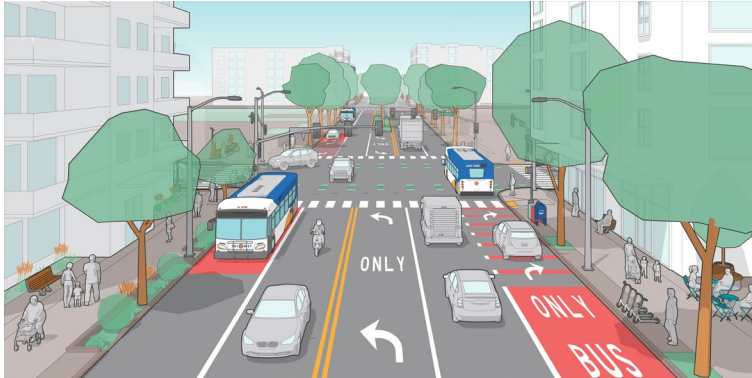
**Table. 2: Number of Project Specific Comments Received by Project**

Project	Comments
82nd Avenue Transit Project	61
Earthquake Ready Burnside Bridge Project	67
Sunrise Gateway Corridor/Highway 212 Project	65
Portland Streetcar Montgomery Park Extension Project	39
Tualatin Valley Highway Safety and Transit Project	50
<b>TOTAL</b>	<b>282</b>

## PROJECT COMMENTS

The following section describes each of the five proposed projects and summarizes the comments Metro received about each project.

### 82<sup>nd</sup> Avenue Transit Project



**Location:** 82<sup>nd</sup> Avenue from Clackamas Town Center to Portland's Cully neighborhood

**Transit Project Category:** Capital Investment Grant

**Bond Proceeds Support:** Construction

**Project Sponsor:** TriMet

**Description:** The project will upgrade TriMet Line 72 bus service on 82nd Avenue to zero-emission FX Frequent Express service. This will bring more service reliability and faster travel times to the corridor along with safety and accessibility improvements. Investments include enhanced pedestrian crossings or traffic signals at all stations, and new, accessible stations with shelters/weather protection, lighting, seating and real time arrival information.

**Comments summary:** Online survey participants indicated that marginalized communities stand to benefit from investment. A theme of comments was concern about a lack of bicycle infrastructure.

- 61 web tool comments
- 1 email

**Sample comments:**

“The 82nd Avenue Transit Project is a vital investment in one of the region’s highest ridership and most equity-sensitive corridors. Upgrading Line 72 to FX Frequent Express service with zero-emission buses will improve speed, reliability, and safety for thousands of daily riders—many of whom are transit-dependent and from underserved communities....This is a shovel-ready project that delivers immediate and lasting benefit, and it deserves strong funding consideration.”

“I am a strong proponent for this project. As an Asian American, I am inspired by the work organizations like APANO have done to uplift the Jade District around 82nd Avenue, which is one of Portland's most diverse communities. Having better, safer access to public transportation and walkability/bikeability would breathe further life into the Jade District.”

“Any improvements along 82nd Ave are greatly appreciated. This is a major corridor that is often overlooked...”

“Strongly support enhanced bus service on 82nd, but I'm concerned that buses will not have a dedicated lane for the length of the corridor. I'm also concerned that the project has no bike facilities on 82nd.”

“Decent project in an area that needs it. Don't constrict the roadway just to try to get more people on the bus.”

This will have a huge impact on 82nd Ave! I live a few blocks off 82nd and it is so dangerous. I am scared to walk anywhere on or cross that street because of all the cars.

“This would help me and many people I know who don't drive help take transit easier.”

“The good people of east Portland deserve the respect that this project would show them. I live in Tigard and already feel the respect, but east Portland needs attention.”

“Keep 82nd the way it is... don't slow traffic, just add more red light crossings and time them for efficiency.”

“This is a critically important project for one of the busiest bus lines in the region. Not only that but east Portland has been asking for improvements for decades. Please help to make this a reality.”

## Earthquake Ready Burnside Bridge Project



**Location:** Burnside Bridge between Northwest 2<sup>nd</sup> Avenue and Southeast Martin Luther King, Jr. Boulevard

**Transit Project Category:** First/Last Mile; Transit Vehicle Priority

**Bond Proceeds Support:** Design and Construction

**Project Sponsor:** Multnomah County

**Description:** The project will replace the existing Burnside Bridge with a seismically resilient structure with enhanced transit, pedestrian and bicycle access. The project includes construction of an eastbound bus-only lane on the bridge to improve speed and reliability for TriMet Lines 20, 19 and 12. The project also includes the construction of an area for buses to pull over at the west end of the bridge, 17-foot-wide protected bike lanes and sidewalks on both sides, and modified traffic signals. Safe access to transit will be increased on the Burnside corridor, including new and reconstructed bus stops, pedestrian refuge islands, sidewalk reconstruction, bike lanes, and upgrades for accessibility.

**Comments summary:** Some survey respondents expressed concerns about the impact of construction on local businesses and traffic. The Earthquake Ready Burnside Bridge is frequently mentioned as a critical project for regional safety and resilience.

- 67 web tool comments
- 11 emails

**Sample comments:**

"Overall I love the project! I am excited for the protected ped and bike lanes especially. I think a critical element is connecting the bike paths with the eastside esplanade. It would be a shame to build a brand new bridge and not link it with that gem of a bikeway."

"...The focus on transit and transit stops is so important in this project. I also appreciate maintaining the bus only lane, making bus travel time a high priority in this project."

"This is so crucial to our region, and the bike, ped, and transit upgrades will benefit the central city immensely for decades. We must make sure these portions of the project remain fully funded...This would really enhance my everyday life and ensure that we have many ways of crossing the river if/when a large earthquake hits the region."

"As far as I can tell, this funding would only close a small portion of the funding gap the project still has. While it is important as a regional lifeline route, it's not clear that this funding source is the most appropriate use of regional funding if it's not going to help ensure the project advances any time soon."

"Anecdotally, it seems these improvements will ultimately be very disruptive. Consider how the alternatives will support the long-term closure of the bridge. Certainly a fan of seismically improving all needed facilities."

"...While the total project cost is significant, this bond funding serves as a strategic contribution to a much larger, well-leveraged package. This is an investment not only in transit but in regional preparedness and long-term mobility."

"I attended a Red Cross earthquake preparedness seminar a few years ago and was horrified to realize how cut off the east and west sides of Portland will be when "the big one" hits. Having an earthquake ready bridge is of utmost importance."

"... We need one downtown river crossing to be operable after a big earthquake and transit should be an integral component of the project. This is a high priority."

"...We need to connect our city and rebuild this bridge. It's no longer serving its purpose and needs to be addressed for the impending emergency that will destroy our city."

"As someone who works downtown and lives on the east side... I think upgrading the Burnside Bridge should be a priority that will make Portland safer and more resilient in the event of a disaster."

## Portland Streetcar Montgomery Park Extension Project



**Location:** Northwest 23<sup>rd</sup> Avenue at Northwest Lovejoy Street to Montgomery Park

**Transit Project Category:** Capital Investment Grant

**Bond Proceeds Support:** Construction

**Project Sponsor:** City of Portland Bureau of Transportation (PBOT)

**Description:** The project will extend streetcar to Montgomery Park in Northwest Portland through an extension of the North-South (NS) line along Northwest 23<sup>rd</sup> Avenue to a new parallel one-way couplet along Northwest Roosevelt and Northwest Wilson streets. The project includes stormwater, accessibility, and transit stop upgrades, as well as the rehabilitation of Northwest 23<sup>rd</sup> Avenue between Northwest Lovejoy and Northwest Vaughn Streets. The project will connect more people via transit to critical destinations and support the development of a new mixed-use district in Northwest Portland, with thousands of new housing units, including new required affordable rental housing.

**Comments summary:** Support for the Portland Streetcar Montgomery Park Extension Project mentioned the benefits of historic preservation and neighborhood identity. Some survey respondents questioned regional significance in a neighborhood well served by transit. Many comments were supportive, while also raising questions about funding uncertainty and timing.

- 39 web tool comments
- 2 emails

### **Sample comments:**

“This is an important project to help open up new economic development and housing opportunities near the central city of Portland and to leverage the existing streetcar network. Also leveraging federal and private funding to help get these benefits and to fix 23rd is another strong feature of this project.”

“The Montgomery Park Streetcar Extension supports transit-oriented development, housing, and climate goals by connecting a growing district to the regional transit network. It enhances access to jobs, services, and future housing—including affordable units—while improving pedestrian and stormwater infrastructure. However, compared to other projects in the bond package, it serves a more localized area and may offer less immediate regional mobility impact. If funded, clear commitments to ridership gains, equity outcomes, and private sector cost-sharing should be prioritized to justify the public investment.”

“Please, please please fund this project! extension of the streetcar to Montgomery Park is incredibly important for the revitalization of the entire neighborhood, in addition to being a catalyst for several thousand units of housing development. our region is hampered by a housing shortage, and not funding this project means more people will be on our streets for longer.”

“Montgomery Park is already well-served by multiple bus lines, and I don't see many benefits in extending streetcar to serve the area...”

“The streetcars already suffer from very low use, so I struggle to understand why we would want to fund yet another one...Enhanced TriMet connectivity funding would be much better spent in areas without any useful service, like South 82nd or the neighborhoods surrounding Hwy 224.”

“I work in NW Portland (York Street) and the plan to redevelop the area to include housing and shopping (instead of just warehouses) will be a huge improvement. The streetcar extension will mean fewer people will feel compelled to own private cars in what will be a densely packed area.”

“Portland Streetcar special to Portland city, proper and its residence. (sic) Successful and helping people move and get around the city without a car detrimental to the cities core. This Project is more than just from Montgomery Park and is important upgrade to the entire Streetcar system.”

## Sunrise Gateway Corridor/Highway 212 Project



**Location:** Along Highway 212/224 between 135<sup>th</sup> Avenue and 152<sup>nd</sup> Avenue

**Transit Project Category:** First/Last Mile and Safe Access to Transit

**Bond Proceeds Support:** Project Development and Preliminary Design

**Project Sponsor:** Clackamas County

**Description:** The project will complete the next critical steps of project development to support transit access to the Clackamas Industrial Area. The project includes work to complete a National Environmental Policy Act (NEPA) re-evaluation for the Sunrise Gateway Concept and to develop 20% design plans for the proposed Sunrise Gateway Corridor connection between 122nd Avenue and 172nd Avenue. The project also includes work to prepare up to 100% design plans for the proposed Safety and Local Connections Project, a proposal to add urban arterials with complete street elements on Highway 212/224 between 135th Avenue and 152nd Avenue. Plans include a new roundabout, a new local roadway connection north of Highway 212/224, consolidated intersections, modifications to traffic signals, a grade-separated intersection at 142nd with a bicycle-pedestrian overpass, bus stop improvements and transit access elements to safely connect travelers to TriMet and the ClackCo Industrial Shuttle.

**Comments summary:** The Sunrise Corridor is seen as a strategic investment in regional prosperity, with benefits including economic growth and improved access to jobs. Some survey respondents expressed concern at the car centric nature of the proposed investment.

- 65 web tool comments
- 12 letters and emails

### **Sample comments:**

“...By advancing this project, we unlock new possibilities—fueling growth that lifts families, empowers workers, attracts investment from developers, and strengthens local businesses. Together, we can build a foundation for lasting prosperity.”

“... The amount of traffic has increased significantly as the increase in housing in Clackamas County has increased. This is a very under-served area that is part of Metro. Its time Metro helped the working folks of Clackamas County.”

“This is a planning project not a capital project. I would not like this funded and would rather shovel ready projects be funded. This area is not zoned for density and I would prefer that it be rezoned first and the planning complete before funding is given.”

“We have no connections to the city of Happy Valley and traffic last hours each day. We are a working class community that deserves to have a city to be proud of not complaining about. People walk on highways, children cross the highway to get to school. We have population overflow with one road to even exit, causing serious congestion and safety issues for an emergency situation.”

“Sunrise corridor has been on the agenda since the late 1980's and the trucking industry has grown using the corridor for access to Hwy 26. The relatively small dollars for planning would be well spent.”

“...Building a new highway encourages driving and sprawl, saps funding for higher priority projects, and conflicts strongly with equity, safety, and climate goals...”

“This highway has become increasingly dangerous, we must create a safe environment for passengers, cyclist, and pedestrians.”

“The Sunrise Corridor is not only one of the fastest growing areas on Oregon, it's also likely to become the most congested and most dangerous if we don't plan and invest accordingly. Our children and families deserve the safety and security of multimodal transportation services outlined in the Sunrise Corridor proposal. Please consider supporting full funding of the project!”

“... the streets are congested during commute hours, often taking double or more the amount of time to get from point a to point b. We need to begin improvements on this roadway as only more development is planned.”

“...It's unsafe, congested, and not an efficiently designed road...I drive this route every day, and each year the traffic increases. This is a major route for the SE Portland suburbs as it connects to I-205, 224, and 99E. We deserve the upgrade.”

# Tualatin Valley Highway Safety and Transit Project



**Location:** Tualatin Valley Highway between the Beaverton Transit Center and downtown Forest Grove

**Transit Project Category:** Capital Investment Grant

### Bond Proceeds Support: Construction

**Project Sponsor:** TriMet

**Description:** The project aims to make transit access safer, to enhance rider experience, and to improve speed and reliability along the Tualatin Valley Highway. A new TriMet FX Frequent Express bus would replace the existing Line 57 with improved frequency from every 15 minutes to every 12 minutes, daily. Investments include all stations being paired with an existing or a new enhanced pedestrian crossing or traffic signal. All stations will be accessible and include shelters/weather protection, lighting, seating and real time arrival information.

**Comments summary:** There is mixed feedback on proposed improvements to TV Highway, with some online survey respondents advocating for significant changes and others opposing high costs. Themes of criticism focus on the interaction between different modes of transit. Increased access to transit is seen as extremely beneficial in connecting communities, supporting employment and engaging communities.

- 50 web tool comments
- 1 email

**Sample comments:**

"Bus rapid transit is an excellent idea for TV Hwy. We need to reduce congestion and improve transit travel times on this route. Pedestrian safety to access westbound stops is also critical between 209th and Murray where TV Hwy runs adjacent to the railroad with no sidewalks and signalized crossings are very far apart. This project could capitalize on recent work by ODOT to improve crossings here. This project will help more efficiently connect employment in Hillsboro, Central Beaverton, and transit connections to Portland with riders in Aloha, which has some of the most affordable housing in urbanized Washington County."

"This project is much-needed by the community and benefits from years of planning. The funds will lead to construction and improved transit. Many jurisdictions are collaborating together to deliver this project which shows how supported this is across four cities. It checks all the boxes for a good project."

"...Enhancing the safety and reliability of accessing public transit would likely mean more riders. This helps relieve road congestion, helps improve air quality, and ultimately enhances the livability of the community..."

"TV Highway: more traffic car (sic) lanes needed and think cost effective."

"This project is a long corridor and will benefit many communities. The narrower stretches of the service lines will benefit from better location for stops and faster service so traffic can keep moving in those areas."

"This project is long overdue. The bus stops along Highway 8 have been a huge barrier for bus use since I moved to Washington County 16 years ago. The lack of safety from traffic and the weather has led many in the County to believe that public transit isn't a viable option for commuting. With safer, more attractive, bus stops (and increased service) I am hopeful that the use of the bus system will increase and help eliminate pedestrian injuries..."

"I'd like more details, but this seems like a good way to better connect west side communities. I love the FX2 between Gresham and Portland and want that type of service expanded across the region. It is a huge improvement."

"...It is shovel-ready, leverages significant federal and local funding, and directly aligns with equity and climate goals. This project deserves strong support and prioritization."

"We need better service on TV Hwy but the price tag is so high for a service that is still mixing in general traffic..."

OVERARCHING COMMENTS

Survey respondents were also asked two open-ended questions:

- What would you like decision-makers to know as they weigh the opportunities and challenges of the proposed bond package?
- What else would you like decision makers to know?

Fig. 2 Open Ended Comments Received

Project	Comments
Question 1   opportunities and challenges	139
Question 2   what else?	100

Themes of open-ended comments:

**Safety Concerns.** Many respondents expressed concerns about safety, particularly for pedestrians and cyclists. There is a strong call for safer pathways, Americans with Disabilities Act (ADA)compliant sidewalks, and bike lanes. Dangerous corridors like TV Highway and 82nd Avenue are frequently mentioned as needing significant safety improvements. Crashes and the need for better enforcement of traffic laws are also highlighted.

“Roads in Washington County were designed for cars, not for people walking, using a wheelchair or riding a bike. The side streets and pathways should be safe methods for travel for people of all ages and abilities.”

“Sidewalks are needed. Help kids get out and be safe.”

“I have seen many near misses of auto vs. pedestrians and heard first-hand stories of people having to dive into ditches to avoid being hit. Safety is a must for all populations, but even more so for vulnerable populations that make this a high ridership line that is spread through many communities.”

**Transportation and Infrastructure Improvements.** Comments suggest that roads should be designed for all users, not just cars. Maintenance issues such as fixing potholes were frequently mentioned, along with a need for better pedestrian and bike access. Respondents shared diverse opinions about the best design of proposed investments.

“I support improving our public transportation, it is important to work on car centric projects as well but improving public transportation FIRST to give people that option before widening or building new roads allows for more connected communities.”

“We need safe and reliable public transportation to decrease vehicles on the road and improve travel options for individuals who don't own and drive a vehicle. Safe public transportation begins at a rider's home. Sidewalks, good parking, clear and well-lit pathways and shelters make travel to access public transit safer and possible.”

**Funding and Resource Allocation.** Leveraging federal funds while they are available is seen as crucial, paired with concerns about future costs. Respondents shared a strong sentiment that money should be spent wisely, avoiding excessive debt and high-cost projects that do not provide significant benefits. Some comments express frustration with government spending and taxation.

“Some communities along this project have limited resources, so being able to partner with other, larger communities and receive bonding opportunities makes the improvement feasible for them.”

“Projects that secure funding from a variety of sources—including local dollars—are not only less risky but also more attractive to federal partners. Demonstrating broad financial support signals strong community commitment and significantly improves our chances of bringing more federal dollars into the region.”

“Please do not tie up our precious flexible federal funding with debt service on speculative mega-projects that do not have a good bang for the buck, are dubious in their benefits given the high costs, and depend on discretionary federal grants for funding. Interest rates are going to go up, and debt service is a bad idea. Just fund more of the Step 2 projects!”

**Funding Concerns and Fiscal Responsibility.** A recurring theme, with concerns about the long-term financial impact of bond issuances and calls for responsible spending. Respondents prefer funding construction-ready projects that will have immediate impact. Concerns center on uncertainty of federal funds and the ability of project sponsors to fund the unfunded portions of their projects.

“As decision-makers consider the Step 1A.1 bond proposal, I urge them to prioritize funding projects that best leverage federal matching opportunities, demonstrate clear readiness, and provide the broadest regional benefit across all three counties... I support strategic investment in foundational work such as Clackamas County’s Sunrise Gateway Corridor, recognizing that planning dollars now unlock construction dollars later. However, since it is still in early development, it may merit a slightly smaller share than more construction-ready projects unless paired with strong future funding assurances.”

“The Earthquake Ready Burnside Bridge has clear multi-modal and seismic resiliency value, but its total cost is so high that regional dollars should be seen as catalytic, not sustaining. The Montgomery Park Streetcar extension is innovative and supports land use and housing goals, but its return on transit investment must be weighed carefully against more urgent regional mobility needs.”

“If you're going to issue regional bonds the funds need to be used on projects that really benefit the whole region. Why would we issue a regional bond to fund early design costs of projects? Bonds are typically only issued to get construction done.”

**Economic and Community Development.** Comments stress the importance of projects that support job growth, housing development, and local businesses. Some participants shared an appreciation for projects that foster economic vitality and community engagement.

“These investments should advance mobility for all—especially historically underserved communities—and support climate resilience and regional connectivity. Transparency in project readiness and funding leverage will be key. Finally, ensure that smaller communities and suburban corridors remain part of the conversation—mobility needs don’t stop at city limits.”

“Investing in the Sunrise Corridor is an investment in the future economic vitality of our entire region. Without upgraded infrastructure, we risk missing out on transformative opportunities—opportunities to create jobs, attract private investment, grow local businesses, and improve quality of life for families and workers alike.”

**Community Impact.** Comments pressed that projects should advance mobility for all, especially historically underserved communities. Anti-displacement programs are seen as important to ensuring that residents can stay in their areas with the arrival of a major capital investment. The impact of construction on local businesses is a concern.

“Prioritize transportation options for the most vulnerable populations to get to/from destinations safely. Often public transportation is the only option to get where they need to go for work and shopping. When there is no option for a personal vehicle, safe and dependable public transportation, bicycle and pedestrian options are important.”

“It will help to support transportation options, job growth and access to housing options; investing in local community to help reduce commuting, keeping people within the communities where they can live and work.”

“Why would be spending all this regional attention and money on transit projects that only benefit a small percentage of the population? Instead use it to build roadway capacity that benefits the vast majority of us.”

**Environmental Considerations.** Comments stated that projects should support climate resilience and regional connectivity, with respondents advocating for projects that reduce vehicle emissions and address climate change.

“I'd love for some street trees to be installed near bus stops for enhanced the natural beauty of the areas. Tv highway is lacking alot of the common street scaping you see on newer roads. Personally, I think cherry blossoms up and down tv highway would really enhance the roadway and calm people. It'd also help with the road noise for nearby neighborhoods. You can hear the train for miles when it's crossing any street.”

“We can rebuild cherished structural heirlooms of civic pride destroyed by financial & environmental disaster on space reclaimed from cars to serve social capital & green initiatives. We can resurrect lost local landmarks with green technologies such as hempcrete. We can build on our proud electric railway heritage freeing us of car chaos for transit justice instead!!”

“Rubber tire microplastics from fast cars and buses are harmful.”

## NEXT STEPS

Decision-makers are scheduled to take action on the bond proposal in July 2025. The near-term next steps are listed in Table 1 below.

*Table 1: Next Steps in the 28-30 Regional Flexible Fund Bond Proposal (Step 1A.1) Process*

Activity	Date
TPAC: Step 1A.1 bond proposal updates <ul style="list-style-type: none"> <li>• Opportunity to discuss public comment received.</li> <li>• Preview of draft legislation with draft conditions of approval</li> <li>• Address miscellaneous items and next steps</li> </ul>	June 6, 2025
JPACT: Step 1A.1 bond proposal updates <ul style="list-style-type: none"> <li>• Opportunity to discuss public comment received.</li> <li>• Preview of draft legislation with draft conditions of approval</li> <li>• Address miscellaneous items and next steps</li> </ul>	June 12, 2025
Metro Council Work Session: Updates on Step 1A.1 bond & Step 2 allocation package options	June 17, 2025
TPAC: Request TPAC recommendations to JPACT to approve the 2028-2030 RFFA Step 1A.1 bond	July 11, 2025
JPACT: Request JPACT approve and recommend the 2028-2030 RFFA Step 1A.1 bond for Metro Council adoption	July 17, 2025
Metro Council: Adopt 2028-2030 RFFA Step 1A.1	July 31, 2025

If you picnic at Blue Lake or take your kids to the Oregon Zoo, enjoy symphonies at the Schnitz or auto shows at the convention center, put out your trash or drive your car – we’ve already crossed paths.

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Duncan Hwang, District 6

**Auditor**

Brian Evans

600 NE Grand Ave. Portland,  
OR 97232-2736  
503-797-1700

# Attachment 3

## Memo



**Metro**

600 NE Grand Ave.  
Portland, OR 97232-2736

Date: Friday, May 30, 2025  
To: Transportation Policy Alternatives Committee and Interested Parties  
From: Grace Cho, Principal Transportation Planner  
Jean Senechal Biggs, Resource Development Section Manager  
Subject: 2028-2030 Regional Flexible Fund Step 2 – Allocation Package Options and Draft Legislative Materials

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### **Getting to a Step 2 Staff Recommendation and Allocation Decision**

The 28-30 Regional Flexible Fund Step 2 allocation process is nearing an end. Metro staff are preparing to develop a Step 2 staff recommended allocation package for TPAC consideration and action on July 11, 2025.

At the upcoming TPAC meeting on June 6th, Metro staff seek feedback from TPAC members on three (3) RFFA Step 2 allocation package options, as well as draft legislative materials. Metro staff will also present an update on the RFFA funding forecast which now projects a Step 2 allocation of approximately \$49 million.

Metro staff will carry forward TPAC's input to the Metro Council work session on June 17th and the JPACT meeting on June 26th.

**RFFA Step 2 Allocation Package Options:** Each package totals approximately \$49 million, which is the estimated amount of the Regional Flexible Funds available in the 28-30 cycle. (See tables 1 – 3 on pages 4 and 5.)

To develop the package options, Metro staff used an assessment applying the four components to inform the development of a Step 2 allocation package:

1. Meeting the 2028-30 RFFA Program Direction objectives, including advancing RTP goals, investing across the region, and honoring prior commitments of Regional Flexible Funds, and funding leverage
2. Project technical scores, based on the results of the Outcomes Evaluation
3. Public support, based on the results of the public comment project ratings
4. Input from TPAC and JPACT on the illustrative concepts, along with additional considerations shared in their May 2025 meetings

The assessment includes a placeholder for a fifth component to account for county coordinating committees and City of Portland priorities, which Metro expects to receive around June 3, 2025.

The assessment results are provided in **Attachment 1**.

**Draft Legislative Materials:** To prepare for the July committee actions, **Attachment 2** shares a preview of the legislative package with a draft Resolution and draft Conditions of Approval.

The adopting Resolution establishes policy and expresses intent on the Step 2 Regional Flexible Fund Allocation to projects. It identifies the awarded projects and the total amount awarded. The Resolution also includes the allocation of funds to Step 1A and Step 1B for payment towards debt service and regional planning and program investments. [Note: Approval of the Step 1A.1 new project bond will occur through action on a separate resolution.]

Conditions of approval are mechanisms to ensure Regional Flexible Fund projects are planned, designed and built consistent with the project applications approved by JPACT and the Metro Council, meet federal regulations, and with regional program policies.

### Discussion Items

1. Coordinating committee and City of Portland priorities were not available at the time of this mailing. TPAC reps are asked to share their priorities to the committee.
2. Option 1 best reflects TPAC's May 2025 feedback to prioritize the results of Outcomes Evaluation (technical scores). Is this option the foundation of a package that TPAC would recommend to JPACT?
3. Are there questions regarding the Step 2 allocation draft legislative materials?

### Background & Current Place in Development:

The 28-30 Regional Flexible Fund Step 2 allocation process began in Fall 2024 with a call for projects. Metro received 24 applications requesting a total of just over \$140 million in Regional Flexible Funds.

Metro conducted two technical evaluations of the proposed projects. The Outcomes Evaluation assessed how well each project advances the 2023 Regional Transportation Plan goals. The Project Risk Assessment identified the potential project delivery challenges each project may encounter as a federal aid project. Metro issued the final results of the technical evaluations on April 15, 2025.

Metro conducted a five-week public comment period from March 26<sup>th</sup> through April 30<sup>th</sup>. Participants navigated to individual projects in an interactive online map and once the project of interest selected, prompted to participate in a survey rated the project on a scale of 1 (no support) to 5 (high support). Participants also had the option to provide written comments. Metro issued the Step 2 public comment report on May 16, 2025.

At the May meetings of TPAC and JPACT, Metro staff presented different concepts or factors with which to build Step 2 package options. Input from the regional committees included:

- Weigh equally the five Regional Transportation Plan (RTP) goals in the development of the Step 2 package, rather than prioritizing only one or more goals, to remain consistent with the adopted Program Direction
- Prioritize projects that have other funding committed and that the Regional Flexible Funds will help close the project's funding gap
- Consider the needs of the small jurisdictions, where the ability to secure other transportation funding is scarce or simply not possible, and the Regional Flexible Funds are the only likely source for capital investments
- Support developing a pipeline of candidate projects with both project development and construction awards
- Provide the methodology for creating the Step 2 allocation packages and outline how each factor was utilized as part of the selection for inclusion in a package
- Consider the potential to leverage adjacent investments funded through Regional Flexible Fund Step 1A.1 bond
- Consider the economic development potential a Step 2 application can help unlock

**Step 2 Estimated Available Funds Update**

As part of the competitive Step 2 allocation process, Metro staff develops a revenue estimate of available Regional Flexible Funds at two different points of the process. The first estimate of Regional Flexible Funds precedes the opening the Call for Projects to give potential applicants an idea of the amount of funding available. The second estimate of Regional Flexible Funds is ahead of the development of the Step 2 allocation package to inform the staff recommended package.

This spring, Metro staff reviewed the Regional Flexible Fund revenue estimates according to the most recent annual federal appropriations. The updated forecast shows a total estimate of Regional Flexible Funds available for federal fiscal years 2028 – 2030 at approximately \$161 million. This is an increase of \$8 to \$11 million in Regional Flexible Funds than the spring 2024 estimate of \$150 to \$153 million. The increase in revenues can be attributed to:

- 1) higher Regional Flexible Funds carryover of unallocated funds from previous funding cycles; and
- 2) an updated ODOT forecast of Congestion Mitigation and Air Quality (CMAQ) formula funds, sub-allocated to the Metro as the MPO and one of the federal funds programs to comprise the Regional Flexible Funds.

The Regional Flexible Fund carryover reflects the difference between Metro's Regional Flexible Fund estimate as of summer 2022 and the annual federal appropriations through today. The mildly conservative Regional Flexible Fund revenue estimates for previous fiscal years leading up to 2025 relative to the annual federal appropriations yielded \$6 million in unallocated Regional Flexible Funds over the near three-year timeframe.

An updated ODOT forecast of CMAQ formula funds made available in spring 2025 resulted in an increase of approximately \$700,000 of CMAQ funds annually to add to the Regional Flexible Funds beginning in 2025. Part of this increased amount is now accounted for in the calculation of the carryover of unallocated Regional Flexible Funds through 2027 into the 2028-30 funding cycle. With this increased amount of CMAQ, Metro can also assume a similar increased level of funding for years 2031 through 2039. Metro staff continues to use a moderately conservative approach in estimating the CMAQ formula funds available by not projecting any increased growth to the CMAQ sub-allocation beyond 2025.

Metro staff initially assumed an advance of Regional Flexible Funds available in years 2028 through 2030 to apply to debt servicing beginning with the first bond issuance in year 2026 or 2027. However, with the additional Regional Flexible Funds estimated to be available, there will be adequate funding to support initial payments to the Step 1A.1 bond without having to advance funding capacity from years 2028-30.

The change in forecasted funds unencumbers approximately \$7 million of advanced Regional Flexible Funds from the Step 2 allocation. Metro staff proposes to utilize the increase from the updated revenue estimate to offset the amount of funds needed from Step 2 for debt service for this cycle and allocate \$49 million in the Step 2 competitive process, up from the \$42 million initially estimated.

### Step 2 Allocation Package Options

Building a Step 2 allocation package among a competitive pool of applications is challenging. Metro staff's assessment across the four components—Program Direction objectives, technical evaluation, public comment, and illustrative concepts input from TPAC and JPACT—highlights the individual and different strengths of each Step 2 application project. Tables 1 - 3 present three Step 2 allocation package options. Each package option emphasizes various parts of the four components.

#### Allocation Package Option 1

Allocation Package Option 1 emphasizes high performance across the four components: Program Direction, technical evaluation, public support, and responsiveness to concepts input. Most Option 1 projects met more than half of the objectives of the Program Directions and Concepts and projects were within the top 10 scoring projects in the Outcomes Evaluation. Option 1 is most consistent with input from TPAC and JPACT to respect the outcome of the technical evaluation results.

*Table 1. 28-30 Regional Flexible Fund Step 2 – Allocation Package Options 1*

<b>Project Name</b>	<b>Applicant</b>	<b>Requested Amount</b>
NE 223rd Ave: NE Glisan to NE Marine Dr Safety Corridor Planning	Multnomah County	\$897,300
NE Glisan St: 82nd Avenue Multimodal Safety and Access	Portland	\$7,577,698
NW Division Street Complete Street: Gresham-Fairview Trail - Birdsdale Avenue	Gresham	\$4,067,495
NE MLK Jr Blvd Safety and Access to Transit	Portland	\$4,879,517
Cedar Mill Better Bus and Access to Transit Enhancements	Washington County	\$5,252,300
NE Prescott St: 82nd Ave Multimodal Safety and Access	Portland	\$7,732,932
Westside Trail Pedestrian and Bicycle Bridge Over Highway 26	Tualatin Hills Parks & Recreation District	\$6,000,000
Gladstone Historic Trolley Trail Bridge Construction	Gladstone	\$8,721,932
Railroad Avenue Multiuse Path: 37th Avenue to Linwood Avenue	Milwaukie	\$2,707,217
	<b>Total</b>	<b>\$47,836,391</b>

**Allocation Package Option 2:**

Allocation Package Option 2 emphasizes high performance in the Outcomes Evaluation and the Program Direction objectives while taking into consideration JPACT input from the Illustrative Concepts to include projects that complement recently built, currently active, or Step 1A.1 bond capital transportation projects. All Option 2 projects scored in the top half (top 12) of applications in the Outcomes Evaluation and a majority meet over half of the Program Direction objectives.

*Table 2. 28-30 Regional Flexible Fund Step 2 – Allocation Package Options 2*

<b>Project Name</b>	<b>Applicant</b>	<b>Requested Amount</b>
NE 223rd Ave: NE Glisan to NE Marine Dr Safety Corridor Planning	Multnomah County	\$897,300
NE Glisan St: 82nd Avenue Multimodal Safety and Access	Portland	\$7,577,698
NW Division Street Complete Street: Gresham-Fairview Trail - Birdsdale Avenue	Gresham	\$4,067,495
Cedar Mill Better Bus and Access to Transit Enhancements	Washington County	\$5,252,300
NE Prescott St: 82nd Ave Multimodal Safety and Access	Portland	\$7,732,932
Westside Trail Pedestrian and Bicycle Bridge Over Highway 26	Tualatin Hills Parks & Recreation District	\$6,000,000
Beaverton Downtown Loop: SW Hall Blvd – 3rd to 5th St	Beaverton	\$4,649,687
OR 212/224 Sunrise Hwy Phase 2: Bike/Ped Facilities and Interchange Improvements (CON)	Happy Valley	\$12,026,118
	<b>Total</b>	<b>\$48,203,530</b>

**Allocation Package Option 3**

Allocation Package Option 3 emphasizes high performance in the Outcomes Evaluation, the public comment project ratings, and Program Direction objectives. The majority of Option 3 projects met more than half of the objectives of the Program Direction and are responsive to TPAC and JPACT input on the Illustrative Concepts. Option 3 gives additional consideration to the public comment by including the highest rated Step 2 application that also performed highly in the technical evaluation and meets the Program Direction objectives.

*Table 3. 28-30 Regional Flexible Fund Step 2 – Allocation Package Options 3*

<b>Project Name</b>	<b>Applicant</b>	<b>Requested Amount</b>
NE 223rd Ave: NE Glisan to NE Marine Dr Safety Corridor Planning	Multnomah County	\$897,300
NE Glisan St: 82nd Avenue Multimodal Safety and Access	Portland	\$7,577,698
NW Division Street Complete Street: Gresham-Fairview Trail - Birdsdale Avenue	Gresham	\$4,067,495
NE MLK Jr Blvd Safety and Access to Transit	Portland	\$4,879,517
Beaverton Creek Trail: Merlo Road Improvements	Washington County	\$6,640,700
Westside Trail Pedestrian and Bicycle Bridge Over Highway 26	Tualatin Hills Parks & Recreation District	\$6,000,000
Gladstone Historic Trolley Trail Bridge Construction	Gladstone	\$8,721,932
North Dakota Street (Fanno Creek) Bridge Replacement	Tigard	\$8,000,000
Railroad Avenue Multiuse Path: 37th Avenue to Linwood Avenue	Milwaukie	\$2,707,217
	<b>Total</b>	<b>\$49,491,859</b>

**Next Steps**

Table 4. outlines the next steps in the 28-30 Regional Flexible Fund Step 2 allocation process.

*Table 4. 2028-2030 Regional Flexible Funds Step 2 – Next Steps and Key Dates*

<b>Activity</b>	<b>Date</b>
Coordinating committee and City of Portland priorities submission (optional)	June 3, 2025
TPAC: 28-30 Regional Flexible Funds Step 2 allocation package options <ul style="list-style-type: none"> <li>- Opportunity to provide input on preferred Step 2 allocation package to inform a Metro staff recommendation.</li> <li>- Draft Step 2 legislation</li> </ul>	June 6, 2025
Metro Council: Updates on Step 2 and input to develop staff recommendation	June 17, 2025
JPACT: 28-30 Regional Flexible Funds Step 2 allocation package options <ul style="list-style-type: none"> <li>- Opportunity to provide input on preferred Step 2 allocation package to inform a Metro staff recommendation.</li> <li>- Draft Step 2 legislation</li> </ul>	June 26, 2025
TPAC: Staff recommendation on 28-30 RFFA Step 2 allocation package. Request recommendations to JPACT.	July 11, 2025
JPACT: Carry forward TPAC recommendation. Request action on 2028-2030 RFFA Step 2 and recommendation to Metro Council adoption	July 17, 2025
Metro Council: Adoption of 2028-2030 Regional Flexible Fund Step 2 Allocation	July 31, 2025

## Attachment 1 – 28-30 Regional Flexible Fund Step 2: Allocation Package Development Assessment Rubric

<i>Program Direction Objectives</i>
Strategic Regional Funding Approach <ul style="list-style-type: none"> <li>- Eligible in the Strategic Regional Funding Approach</li> </ul>
Honors prior commitments <ul style="list-style-type: none"> <li>- Received previous Project Development allocation from RFFA?</li> </ul>
Leverages additional funding <ul style="list-style-type: none"> <li>- Greater than the local minimum match?</li> <li>- Is there another previous allocation from a different program?</li> </ul>
State Implementation Plan (SIP) commitments <ul style="list-style-type: none"> <li>- Is a CMAQ eligible project</li> </ul>
Achieve multiple transportation policy objectives <ul style="list-style-type: none"> <li>- See Technical Evaluation</li> </ul>
Efficient and effective use of federal transportation funds <ul style="list-style-type: none"> <li>- Overall Risk Assessment rating is at or above average (25.5)</li> </ul>
<i>Technical Evaluation</i>
Technical evaluation score greater than 50
<i>Public Comment</i>
Received project rating response above average (4.15)
<i>Concepts Input</i>
Complementary project to a currently active or recently completed larger or adjacent capital transportation project
Project Readiness <ul style="list-style-type: none"> <li>- Project Management Risk Assessment score is at or above average (8)</li> </ul>
Limited local funding options <ul style="list-style-type: none"> <li>- RFFA is the most accessible transportation funding source</li> </ul>
Economic development potential <ul style="list-style-type: none"> <li>- Higher than average Thriving Economy score (50)</li> </ul>
<i>Coordinating Committee/City of Portland Identified Priority</i>
Identified as a coordinating committee or City of Portland priority
<i>Step 2 Allocation Package Specific Criteria</i>
Program Direction: Invests in all parts of the region <ul style="list-style-type: none"> <li>- Investment in the four main areas without sub-allocation consideration</li> </ul>
Concepts Input: Project Pipeline <ul style="list-style-type: none"> <li>- Package includes project development application(s)</li> </ul>

Attachment 1 - 28-30 Regional Flexible Fund Step 2 - Assessment Rubric Results Summary

Project	Activity	Applicant	Coordinating Committee	Overall Score	Total Regional Flexible Fund Request	Total Cost Estimate	Technical Evaluation	Public Comment	Program Direction Objectives Total	Concepts Input Total	Coordinating Committee or City of Portland Priority	Total Building Components
							Overall score above 50	Rating above average (4.15)	Meets more than half of the objectives	Meets more than half of the concepts subcomponents	Indicated submitted  TBD	Number of components addressed
NE 223rd Ave: NE Glisan to NE Marine Dr Safety Corridor Planning	Project Development	Multnomah County	East Multnomah County	81.41	\$ 897,300	\$ 1,000,000	Yes	No	No	No		1 of 4
NE Glisan St: 82nd Avenue Multimodal Safety and Access	Construction	Portland	Portland	70.97	\$ 7,577,698	\$ 8,445,000	Yes	Yes	Yes	Yes		4 of 4
NW Division Street Complete Street: Gresham-Fairview Trail - Birdsedale Avenue	Construction	Gresham	East Multnomah County	60.58	\$ 4,067,495	\$ 4,533,038	Yes	No	Yes	Yes		3 of 4
NE MLK Jr Blvd Safety and Access to Transit	Construction	Portland	Portland	60.56	\$ 4,879,517	\$ 5,438,000	Yes	Yes	No	No		2 of 4
Beaverton Creek Trail: Merlo Road Improvements	Construction	Washington County	Washington County	60	\$ 6,640,700	\$ 7,401,700	Yes	Yes	Yes	No		3 of 4
Cedar Mill Better Bus and Access to Transit Enhancements	Construction	Washington County	Washington County	59.71	\$ 5,252,300	\$ 6,690,000	Yes	No	Yes	No		2 of 4
NE Prescott St: 82nd Ave Multimodal Safety and Access	Construction	Portland	Portland	59.45	\$ 7,732,932	\$ 8,618,000	Yes	Yes	Yes	No		2 of 4
Westside Trail Pedestrian and Bicycle Bridge Over Highway 26	Construction	Tualatin Hills Parks & Recreation District	Washington County	58.14	\$ 6,000,000	\$ 30,334,019	Yes	Yes	Yes	No		3 of 4
Gladstone Historic Trolley Trail Bridge Construction	Construction	Gladstone	Clackamas County	57.8	\$ 8,721,932	\$ 9,720,196	Yes	Yes	Yes	No		3 of 4
Beaverton Downtown Loop: SW Hall Blvd – 3rd St to 5th St	Construction	Beaverton	Washington County	54.62	\$ 4,649,687	\$ 5,181,865	Yes	Yes	Yes	No		3 of 4
Railroad Avenue Multiuse Path: 37th Avenue to Linwood Avenue	Project Development	Milwaukie	Clackamas County	54.05	\$ 2,707,217	\$ 3,017,070	Yes	Yes	No	Yes		3 of 4
North Dakota Street (Fanno Creek) Bridge Replacement	Construction	Tigard	Washington County	52.34	\$ 8,000,000	\$ 26,336,556	Yes	Yes	Yes	No		3 of 4
OR 212/224 Sunrise Hwy Phase 2: Bike/Ped Facilities and Interchange Improvements (CON)	Construction	Happy Valley	Clackamas County	52.32	\$ 12,026,118	\$ 13,402,560	Yes	No	No	No		1 of 4
W Burnside Green Loop Crossing	Construction	Portland	Portland	52.21	\$ 3,938,250	\$ 4,389,000	Yes	Yes	No	No		2 of 4
OR99E (McLoughlin Boulevard) 10th Street to Tumwater village: Shared-Use Path and Streetscape Enhancements Project Development	Project Development	Oregon City	Clackamas County	51.88	\$ 3,832,341	\$ 4,270,970	Yes	No	No	No		1 of 4
Clackamas Industrial Area Improvements: SE Jennifer Street Multi-use Path	Construction	Clackamas County	Clackamas County	51.1	\$ 7,228,290	\$ 8,055,600	Yes	No	No	No		1 of 4
NE Halsey Street Complete Street: 192nd Avenue - 201st Avenue	Construction	Gresham	East Multnomah County	50.9	\$ 9,420,793	\$ 10,499,045	Yes	No	Yes	No		2 of 4
Westside Trail Segment 1 - King City	Construction	King City	Washington County	47.65	\$ 7,841,343	\$ 9,568,610	No	Yes	Yes	No		2 of 4
Outer Halsey and Outer Foster (ITS Signal Improvements)	Construction	Portland	Portland	47.3	\$ 4,416,999	\$ 4,922,544	No	No	No	No		0 of 4
Red Electric Trail East of SW Shattuck Rd	Construction	Portland	Portland	44.78	\$ 7,677,446	\$ 9,176,962	No	Yes	No	No		1 of 4
Smart SW 185th Avenue ITS and Better Bus Project	Construction	Hillsboro	Washington County	44.48	\$ 4,572,738	\$ 5,272,738	No	Yes	Yes	No		2 of 4
Cedar Creek/Ice Age Tonquin Trail: Roy Rogers - OR 99W	Construction	Sherwood	Washington County	44.14	\$ 8,973,000	\$ 9,960,030	No	Yes	No	No		1 of 4
Lakeview Blvd - Jean Rd to McEwan Rd	Project Development	Lake Oswego	Clackamas County	30.3	\$ 983,000	\$ 1,095,500	No	No	No	No		0 of 4
SW 175th Design: SW Condor Lane to SW Kemmer Road	Project Development	Washington County	Washington County	27.9	\$ 2,593,200	\$ 2,890,000	No	No	No	No		0 of 4

Attachment 1 - 28-30 Regional Flexible Fund Step 2 Assessment Rubric Results by Component

Project	Activity	Applicant	Coordinating Committee	Total Regional Flexible Fund Request	Total Cost Estimate	Technical Evaluation	Public Comment
						Outcomes Evaluation	Public Comment
						Overall score above 50	Rating above average (4.15)
NE 223rd Ave: NE Glisan to NE Marine Dr Safety Corridor Planning	Project Development	Multnomah County	East Multnomah County	\$ 897,300	\$ 1,000,000	Yes	No
NE Glisan St: 82nd Avenue Multimodal Safety and Access	Construction	Portland	Portland	\$ 7,577,698	\$ 8,445,000	Yes	Yes
NW Division Street Complete Street: Gresham-Fairview Trail - Birdsdale Avenue	Construction	Gresham	East Multnomah County	\$ 4,067,495	\$ 4,533,038	Yes	No
NE MLK Jr Blvd Safety and Access to Transit	Construction	Portland	Portland	\$ 4,879,517	\$ 5,438,000	Yes	Yes
Beaverton Creek Trail: Merlo Road Improvements	Construction	Washington County	Washington County	\$ 6,640,700	\$ 7,401,700	Yes	Yes
Cedar Mill Better Bus and Access to Transit Enhancements	Construction	Washington County	Washington County	\$ 5,252,300	\$ 6,690,000	Yes	No
NE Prescott St: 82nd Ave Multimodal Safety and Access	Construction	Portland	Portland	\$ 7,732,932	\$ 8,618,000	Yes	Yes
Westside Trail Pedestrian and Bicycle Bridge Over Highway 26	Construction	Tualatin Hills Parks & Recreation District	Washington County	\$ 6,000,000	\$ 30,334,019	Yes	Yes
Gladstone Historic Trolley Trail Bridge Construction	Construction	Gladstone	Clackamas County	\$ 8,721,932	\$ 9,720,196	Yes	Yes
Beaverton Downtown Loop: SW Hall Blvd – 3rd St to 5th St	Construction	Beaverton	Washington County	\$ 4,649,687	\$ 5,181,865	Yes	Yes
Railroad Avenue Multiuse Path: 37th Avenue to Linwood Avenue	Project Development	Milwaukie	Clackamas County	\$ 2,707,217	\$ 3,017,070	Yes	Yes
North Dakota Street (Fanno Creek) Bridge Replacement	Construction	Tigard	Washington County	\$ 8,000,000	\$ 26,336,556	Yes	Yes
OR 212/224 Sunrise Hwy Phase 2: Bike/Ped Facilities and Interchange Improvements (CON)	Construction	Happy Valley	Clackamas County	\$ 12,026,118	\$ 13,402,560	Yes	No
W Burnside Green Loop Crossing	Construction	Portland	Portland	\$ 3,938,250	\$ 4,389,000	Yes	Yes
OR99E (McLoughlin Boulevard) 10th Street to Tumwater village: Shared-Use Path and Streetscape Enhancements Project Development	Project Development	Oregon City	Clackamas County	\$ 3,832,341	\$ 4,270,970	Yes	No
Clackamas Industrial Area Improvements: SE Jennifer Street Multi-use Path	Construction	Clackamas County	Clackamas County	\$ 7,228,290	\$ 8,055,600	Yes	No
NE Halsey Street Complete Street: 192nd Avenue - 201st Avenue	Construction	Gresham	East Multnomah County	\$ 9,420,793	\$ 10,499,045	Yes	No
Westside Trail Segment 1 - King City	Construction	King City	Washington County	\$ 7,841,343	\$ 9,568,610	No	Yes
Outer Halsey and Outer Foster (ITS Signal Improvements)	Construction	Portland	Portland	\$ 4,416,999	\$ 4,922,544	No	No
Red Electric Trail East of SW Shattuck Rd	Construction	Portland	Portland	\$ 7,677,446	\$ 9,176,962	No	Yes
Smart SW 185th Avenue ITS and Better Bus Project	Construction	Hillsboro	Washington County	\$ 4,572,738	\$ 5,272,738	No	Yes
Cedar Creek/Ice Age Tonquin Trail: Roy Rogers - OR 99W	Construction	Sherwood	Washington County	\$ 8,973,000	\$ 9,960,030	No	Yes
Lakeview Blvd - Jean Rd to McEwan Rd	Project Development	Lake Oswego	Clackamas County	\$ 983,000	\$ 1,095,500	No	No
SW 175th Design: SW Condor Lane to SW Kemmer Road	Project Development	Washington County	Washington County	\$ 2,593,200	\$ 2,890,000	No	No

Attachment 1 - 28-30 Regional Flexible Fund Step 2 Assessment Rubric Results by Component

Project	Program Direction							
	Strategic Regional Funding Approach Eligible	Honors Prior Commitments	Funding Leverage		SIP Commitments	Federal Funds Efficeint Use	Multiple Objectives	Program Direction Objectives Total
		<i>Previous RFFA project development allocation</i>	<i>Greater than minimum match</i>	<i>Previous allocation from a different program</i>	<i>CMAQ eligible project</i>	<i>Total Risk Assessment score below average (25.5)</i>	<i>See Outcomes Evaluation</i>	<i>Meets more than half of the objectives</i>
NE 223rd Ave: NE Glisan to NE Marine Dr Safety Corridor Planning	Yes	No	No	No	No	Yes		No
NE Glisan St: 82nd Avenue Multimodal Safety and Access	Yes	No	No	No	Yes	Yes		Yes
NW Division Street Complete Street: Gresham-Fairview Trail - Birdsdale Avenue	Yes	No	No	No	Yes	Yes		Yes
NE MLK Jr Blvd Safety and Access to Transit	Yes	No	No	No	No	Yes		No
Beaverton Creek Trail: Merlo Road Improvements	Yes	No	No	No	Yes	Yes		Yes
Cedar Mill Better Bus and Access to Transit Enhancements	Yes	No	Yes	Yes	Yes	Yes		Yes
NE Prescott St: 82nd Ave Multimodal Safety and Access	Yes	No	No	No	Yes	Yes		Yes
Westside Trail Pedestrian and Bicycle Bridge Over Highway 26	Yes	No	Yes	Yes	Yes	No		Yes
Gladstone Historic Trolley Trail Bridge Construction	Yes	Yes	No	Yes	Yes	No		Yes
Beaverton Downtown Loop: SW Hall Blvd – 3rd St to 5th St	Yes	No	No	No	Yes	Yes		Yes
Railroad Avenue Multiuse Path: 37th Avenue to Linwood Avenue	Yes	No	No	No	No	Yes		No
North Dakota Street (Fanno Creek) Bridge Replacement	Yes	No	Yes	Yes	Yes	No		Yes
OR 212/224 Sunrise Hwy Phase 2: Bike/Ped Facilities and Interchange Improvements (CON)	No	No	No	No	No	No		No
W Burnside Green Loop Crossing	Yes	No	No	No	Yes	Yes		Yes
OR99E (McLoughlin Boulevard) 10th Street to Tumwater village: Shared-Use Path and Streetscape Enhancements Project Development	Yes	No	No	No	No	Yes		No
Clackamas Industrial Area Improvements: SE Jennifer Street Multi-use Path	Yes	No	No	No	Yes	No		No
NE Halsey Street Complete Street: 192nd Avenue - 201st Avenue	Yes	No	No	No	Yes	Yes		Yes
Westside Trail Segment 1 - King City	Yes	No	Yes	Yes	Yes	Yes		Yes
Outer Halsey and Outer Foster (ITS Signal Improvements)	Yes	No	No	No	Yes	Yes		No
Red Electric Trail East of SW Shattuck Rd	Yes	No	Yes	No	Yes	Yes		Yes
Smart SW 185th Avenue ITS and Better Bus Project	Yes	No	Yes	No	Yes	Yes		Yes
Cedar Creek/Ice Age Tonquin Trail: Roy Rogers - OR 99W	Yes	No	No	No	Yes	No		No
Lakeview Blvd - Jean Rd to McEwan Rd	Yes	No	No	No	No	Yes		No
SW 175th Design: SW Condor Lane to SW Kemmer Road	Yes	No	No	No	No	Yes		No

Attachment 1 - 28-30 Regional Flexible Fund Step 2 Assessment Rubric Results by Component

Project	Concepts Input					Package Objectives	
	Complementary Project to Larger or Adjacent Capital Project	Limited Local Funding Sources	Economic Development Potential	Project Readiness	Concepts Total	Project Pipeline	Investment Across the Region
		<i>RFFA most accessible transportation funding source</i>	<i>Thriving Economy score above average (50)</i>	<i>Project Management Risk Assessment score at or below average (8)</i>	<i>Meets more than half of the concepts subcomponents</i>	<i>N/A - Package Criteria</i>	<i>N/A - Package Criteria</i>
NE 223rd Ave: NE Glisan to NE Marine Dr Safety Corridor Planning	No	No	Yes	No	No		
NE Glisan St: 82nd Avenue Multimodal Safety and Access	Yes	No	Yes	Yes	Yes		
NW Division Street Complete Street: Gresham-Fairview Trail - Birdsedale Avenue	Yes	No	Yes	Yes	Yes		
NE MLK Jr Blvd Safety and Access to Transit	No	No	Yes	Yes	No		
Beaverton Creek Trail: Merlo Road Improvements	No	Yes	No	No	No		
Cedar Mill Better Bus and Access to Transit Enhancements	No	No	No	Yes	No		
NE Prescott St: 82nd Ave Multimodal Safety and Access	Yes	No	No	Yes	No		
Westside Trail Pedestrian and Bicycle Bridge Over Highway 26	No	Yes	No	Yes	No		
Gladstone Historic Trolley Trail Bridge Construction	No	Yes	No	No	No		
Beaverton Downtown Loop: SW Hall Blvd – 3rd St to 5th St	No	No	No	Yes	No		
Railroad Avenue Multiuse Path: 37th Avenue to Linwood Avenue	No	Yes	Yes	Yes	Yes		
North Dakota Street (Fanno Creek) Bridge Replacement	Yes	No	No	Yes	No		
OR 212/224 Sunrise Hwy Phase 2: Bike/Ped Facilities and Interchange Improvements (CON)	Yes	No	Yes	No	No		
W Burnside Green Loop Crossing	No	No	Yes	Yes	No		
OR99E (McLoughlin Boulevard) 10th Street to Tumwater village: Shared-Use Path and Streetscape Enhancements Project Development	No	Yes	No	Yes	No		
Clackamas Industrial Area Improvements: SE Jennifer Street Multi-use Path	Yes	No	Yes	No	No		
NE Halsey Street Complete Street: 192nd Avenue - 201st Avenue	No	No	No	Yes	No		
Westside Trail Segment 1 - King City	No	Yes	No	Yes	No		
Outer Halsey and Outer Foster (ITS Signal Improvements)	No	No	Yes	Yes	No		
Red Electric Trail East of SW Shattuck Rd	No	Yes	No	No	No		
Smart SW 185th Avenue ITS and Better Bus Project	No	No	No	Yes	No		
Cedar Creek/Ice Age Tonquin Trail: Roy Rogers - OR 99W	No	Yes	No	No	No		
Lakeview Blvd - Jean Rd to McEwan Rd	No	No	No	No	No		
SW 175th Design: SW Condor Lane to SW Kemmer Road	No	No	No	Yes	No		

28-30 Regional Flexible Fund Step 2 - Allocation Package Option 1

Project	Activity	Applicant	Coordinating Committee	Overall Score	Total Regional Flexible Fund Request	Total Cost Estimate	Technical Evaluation	Public Comment	Program Direction Objectives Total	Concepts Input Total	Coordinating Committee or City of Portland Priority
							Overall score above 50	Rating above average (4.15)	Meets more than half of the objectives	Meets more than half of the concepts factors	Indicated submitted  TBD
NE 223rd Ave: NE Glisan to NE Marine Dr Safety Corridor Planning	Project Development	Multnomah County	East Multnomah County	81.41	\$ 897,300	\$ 1,000,000	Yes	No	No	No	
NE Glisan St: 82nd Avenue Multimodal Safety and Access	Construction	Portland	Portland	70.97	\$ 7,577,698	\$ 8,445,000	Yes	Yes	Yes	Yes	
NW Division Street Complete Street: Gresham-Fairview Trail - Birdsdale Avenue	Construction	Gresham	East Multnomah	60.58	\$ 4,067,495	\$ 4,533,038	Yes	No	Yes	Yes	
NE MLK Jr Blvd Safety and Access to Transit	Construction	Portland	Portland	60.56	\$ 4,879,517	\$ 5,438,000	Yes	Yes	No	No	
Cedar Mill Better Bus and Access to Transit Enhancements	Construction	Washington County	Washington	59.71	\$ 5,252,300	\$ 6,690,000	Yes	No	Yes	No	
NE Prescott St: 82nd Ave Multimodal Safety and Access	Construction	Portland	Portland	59.45	\$ 7,732,932	\$ 8,618,000	Yes	Yes	Yes	No	
Westside Trail Pedestrian and Bicycle Bridge Over Highway 26	Construction	Tualatin Hills Parks & Recreation District	Washington County	58.14	\$ 6,000,000	\$ 30,334,019	Yes	Yes	Yes	No	
Gladstone Historic Trolley Trail Bridge Construction	Construction	Gladstone	Clackamas	57.8	\$ 8,721,932	\$ 9,720,196	Yes	Yes	Yes	No	
Railroad Avenue Multiuse Path: 37th Avenue to Linwood Avenue	Project Development	Milwaukie	Clackamas County	54.05	\$ 2,707,217	\$ 3,017,070	Yes	Yes	No	Yes	

28-30 Regional Flexible Fund Step 2 - Allocation Package Option 2

Project	Activity	Applicant	Coordinating Committee	Overall Score	Total Regional Flexible Fund Request	Total Cost Estimate	Technical Evaluation	Public Comment	Program Direction Objectives Total	Concepts Input Total	Coordinating Committee or City of Portland Priority
							Overall score above 50	Rating above average (4.15)	Meets more than half of the objectives	Meets more than half of the concepts factors	Indicated submitted  TBD
NE 223rd Ave: NE Glisan to NE Marine Dr Safety Corridor Planning	Project Development	Multnomah County	East Multnomah County	81.41	\$ 897,300	\$ 1,000,000	Yes	No	No	No	
NE Glisan St: 82nd Avenue Multimodal Safety and Access	Construction	Portland	Portland	70.97	\$ 7,577,698	\$ 8,445,000	Yes	Yes	Yes	Yes	
NW Division Street Complete Street: Gresham-Fairview Trail - Birdsdale Avenue	Construction	Gresham	East Multnomah County	60.58	\$ 4,067,495	\$ 4,533,038	Yes	No	Yes	Yes	
Cedar Mill Better Bus and Access to Transit Enhancements	Construction	Washington County	Washington County	59.71	\$ 5,252,300	\$ 6,690,000	Yes	No	Yes	No	
NE Prescott St: 82nd Ave Multimodal Safety and Access	Construction	Portland	Portland	59.45	\$ 7,732,932	\$ 8,618,000	Yes	Yes	Yes	No	
Westside Trail Pedestrian and Bicycle Bridge Over Highway 26	Construction	Tualatin Hills Parks & Recreation District	Washington County	58.14	\$ 6,000,000	\$ 30,334,019	Yes	Yes	Yes	No	
Beaverton Downtown Loop: SW Hall Blvd – 3rd St to 5th St	Construction	Beaverton	Washington County	54.62	\$ 4,649,687	\$ 5,181,865	Yes	Yes	Yes	No	
OR 212/224 Sunrise Hwy Phase 2: Bike/Ped Facilities and Interchange Improvements (CON)	Construction	Happy Valley	Clackamas County	52.32	\$ 12,026,118	\$ 13,402,560	Yes	No	No	No	
				Total	\$ 48,203,530						

28-30 Regional Flexible Funds Step 2 - Allocation Package Option 3

Project	Activity	Applicant	Coordinating Committee	Overall Score	Total Regional Flexible Fund Request	Total Cost Estimate	Technical Evaluation	Public Comment	Program Direction Objectives Total	Concepts Input Total	Coordinating Committee or City of Portland Priority
							Overall score above 50	Rating above average (4.15)	Meets more than half of the objectives	Meets more than half of the concepts factors	Indicated submitted  TBD
NE 223rd Ave: NE Glisan to NE Marine Dr Safety Corridor Planning	Project Development	Multnomah County	East Multnomah County	81.41	\$ 897,300	\$ 1,000,000	Yes	No	No	No	
NE Glisan St: 82nd Avenue Multimodal Safety and Access	Construction	Portland	Portland	70.97	\$ 7,577,698	\$ 8,445,000	Yes	Yes	Yes	Yes	
NW Division Street Complete Street: Gresham-Fairview Trail - Birdsdales Avenue	Construction	Gresham	East Multnomah County	60.58	\$ 4,067,495	\$ 4,533,038	Yes	No	Yes	Yes	
NE MLK Jr Blvd Safety and Access to Transit	Construction	Portland	Portland	60.56	\$ 4,879,517	\$ 5,438,000	Yes	Yes	No	No	
Beaverton Creek Trail: Merlo Road Improvements	Construction	Washington County	Washington County	60	\$ 6,640,700	\$ 7,401,700	Yes	Yes	Yes	No	
Westside Trail Pedestrian and Bicycle Bridge Over Highway 26	Construction	Tualatin Hills Parks & Recreation District	Washington County	58.14	\$ 6,000,000	\$ 30,334,019	Yes	Yes	Yes	No	
Gladstone Historic Trolley Trail Bridge Construction	Construction	Gladstone	Clackamas County	57.8	\$ 8,721,932	\$ 9,720,196	Yes	Yes	Yes	No	
North Dakota Street (Fanno Creek) Bridge Replacement	Construction	Tigard	Washington County	52.34	\$ 8,000,000	\$ 26,336,556	Yes	Yes	Yes	No	
Railroad Avenue Multiuse Path: 37th Avenue to Linwood Avenue	Project Development	Milwaukie	Clackamas County	54.05	\$ 2,707,217	\$ 3,017,070	Yes	Yes	No	Yes	
				Total	\$ 49,491,859						

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ALLOCATING \$142	)	RESOLUTION NO. 25-XXXX
MILLION OF REGIONAL FLEXIBLE FUNDING	)	
FOR THE YEARS 2028-2030, PENDING	)	Introduced by Chief Operating Officer
ADOPTION OF THE 2027-2030 MTIP	)	Marissa Madrigal in concurrence with
	)	Council President Lynn Peterson

WHEREAS, Metro is the regional government responsible for regional land use and transportation planning under state law and the federally-designated metropolitan planning organization (MPO) for the Portland metropolitan area; and

WHEREAS, approximately \$161 million is forecast to be appropriated to the metropolitan region through the federal Surface Transportation Block Grant Program (STBG) and Congestion Mitigation – Air Quality (CMAQ) transportation funding programs; and

WHEREAS, the Metro Council and Joint Policy Advisory Committee on Transportation (JPACT) are authorized per federal regulation 23 CFR 450.324 to allocate these funds to projects and programs in the metropolitan region through the Regional Flexible Fund Allocation (RFFA) process; and

WHEREAS, the Metro Council and JPACT have provided policy guidance to Metro staff to conduct a two-step allocation process to Region-wide Program Investments and Capital Project Investments for funding by Metro Resolution No. 24-5415, For the Purpose of Adopting the 2028-2030 Regional Flexible Funds Program Direction for the Portland Metropolitan Area, adopted July 11, 2024; and

WHEREAS, the Metro Council and JPACT have committed by Metro Resolution No. 24-5415 to the allocation of \$92.3 million in Regional Flexible Funds for Step 1A, High Capacity Transit Bond Repayments, and Step 1B Region-wide Programs and Regional Planning Investments and as shown in Exhibit A; and

WHEREAS, as adopted by Metro Resolution No. 24-5415, the Metro Council and JPACT directed Metro staff to develop a new Regional Flexible Fund bond proposals with an expanded focus on transit and is as part of Metro Resolution No. 25-XXXX; and

WHEREAS, pending action on Metro Resolution 25-XXXX, the remaining 2028-2030 Regional Flexible Funds are for Capital Project Investments as known as Step 2; and

WHEREAS, criteria used to select projects for the 2028-2030 RFFA Step 2 followed policy direction adopted by Metro Council in the 2023 Regional Transportation Plan by Ordinance No. 23-1496, For the Purpose of Amending the 2018 Regional Transportation Plan (RTP) to Comply with Federal and State Law and Amending the Regional Framework Plan; and

WHEREAS, the 2023 RTP directed the region to invest in transportation projects which advance five goal areas: equitable transportation, safe system, climate action and resilience, mobility options and thriving economy; and

WHEREAS, in addition to the 2023 RTP direction, the allocation of Regional Flexible Funds for Capital Projects Investments meet the adopted objectives of Metro Resolution 24-5415, the public comments received on the proposed capital investments, and local prioritization; and

WHEREAS, TPAC and JPACT provided additional input of considerations aside from the RTP goals which include prioritizing projects with other committed funding, considering small jurisdictions ability to secure other funding sources, continue to invest in project development to develop a pipeline of projects, leverage adjacent investments funded through Resolution 25-XXXX (Step 1A.1 bond proposal), and economic development potential; and

WHEREAS, an extensive regional public process provided opportunities for comments on the merit and potential impacts of the project and program applications between March 26 and April 30, 2025, and is summarized in Exhibit C, attached to this resolution; and

WHEREAS, TPAC considered the list of projects and programs recommended for funding by Metro staff, and recommended JPACT forward that list to the Metro Council for adoption; and

WHEREAS, JPACT considered the list of projects and programs recommended by TPAC, attached as Exhibit A, to the Metro Council for adoption with a recommendation to allocate funding consistent with RTP policy direction and the 2028-2030 RFFA Program Direction, and in consideration of local prioritization processes and public comments; and

WHEREAS, JPACT approved this legislation to submit to the Metro Council for adoption; and

WHEREAS, receipt of these funds is conditioned on completion of requirements listed in Exhibit B to this resolution; now therefore

BE IT RESOLVED that the Metro Council hereby adopts the recommendation of JPACT on the programs and projects to be funded through the 2028-2030 Regional Flexible Fund Allocation process as shown in Exhibit A.

ADOPTED by the Metro Council this 31<sup>st</sup> day of July, 2025.

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Lynn Peterson, Council President

Approved as to Form:

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Carrie MacLaren, Metro Attorney

2028-2030 Regional Flexible Funds Allocation  
Exhibit A to Resolution No: 25-XXXX

Step 1A & 1B: Regional Bond Commitments and Region-wide Program Investments	
Transit + Project Development Bond Commitment	\$ 51,780,000
Corridor and Systems Planning	\$ 2,444,958
MPO Planning (in lieu of dues)	\$ 5,169,460
Regional Travel Options + Safe Routes to School	\$ 12,131,862
Transit Oriented Development	\$ 12,900,856
Transportation System Management and Operations/ITS	\$ 7,910,648
Step 1 Total:	\$ 92,337,784

Step 2: Capital Investments			
Project name	Applicant	Sub-region	Amount
To Be Determined			
Step 2 Total:			\$ -

Total 2028-2030 RFFA: \$ 92,337,784
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## **2028-2030 RECOMMENDED REGIONAL FLEXIBLE FUND AWARDEE CONDITIONS OF APPROVAL**

Conditions of approval are mechanisms to ensure that projects are planned, designed, and built consistent with the project applications as approved by JPACT and Metro Council, with federal regulations and with regional program policies. Projects can be reviewed at any point in the process for consistency with the conditions of approval and action taken if they are not adhered to.

There are two sets of conditions which apply to Regional Flexible Fund-awarded projects: 1) conditions which address all projects; and 2) project-specific conditions.

The conditions for all projects outline expectations pertaining to the use of funds, project delivery, process, etc. The project-specific conditions outline expectations to create the best project possible in accordance to regional program policies and federal regulations. Recognizing that projects are at different stages of development (i.e. some are in planning phases while others are ready for construction), Metro may choose to waive or modify certain conditions for a project based on what is appropriate for the project's stage in development.

### **Conditions applied to all projects and programs:**

1. Funding is awarded to the project as outlined in the JPACT-approved and Metro Council-adopted 2028-2030 Regional Flexible Fund Allocation (RFFA). If any project is determined to be unfeasible or is completed without expending all of the Regional Flexible Funds awarded, any remaining Regional Flexible Funds for that project shall revert back to Metro to the regional pool for the 2031-2033 Regional Flexible Fund allocation, to be distributed among the region, per the RFFA Program Direction. Or the project sponsor/local jurisdiction receiving the flexible funds for the project may request reallocation of the funds per the Metropolitan Transportation Improvement Program (MTIP) amendment process. Reallocation may necessitate JPACT and Metro Council approval.
2. The award amount is the total amount of Regional Flexible Funds provided to deliver the awarded project as it is defined in the project application and as approved by JPACT and Metro Council. The project sponsor/local jurisdiction is expected to resolve any cost overruns or unexpected costs to emerge. It is understood by the project sponsor/local jurisdiction that Metro and the Regional Flexible Fund program does not have any further financial commitment/responsibility beyond providing the amount awarded.
3. Project scopes will include what is written in their project application narrative and project refinements in response to comments. Project schedules and budget will include what is determined during the pre-implementation phase to take place after adoption of the 2028-2030 RFFA. Changes in project scopes, schedules, and budget must be requested and made in writing to the MTIP Project Manager utilizing the amendment procedures adopted in the MTIP (Please see 2024-2027 MTIP Administration section.) Changes in project scopes must be approved by Metro to ensure the original intent of the project is still being delivered.
4. All projects will follow the design approach and decision-making process as defined in the [Designing Livable Streets and Trails Guide](https://www.oregonmetro.gov/tools-partners/guides-and-tools/guidelines-designing-livable-streets-and-trails)<sup>1</sup> (Metro; 3<sup>rd</sup> edition; October 2019) and any updates in effect at the time a funding intergovernmental agreement is signed. Other street and trail design guidelines, including those developed by local jurisdictions, the National

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<sup>1</sup> <https://www.oregonmetro.gov/tools-partners/guides-and-tools/guidelines-designing-livable-streets-and-trails>

Association of City Transportation Officials, the Institute of Transportation Engineers, the Oregon Department of Transportation, the American Association of State Highway and Transportation Officials, and the Federal Highway Administration, may also be referred to as long as the design approach and decision making process used are consistent with Metro's guidelines.

5. All projects will update local network maps and provide relevant network data to Metro. Metro will provide guidelines on network data submissions upon request. Additionally, all bicycle and pedestrian projects will implement sufficient wayfinding signage consistent with Metro sign guidelines (Ex. [Metro's Intertwine Design Guidelines](#).)<sup>2</sup> and the Manual on Uniform Traffic Control Devices.
6. All projects with ITS elements will be consistent with National ITS Architecture and Standards and Final Rule (23 CFR Section 940) and Regional ITS Architecture. This includes completing a systems engineering process during project development to be documented through the systems engineering form and submitted to Metro for inventory purposes. For further guidance, consult [ODOT's ITS compliance checklist](#).<sup>3</sup>
7. All projects implementing Transportation System Management and Operations (TSMO) elements will provide information to Metro on the TSMO elements for inventory purposes. Metro will provide guidelines on how to provide TSMO data submissions.
8. All local jurisdiction/project sponsors shall acknowledge Metro as a funding partner. Acknowledgement will attribute credit to Metro on all project materials (print or electronic), such as reports, newsletters, booklets, brochures, web pages, and social media posts. Attribution on materials must read "Made possible with support from Metro." If marketing is done with audio only, spoken attribution language must be "This project is made possible with support from Metro." The local jurisdiction/sponsor delivering the project will include the Metro logo on all print ads, banners, flyers, posters, signage, and videos. Grantee will include the Metro logo on all marketing and advertising materials, both print and online (size permitting). Metro will provide partners with Metro logos and usage guidelines. Lastly, the local jurisdiction/project sponsor will extend invitations to Metro Councilors to attend events or engagements pertaining to the project.
9. All projects will carry out public involvement processes that meet federal Title VI and environmental justice requirements. As appropriate, local data and knowledge shall be used to supplement analysis and inform public involvement. Metro guidelines for public involvement can be found in the [Public Engagement Guide Appendix G: Local Engagement and Non-Discrimination Checklist](#).<sup>4</sup>
10. All projects will implement transportation demand management strategies/activities in conjunction with the delivery and opening of the project to enhance the success and performance of the project. Local jurisdiction/project sponsors must request and receive Metro approval to waive the requirement for transportation demand management activities.
11. All projects are expected to measure the progress and performance of the RFFA-funded project. Local jurisdictions/project sponsors will identify a set of indicators for data collection and pre-and post-project monitoring. Metro will provide input and feedback into

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<sup>2</sup> <https://www.oregonmetro.gov/sites/default/files/2018/01/05/2017-Intertwine-Trail-sign-guidelines.pdf>.

<sup>3</sup> <https://www.oregon.gov/odot/Maintenance/Documents/ITS-QualityPlan.pdf>

<sup>4</sup> [http://www.oregonmetro.gov/sites/default/files/final\\_draft\\_public\\_engagement\\_guide\\_112113.pdf](http://www.oregonmetro.gov/sites/default/files/final_draft_public_engagement_guide_112113.pdf)

the indicators and datasets, especially to help respond to regional transportation performance measures. Indicators can be determined during the pre-implementation phase of the project.

12. Non-Certified agencies receiving Regional Flexible Funds to deliver a project will be expected to work directly with a certified agency or ODOT to determine the administration and delivery of the project. Such agencies will comply with ODOT Local Agency Liaison (LAL) project pre-implementation requirements (e.g. completion of detailed scope of work, budget, project prospectus, etc.). The ODOT LAL requirements are expected to be in the proper format as part of the federal delivery process to facilitate MTIP & STIP programming, initiate development and execution of the Intergovernmental Agreement (IGA), and obligate and expend awarded federal funds for the project.

The awarded lead agency is required to complete or participate in the following project delivery & monitoring activities:

- Kick-off Meeting Coordination.
- MTIP/STIP programming to a realistic project delivery schedule that accounts for meeting funding obligation targets.
- Participate in project coordination meetings and reviews as called for and scheduled.
- Completing project pre-implementation (Pre-Preliminary Engineering or Planning phase obligation) actions and milestones to ensure project proceeds on schedule, including completing a project scoping document with a thorough scope, schedule and budget with milestones and deliverables.
- Complete and execute a project IGA in time to obligate funds as programmed
- Participation in Project Delivery Actions, including attending Project Development Team (PDT) review meetings, completing and submitting project Milestone Reports and Progress Updates, providing any performance measurement project data, providing project delivery status updates, and addressing questions raised by the Metro advisory committees.
- Providing project close-out/final reports and billings.

**Conditions applied to specific projects and programs:**

To be developed as part of the July 2025 committee materials.



# Engagement report

Public comments on proposed projects  
for Step 2 2028-30 Regional Flexible  
Funds.

May 2025



## **Metro respects civil rights**

Metro fully complies with Title VI of the Civil Rights Act of 1964 that requires that no person be excluded from the participation in, be denied the benefits of, or be otherwise subjected to discrimination on the basis of race, color or national origin under any program or activity for which Metro receives federal financial assistance.

Metro fully complies with Title II of the Americans with Disabilities Act and Section 504 of the Rehabilitation Act that requires that no otherwise qualified individual with a disability be excluded from the participation in, be denied the benefits of, or be subjected to discrimination solely by reason of their disability under any program or activity for which Metro receives federal financial assistance.

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 [oregonmetro.gov/civilrights](http://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 [trimet.org](http://trimet.org).

**Metro is the federally mandated metropolitan planning organization** designated by the governor to develop an overall transportation plan and to allocate federal funds for the region.

The Joint Policy Advisory Committee on Transportation (JPACT) is a 17-member committee that provides a forum for elected officials and representatives of agencies involved in transportation to evaluate transportation needs in the region and to make recommendations to the Metro Council. The established decision-making process 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. Together, JPACT and the Metro Council serve as the MPO board for the region in a unique partnership that requires joint action on all MPO decisions. This means JPACT approves MPO decisions and submits them to the Metro Council for adoption. The Metro Council will adopt the recommended action or refer it back to JPACT with a recommendation for amendment.

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

The preparation of this engagement 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.

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Appendix A: Notices and invitations to participate

Appendix B: Comments received, email

Appendix C: Comments received, mailed letters and phone calls

Appendix D: Public testimony

Appendix E: Comments received, online comment survey

Appendix F: 2028-2030 RFFA applicant community involvement application questions



## INTRODUCTION

Every three years, Metro leads a discussion among the region's residents, jurisdictional and public agency staff, and elected officials to select which transportation needs are to be funded with the region's allotment of federal transportation dollars, known as the Regional Flexible Funds Allocation (RFFA).

Regional Flexible Funds comprise of two federal grant programs:

- Surface Transportation Block Grant funds may be used for projects to preserve and improve conditions and performance on public roads, pedestrian and bicycle infrastructure, and transit capital projects.
- Congestion Mitigation/Air Quality Program funds may be used for surface transportation projects and other related efforts that reduce air pollution from transportation sources and provide congestion relief.

Metro is currently deciding how to invest federal funding available in the federal fiscal years 2028 through 2030. A portion of these funds – approximately \$42 million – is targeted towards local jurisdiction led improvements to streets and trails throughout the region through a competitive process. This targeted part is known as the Step 2 of the Regional Flexible Fund Allocation.

The estimated total funding to be allocated in this process is between \$150 - \$153 million. While this amount of regional funding is small relative to the scale of all the dollars spent on transportation in the region, the Regional Flexible Funds are eligible to be spent on a wide range of transportation system needs. As such, they are a critical part of fulfilling the vision, goals, and objectives of the 2023 Regional Transportation Plan (RTP).

From March 26th through April 30th, 2025, residents of the Portland metropolitan region were asked to provide comment on the 24 applications competing in the Step 2 Regional Flexible Fund Allocation process. These comments will help decide how an estimated \$42 million in Step 2 Regional Flexible Funds will be spent on projects that will help make the region's transportation system more equitable, safer, cleaner and more reliable.

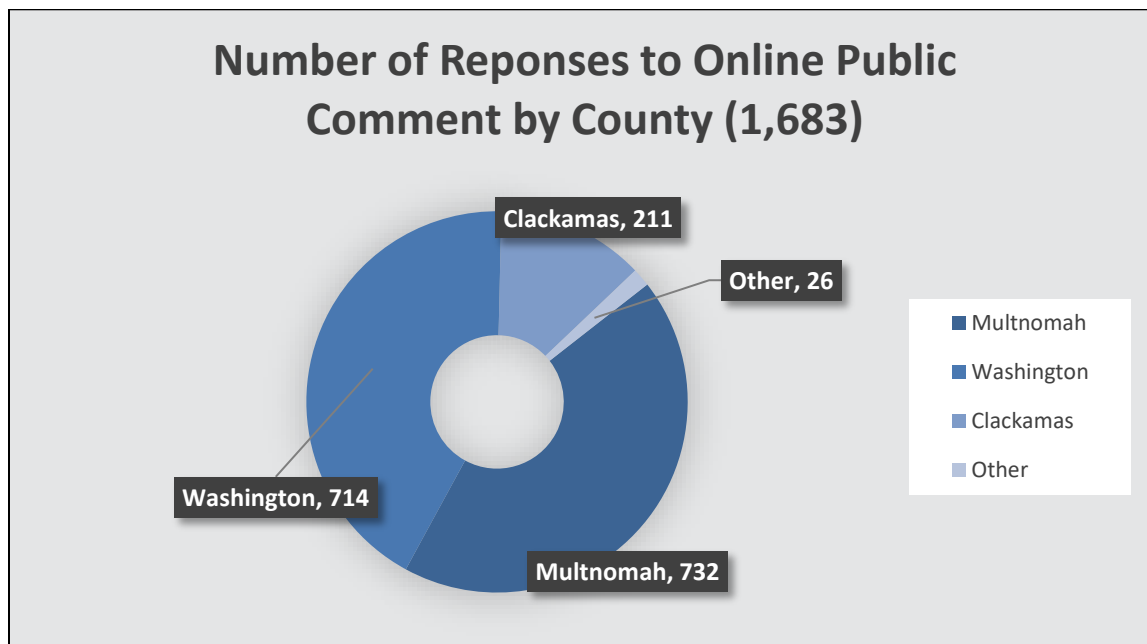
During this public comment period:

- Participants provided 1,683 project rating responses through an online interactive map and survey available in English and Spanish. One project rating response was submitted in Spanish. See Figure 1.

- Of the 1,683 participants, 332 provided responses on optional demographic questions.
- A JPACT public hearing was held on April 17, 2025.
  - 4 people testified through oral testimony, commenting on 3 projects, several of which were the same project.
  - 3 emailed testimonies were received, not including testimonies emailed by public agencies.
- 4 email comments, not including those emailed comments from public agencies, were received.
- No mailed letters or voicemail comments were received.

In addition, public comments were received via 2 emails, and 6 testimony (oral and written) from public agency partners.

**Fig. 1. Number of Responses to the Online Public Comment by County**



## NOTICE AND INVITATION TO PARTICIPATE

The notice and invitation to participate were distributed through several channels:

- Email to community involvement offices and community participation organizations\*

- An email to Metro’s transportation interested persons email list
- CORE members email\*
- Metro News (<https://www.oregonmetro.gov/news/public-notice-opportunity-comment-transportation-projects-submitted-2028-30-regional-flexible>)
- Metro News public hearing announcement (<https://www.oregonmetro.gov/news/public-hearing-notice-comment-2028-30-regional-flexible-funding-allocation-process-jpact>)
- Metro’s social media channels on Facebook and Instagram
- Oregon Trails Coalition email list
- Metro Parks & Nature Department hosted Quarterly Trails Forum announcements\*
- Email invitation to committee members and interested persons for the Metro Council, Joint Policy Advisory Committee on Transportation, Metro Policy Advisory Committee, Transportation Policy Alternatives Committee and Metro Technical Advisory Committee

See Appendix A: Notices and invitations to participate. Those denoted with \* are not included in Appendix A.

People were invited to learn about the projects via:

- The 2028-2030 Regional Flexible Funds web page ([oregonmetro.gov/rffa](https://www.oregonmetro.gov/rffa)), which featured the technical scoring results of the applications and project factsheets for the 24 proposed projects.
- An interactive public comment survey available in English and Spanish. The online public comment survey provided an introduction of the Step 2 allocation and see a map of the proposed projects. Each proposed project had a short summary available when selected. Participants were able to choose which projects they wanted to learn more about and then rate and comment on their projects of interest.

Comments were accepted through:

- the interactive comment survey, linked from the Metro website
- by email to [transportation@oregonmetro.gov](mailto:transportation@oregonmetro.gov) or [rffa@oregonmetro.gov](mailto:rffa@oregonmetro.gov)
- by letters to 600 NE Grand Ave., Portland, OR, 97232
- by phone at 503-797-1750 or TDD 503-797-1804

## Translation

The interactive public comment tool was translated into Spanish.

To increase the visibility of the public comment period, Metro posted on social media (Facebook and Instagram) in Spanish and English. The posts reached a total of 2,686 people and garnered 59 link clicks and interactions. The social media posts are included in Appendix A: Notices and invitations to participate.

Of the total public comment survey participants, one person participated in the Spanish survey.

## COMMENTS

From March 26th through April 30th, 2025, residents of the Portland metropolitan region were asked to comment on the 24 candidate projects competing for the estimated \$42 million in Step 2 Regional Flexible Funds available.

Metro received:

- Participants provided 1,683 project rating responses through an interactive comment map available in English and Spanish. There was one response in Spanish.
- 4 email comments, not including public agencies, were received.
  - 1 provided general, non-project specific comments and 3 provided project specific comments. The majority were concerned and 1 was supportive.
- No phone calls, voicemails or post was received.

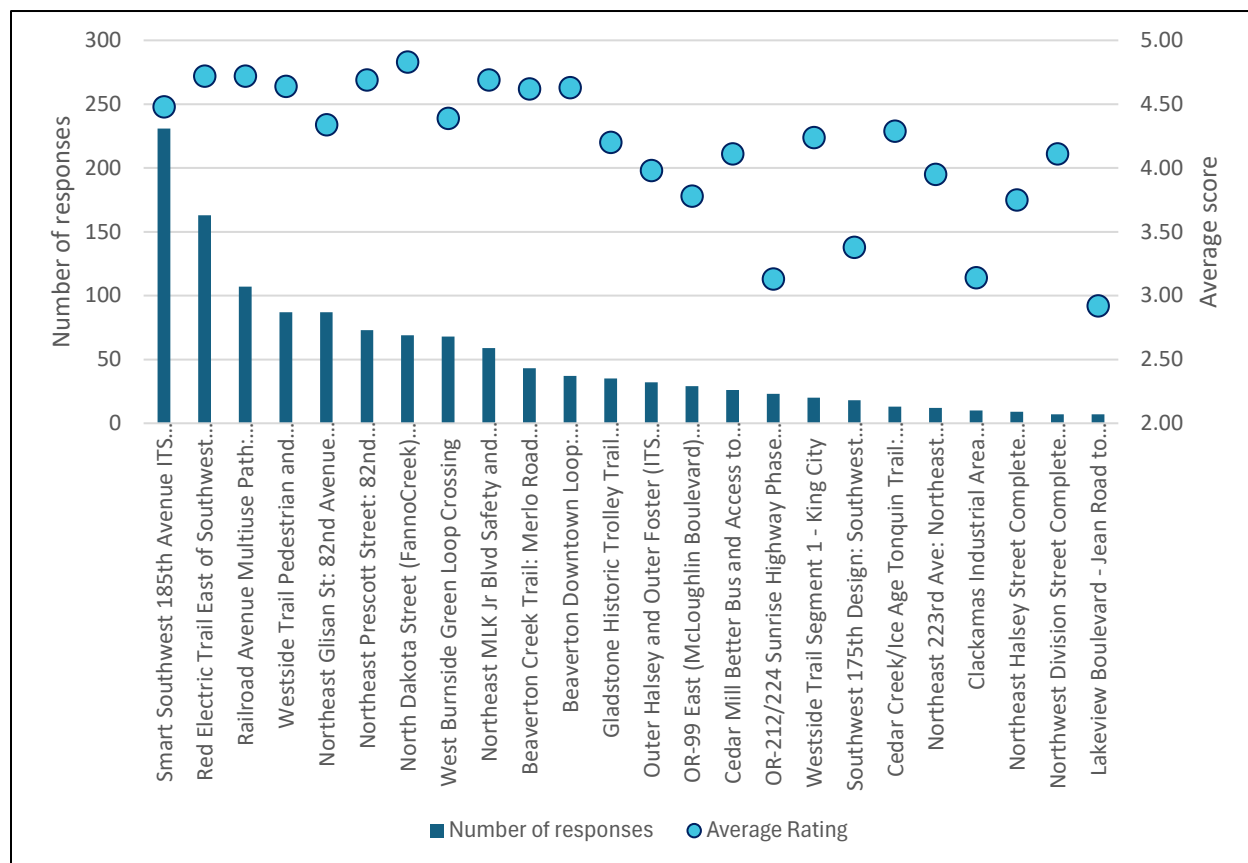
For the full text of these comments, see Appendices B through E.

### Summary of Project Comments

The online tool asked participants to rate any number of the 24 projects on a scale of one to five, with five being “highly supportive” and one being “lesser support.” Participants were also given the option to provide additional written comments on the projects. Of the respondents who rated projects, 75.1% took the extra time to provide written comments. Those written comments are included in Appendix E. In total, Metro received 1,683 project rating responses through the online survey and 1,265 in online written comments.

Across all projects, the average rating is 4.15 with 85% of the project rating responses receiving a four (4) or a five (5). Figure 2 outlines the number of responses and the average score for each of the individual projects.

**Figure. 2: Number of Project Rating Responses with Average Rating Score**  
*Ordered from highest to lowest by the number of project ratings received*



Overall, almost all the comments people provided through the online survey, emails, and letters supported specific projects. That said, 14.6% of the project rating responses gave a score of three (3) or less, indicating neutral to lesser support for a project.

Among the supportive written comments Metro received across the Step 2 applications, the common themes to emerge include:

- The impact of the project on transportation safety for all users, but with a particular focus on pedestrians;
- The impact of the project on making more seamless connections for people traveling to and from places regardless the form of travel taken.

Among the concerned comments received across the Step 2 applications, the common theme to emerge include:

- The concern of prioritizing specific types of projects or using public funds on certain types of projects over other competing transportation needs.

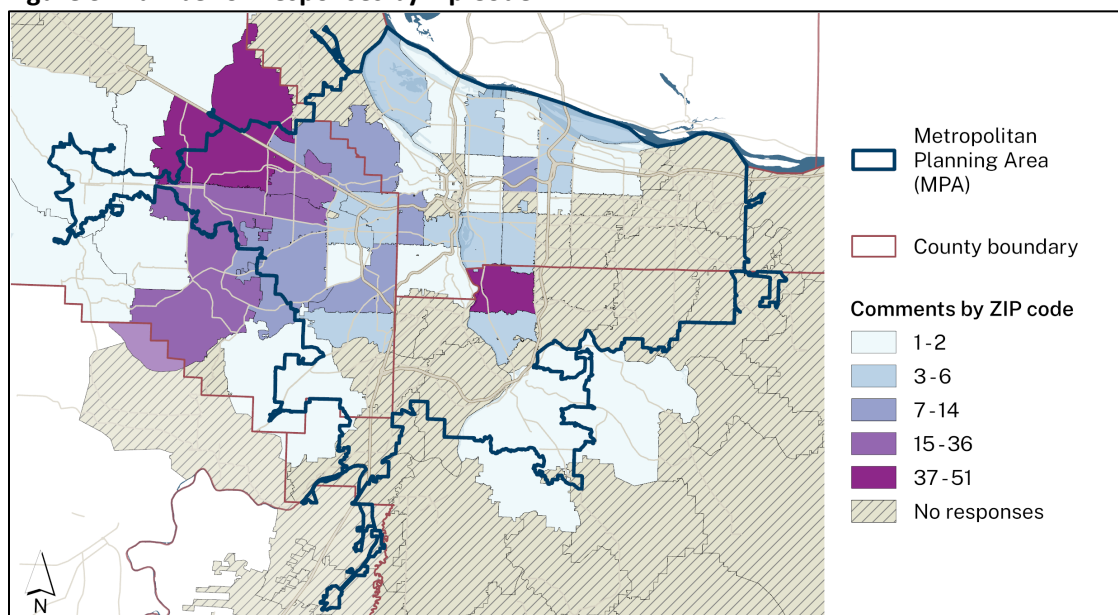
## ONLINE TOOL PARTICIPANTS

People who responded using the online public comment survey were asked to respond to demographic questions that help Metro and others looking at the public comment results determine whether we heard from a representative group of people reflecting the region’s diverse communities and broad range of experiences. The questions are optional for the online public comment survey participants.

There is typically an opt-in bias that occurs with online engagement opportunities like this one. This often results in an over-representation of people who have the time, comfort and access to participate. Participation skews toward higher income people who speak English and have a level of trust in governments. Groups that are underrepresented in respondent information by four (4) percent or more are indicated **in red**. Demographic comparisons are from demographic data from the U.S. Census Bureau American Community Survey (ACS) 5-year estimates and the 2020 Decennial Census for the Portland metropolitan region.

In total 332 participants responded to the optional the demographic questions. This is less than 20% response rate compared to the total 1,683 project rating responses received in the online public comment survey. The participants who opted-in shared 40 different zip codes as their residence as shown in Figure 3.

**Figure 3. Number of Responses by Zip Code**



**Table 1. Income (327 respondents)**

Annual household income	Survey Percent	ACS 2016-2020
Less than \$10,000	1%	
\$10,000 to \$19,999	1%	5%
\$20,000 to \$29,999	1%	6%
\$30,000 to \$39,999	2%	7%
\$40,000 to \$49,999	3%	14%
\$50,000 to \$74,999	11%	17%
\$75,000 to \$99,999	16%	13%
\$100,000 to \$149,999	21%	19%
\$150,000 or more	26%	20%
Don't know/prefer not to answer	18%	--

**Table 2. Gender (327 respondents)**

Gender	Survey Percent**
Woman	51%
Man	38%
A gender not listed here	1%
Prefer not to answer	10%

\*\* ACS 2016-2020 asks about sex, not gender

**Table 3. Race/ethnic identity (326 respondents)**

Racial or ethnic identity	Survey Percent*	2020 census
American Indian/Native American or Alaska Native	1%	3%
Asian or Asian American	6%	11%
Black or African American	3%	5%
Hispanic, Latino or Spanish origin	6%	14%
Native Hawaiian, or other Pacific Islander	1%	1%
White	76%	66%
An ethnicity not included above	2%	--
Prefer not to answer	13%	--

\* Participants could select as many race/ethnicity identities as applicable. Therefore, the total is greater than 100%.

**Table 4. Age (329 respondents)**

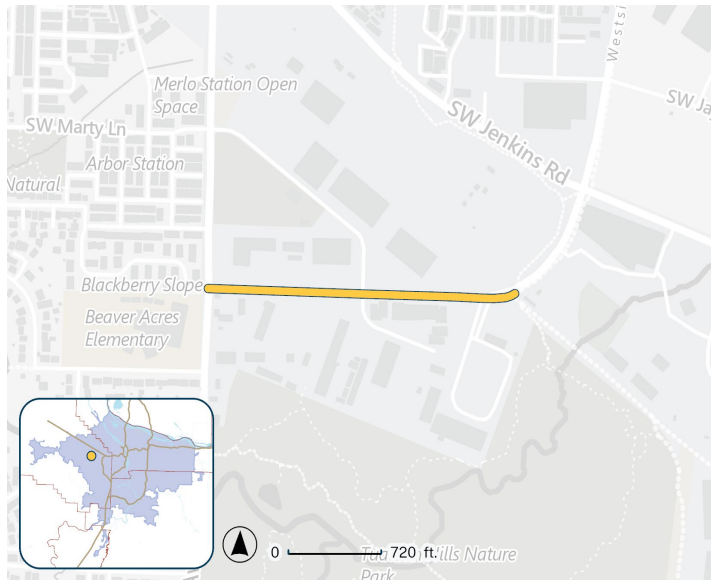
<b>Age</b>	<b>Survey Percent*</b>
18-24	2%
25-34	14%
35-44	25%
45-54	19%
55-64	12%
65-74	15%
75+	6%
Prefer not to answer	7%

**Table 5. Disability (328 respondents)**

	<b>Survey Percent*</b>
Yes	17%
No	72%
Prefer not to answer	11%

## PROJECT APPLICATION PUBLIC COMMENT PROFILES

### Beaverton Creek Trail: Merlo Road Improvements | Washington County | \$6,640,700



The comments were mostly positive, emphasizing the community benefits of pedestrian and bicycle safety improvements.

“This link between Trimet, Waterhouse Trail and the alternative high school, as well as the developing areas west of 170th Ave, have generated more demand for active transportation in this area.”

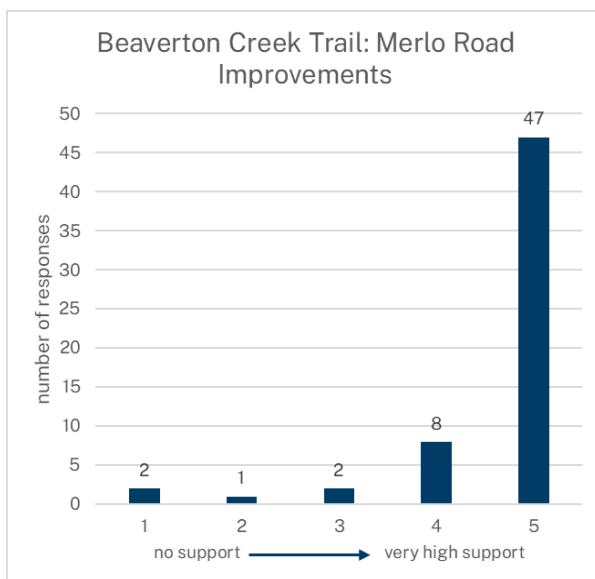
“Merlo Station...has a lot of students who take transit, including young parents with their children. Anything we can do to make this road safer for them is a plus.”

Number of letter, email and voice mail comments: 0

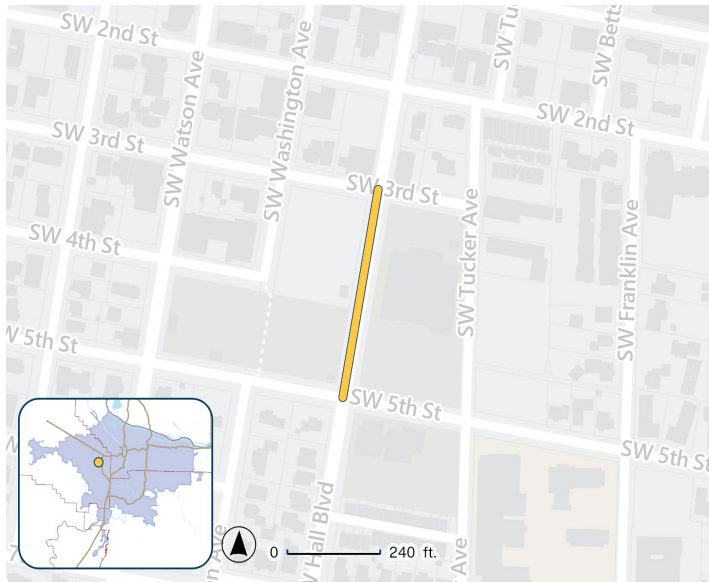
Total number of project rating responses: 60

Average project rating: 4.6

Number of online survey written comments: 43



**Beaverton Downtown Loop: Southwest Hall Boulevard – 3rd Street to 5th Street | Beaverton | \$4,649,687**

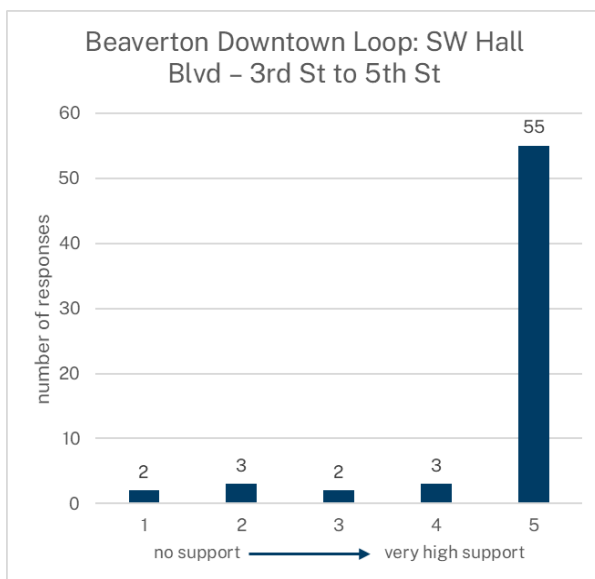


Number of letter, email and voice mail comments: 0

Total number of project rating responses: 65

Average project rating: 4.6

Number of online survey written comments: 37

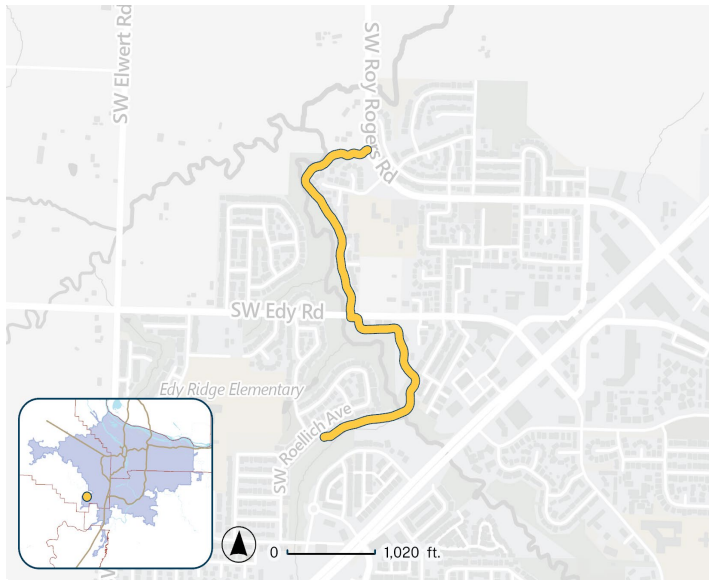


Comments were mostly supportive. Commenters appreciated the safety, accessibility and economic benefits, with some concern over project cost and how to implement it.

“This starting project will help be a demonstration and a catalyst for what we can do to improve our downtowns into places that everyone can feel safe, not only those on cars.”

“I think this could be one of the most important, impactful projects on this list to demonstrate our regional shift away from prioritizing cars in our downtown areas. This could be an example of what's possible for others to follow.”

## Cedar Creek/Ice Age Tonquin Trail: Roy Rogers - OR-99 West | Sherwood | \$8,860,030

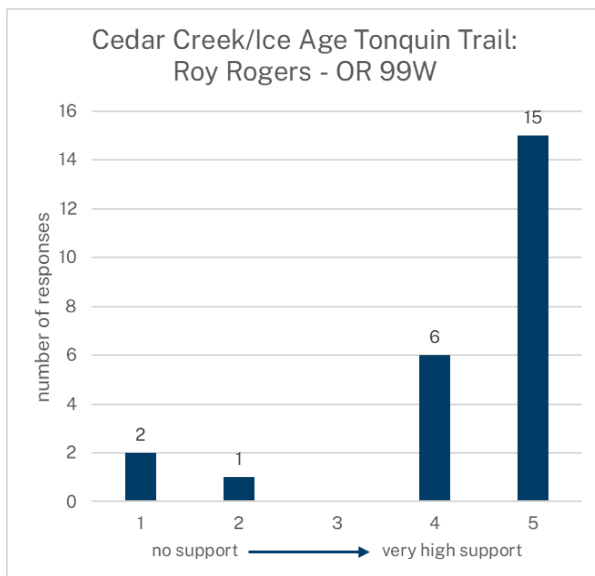


Number of letter, email and voice mail comments: 0

Total number of project rating responses: 24

Average project rating: 4.3

Number of online survey written comments: 13



Comments were mostly positive, noting enhanced safety for pedestrians and cyclists. There is concern around the cost of the project.

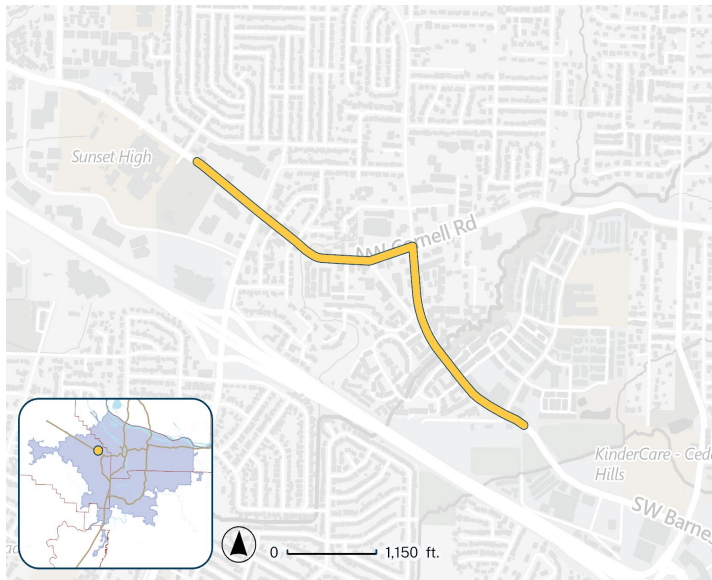
“What makes THIS project GREAT is that it connects with two other off road trails, lengthening the opportunity for people to really get out and walk a good distance off road.”

“How does a walking path cost \$9m? Is that really good use of Tax Payer funds?”

“It will connect neighborhoods via now missing walking and biking paths and allow kids to take bikes to school.”

“Nice to have but more pressing problems to solve/alleviate.”

## Cedar Mill Better Bus and Access to Transit Enhancements | Washington County | \$5,252,300

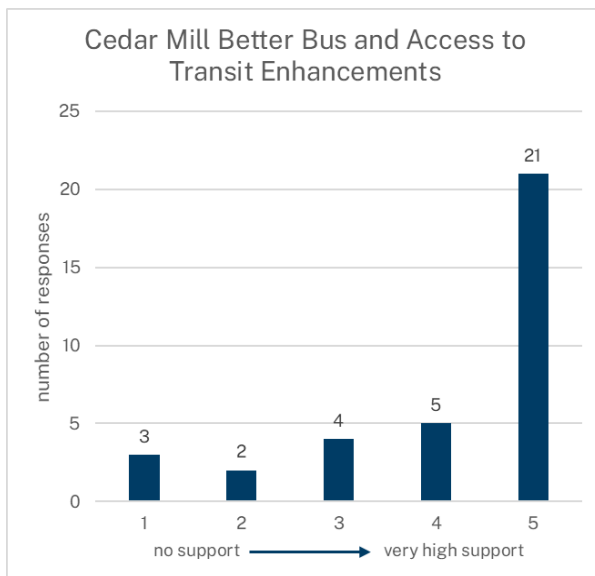


Number of letter, email and voice mail comments: 1

Total number of project rating responses: 35

Average project rating: 4.1

Number of online survey written comments: 26

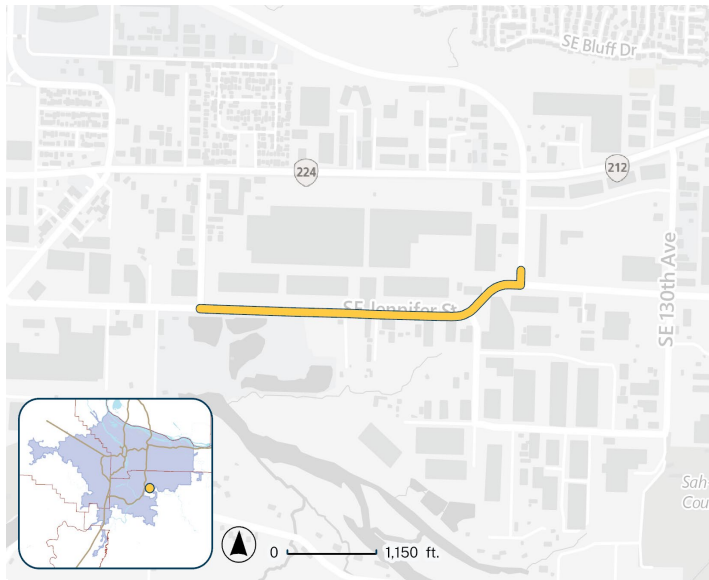


Comments were mostly positive, noting the need for improved transit infrastructure and improvements in public transit service. There were concerns about traffic and congestion for all modes.

“This would be great for folks along this corridor, which is dense for mostly single family homes with a good mix of retail and restaurants that are walkable on the path.”

“I grew up taking the bus to the Cedar Mill library, and I know first hand how much the delays can impact the bus lines there. I also think it's key that we maintain the neighborhood center feel of Cedar Mill...This solution of using tools within the space that we already have is the most sensible solution.

## Clackamas Industrial Area Improvements: Southeast Jennifer Street Multi-use Path | Clackamas County | \$7,228,290

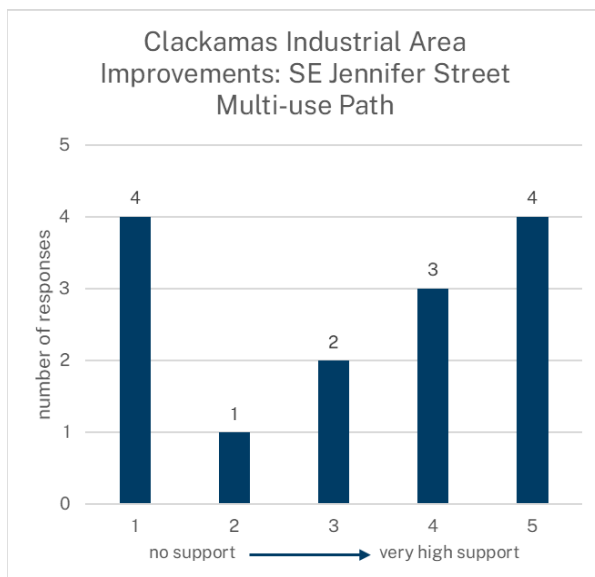


Number of letter, email and voice mail comments: 0

Total number of project rating responses: 14

Average project rating: 3.14

Number of online survey written comments: 10



Comments were mixed with concerns of project prioritization and a lack of connectivity to the proposed infrastructure.

“I do think it has some merit in that it supports the Veterans' Village and Clackamas Village transitional housing. “

“There are many workers in the area who are forced to walk in the street with semis. This important connection will increase safety.”

“The county should focus its transportation funding on existing population centers...rather than directing resources toward unincorporated areas that encourage further sprawl. Prioritizing urban infrastructure benefits more residents and supports sustainable growth.”

## Gladstone Historic Trolley Trail Bridge Construction | Gladstone | \$8,721,932

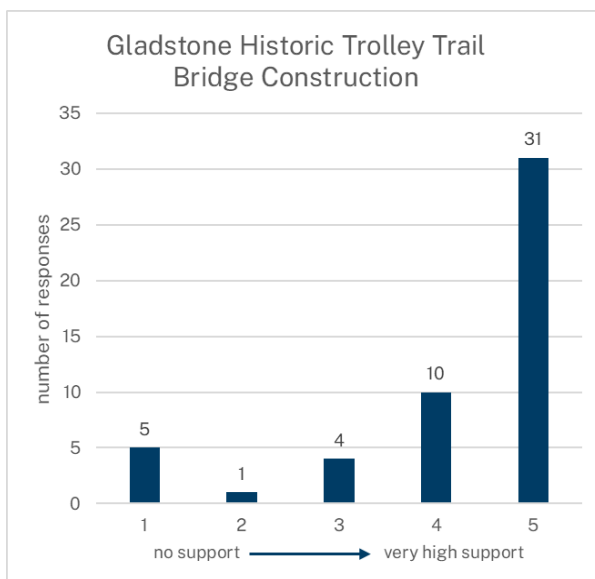


Number of letter, email and voice mail comments: 0

Total number of project rating responses: 51

Average project rating: 4.2

Number of online survey written comments: 35



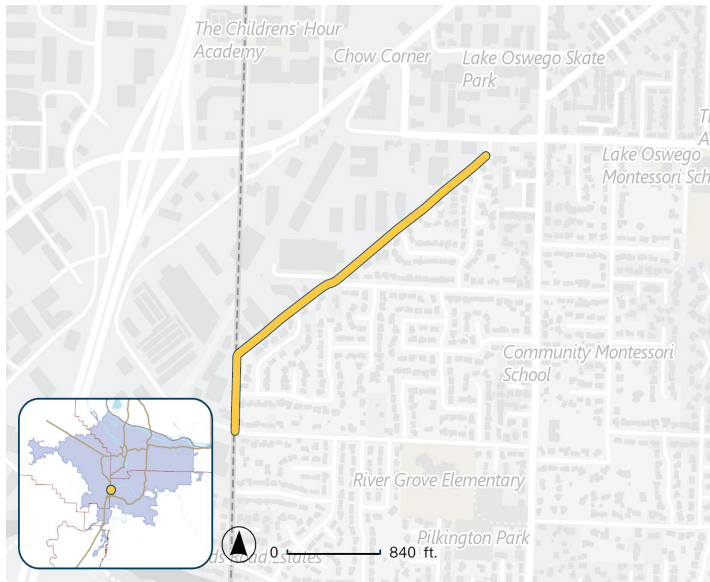
Comments were mostly positive expressing excitement at the historic connection. Concerns were primarily related to project prioritization.

“I would appreciate this bridge as a local resident, but I'm not certain how necessary it is given that there is another bike/ped bridge a few blocks away.”

“This bridge would allow Gladstone residents to easily come and use them. It would make the area more connected and help to make individuals more healthy by increasing walking loop options. I do believe good walking loops would bring visitors from elsewhere in the metro area, and it would be a positive addition for all.”

“I see it as a missing link; I have walked and biked the trails nearby many times on both sides of the river, from Milwaukie to Oregon City and this would really be a valuable link.”

## Lakeview Boulevard - Jean Road to McEwan Road | Lake Oswego | \$983,000

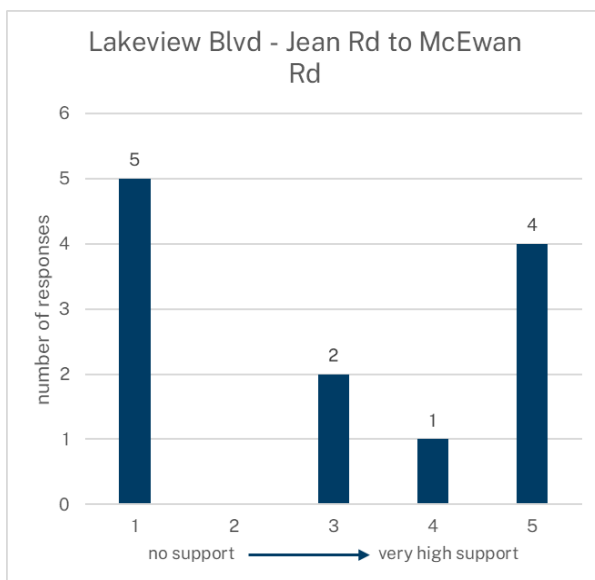


Number of letter, email and voice mail comments: 0

Total number of project rating responses: 12

Average project rating: 2.92

Number of online survey written comments: 7



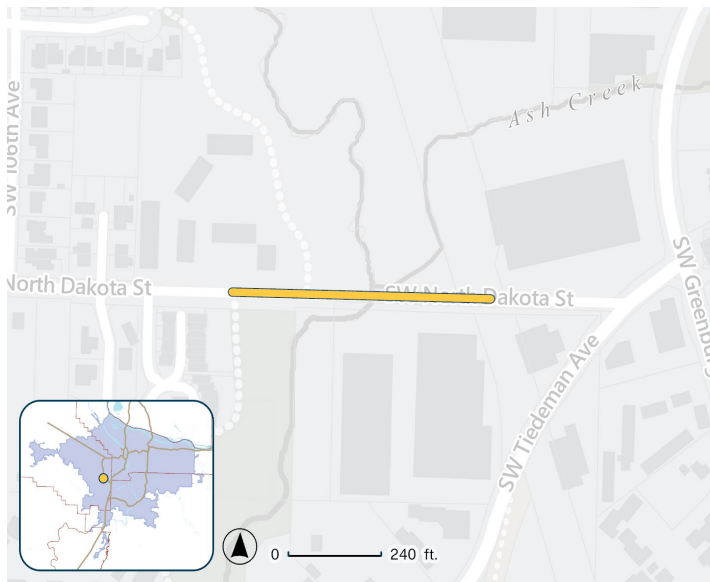
Sentiment was mixed. The benefits of the project were acknowledged with concern about project prioritization.

“This is an important project for students getting to LO's largest new elementary school that does not have safe bike or walk areas.”

“This is a small street with an easily accessible parallel route. Traffic calming and shared facilities would be much better than expanding the roadway”

“Deliver a cycle track or a bike/ped trail adjacent to the project. Road widening by itself is a horrible waste of funds.”

## North Dakota Street (FannoCreek) Bridge Replacement | Tigard | \$8,000,000

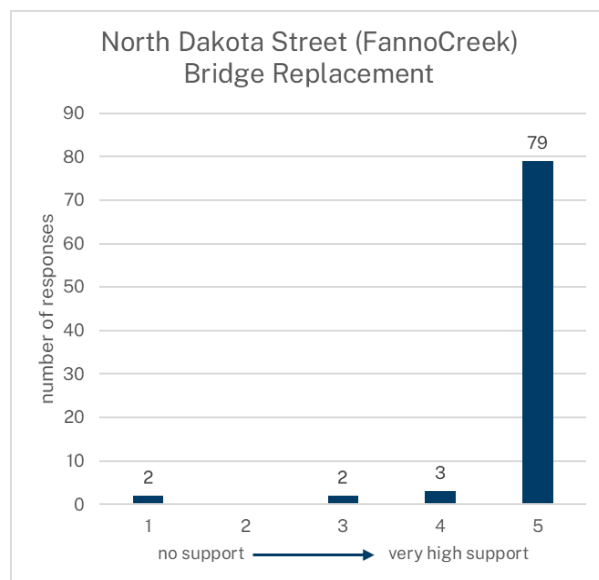


Number of letter, email and voice mail comments: 0

Total number of project rating responses: 89

Average project rating: 4.8

Number of online survey written comments: 69

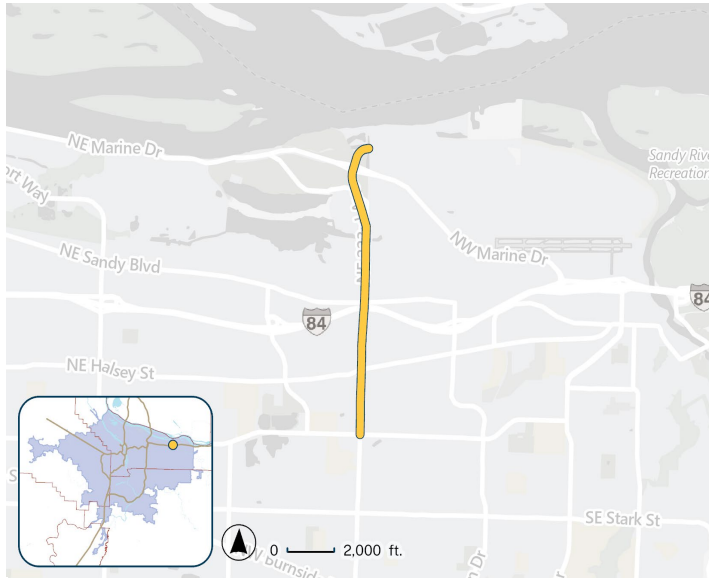


Comments are overwhelmingly supportive, emphasizing the heavy use of this narrow bridge. Safety for commuters for all modes was a theme.

“Replacement of this bridge is of utmost importance to continue to support appropriate efficiency of travel and appropriate traffic flow. If the bridge is not replaced, it will create traffic bottlenecks; over congestion in some parts of the city, and longer travel times for all. Please place high priority on this project to promote continued livability in our community.”

“The Fanno Creek trail is a major foot traffic arterial that crosses this road, near the bridge. The wetland, creek and Tualatin River will benefit greatly from an improved crossing, drainage and water management.”

## Northeast 223rd Ave: Northeast Glisan to Northeast Marine Drive Safety Corridor Planning | Multnomah County | \$897,300

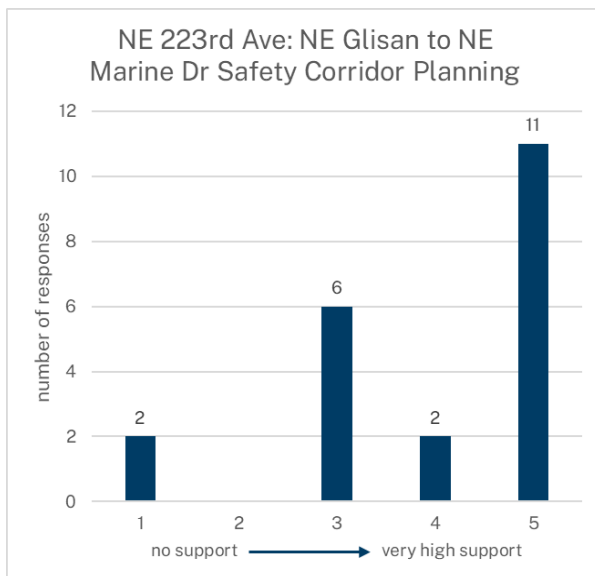


Number of letter, email and voice mail comments: 0

Total number of project rating responses: 21

Number of online survey written comments: 12

Average project rating: 4.0



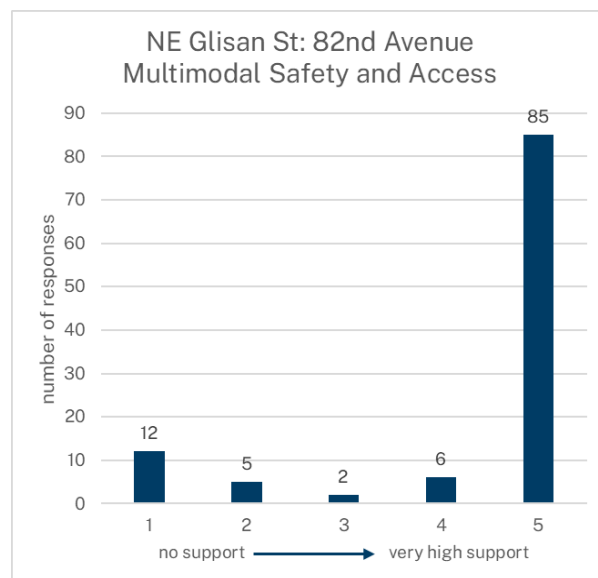
Comments were mostly supportive and overwhelmingly focused on safety for bicyclists and pedestrians.

“223rd desperately needs safety improvements with lack of sidewalks or adequate bike lanes in many areas. This road is primary access to both Blue Lake Park and Chinook Landing boat launch as well as the Marine Drive bike path.”

“I lead a group bike ride on this section monthly and it's the scariest part of our day. Wider bike lanes/shoulders, bike signage would help.”

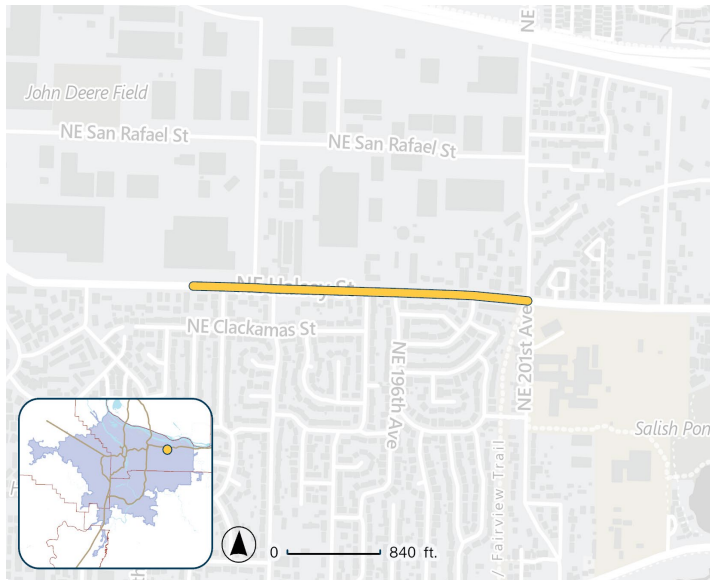
“People are having to walk in the road! Please fund this project.”

Number of online survey written comments: 87



“No one uses the existing bike infrastructure on Halsey, so continuing to waste money on additionally pointless ‘investments’ makes no sense.”

## Northeast Halsey Street Complete Street: 192nd Avenue - 201st Avenue | Gresham | \$9,420,793

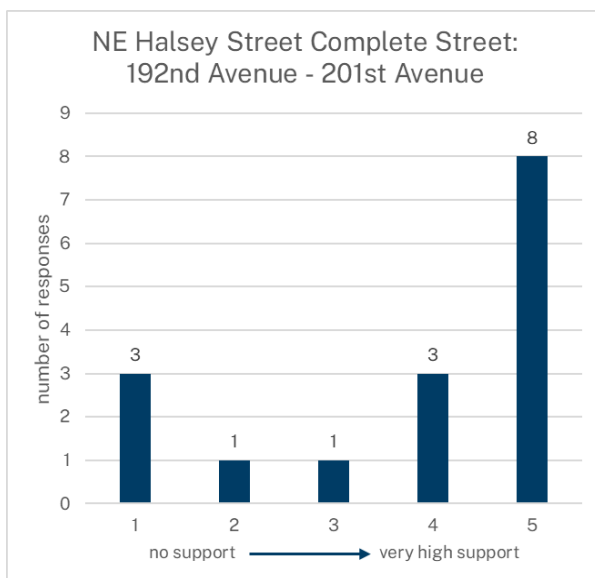


Number of letter, email and voice mail comments: 0

Total number of project rating responses: 16

Average project rating: 3.8

Number of online survey written comments: 9



Comment sentiment was mixed, the need for bicycle and pedestrian safety was affirmed, with concerns highlighting project prioritization and distance from town.

“This road desperately needs protection for bikes and pedestrians. Please fund this project.”

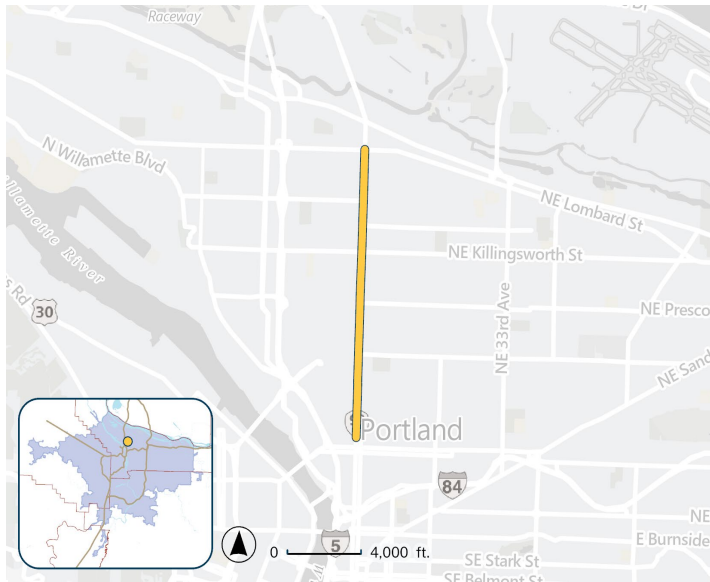
“This is a massive amount of money for a small amount of impact. There is not good connectivity in this area so what is the point of all this work?”

“This is a great project as this part of Halsey has needed improvements for quite a while. The proposed solution is a great fit for what is needed here.”

“I am so tired of seeing so much money spent on bike lanes that are not used.”

“Why sidewalks so far out from town, when there are lots of places with no sidewalks closer in?”

## Northeast MLK Jr Blvd Safety and Access to Transit | Portland BOT | \$4,879,517

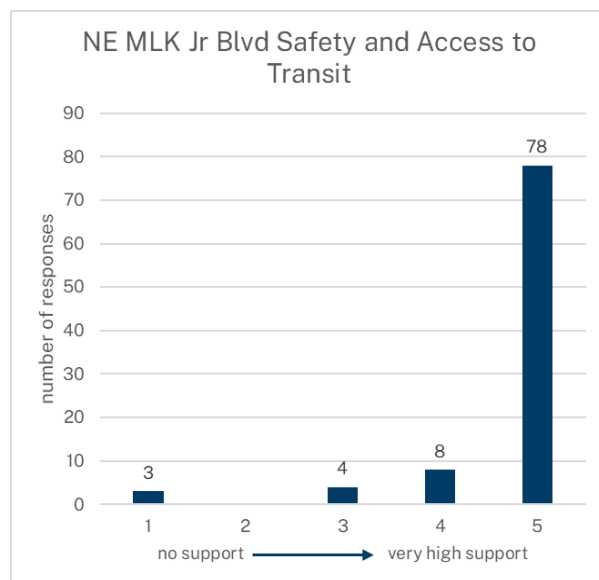


Number of letter, email and voice mail comments: 0

Total number of project rating responses: 93

Average project rating: 4.7

Number of online survey written comments: 59

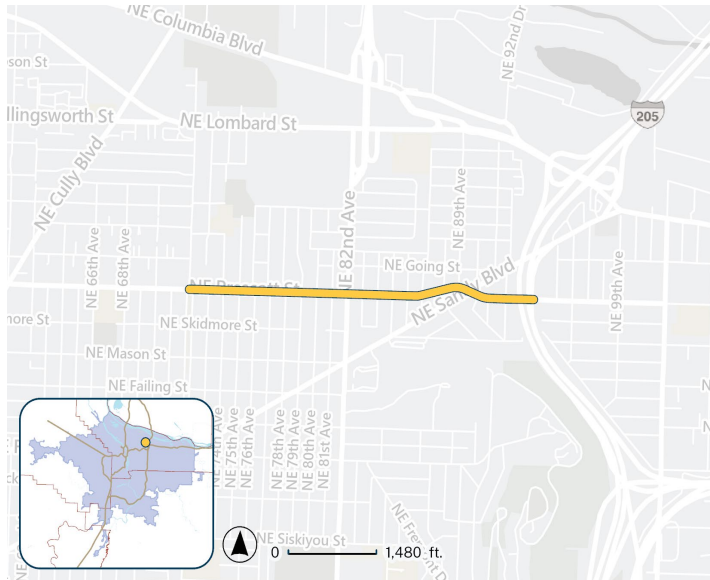


The majority of comments were supportive. Comments frequently touched on the need for safer crossing and reduced vehicle speeds.

“I know this project came out of partnership with the Soul District and it has been long wanted by the Black community. Please fund this so it's easier to walk across MLK and access local businesses.”

“I live on a block right off MLK Jr. and often drive, bike, and walk down this corridor. With the proposed improvements, I would be much more inclined to walk and bike over choosing my car to go get food at the food carts, pick up my medication at the Walgreens, and even walk over to go volunteer at the Oregon Humane Society.”

## Northeast Prescott Street: 82nd Avenue Multimodal Safety and Access | Portland BOT | \$7,577,698

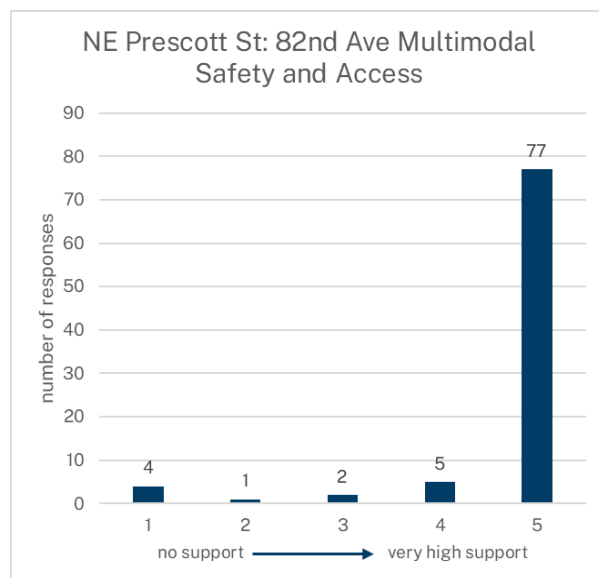


Number of letter, email and voice mail comments: 0

Total number of project rating responses: 89

Average project rating: 4.7

Number of online survey written comments: 73

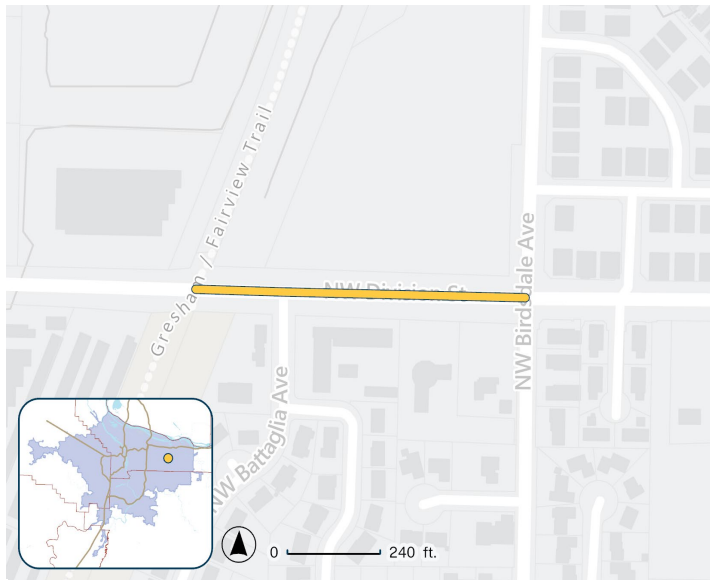


The majority of comments were positive, emphasizing bicycle safety, traffic calming, connectivity and the need for sidewalk infill.

“The 82nd project has been through very extensive community engagement with formal groups and engaged community organizations and I think a lot of folks have been able to weigh in so these are well considered changes.”

“Prescott is one of the few ways for cyclists to cross 205, and one of only three that is not a High Crash Corridor. It’s the only way to traverse 205 north of Rocky Butte. It’s also one of the few ways for people to access Gateway Green. These upgrades will improve the safety of this route. If we’re serious about climate change we need to make it safer for everyone to traverse across 205”

## Northwest Division Street Complete Street: Gresham-Fairview Trail - Birdsdale Avenue | Gresham | \$4,067,496

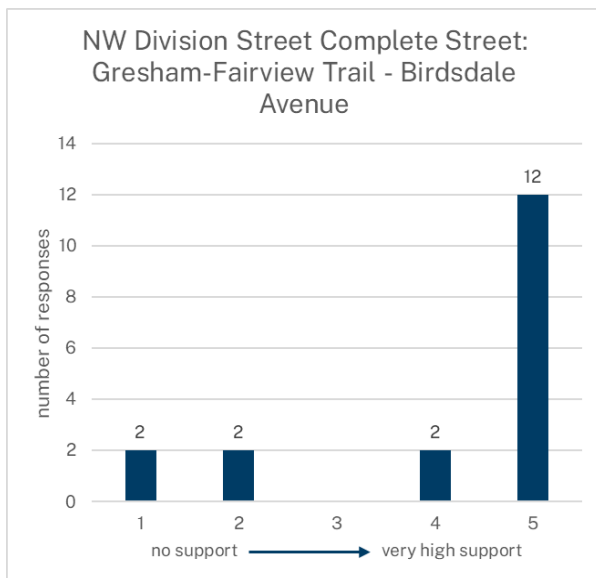


Number of letter, email and voice mail comments: 0

Total number of project rating responses: 18

Average project rating: 4.1

Number of online survey written comments: 7



Comment sentiment was mixed, with a focus on improving safety for pedestrians and bicyclists.

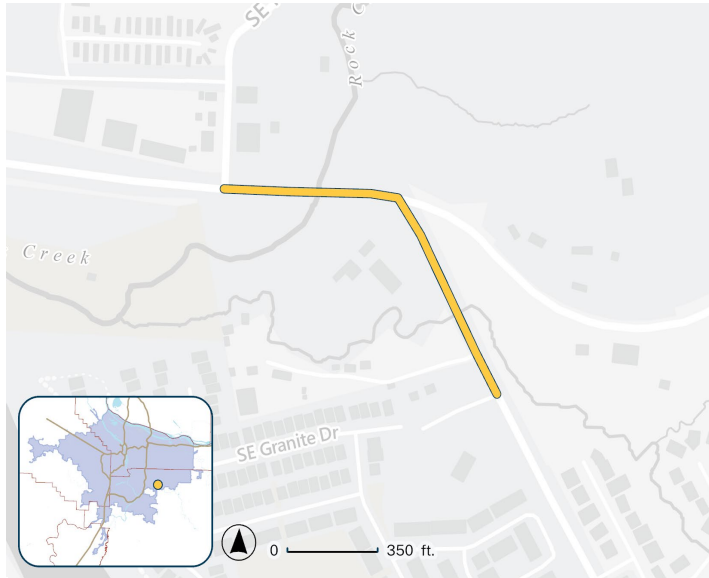
“Fully in support of sidewalks, completely against adding bike lanes. Division is a heavily travelled road and cyclists should be discouraged from traveling down this highly congested area.”

“Makes life safer for those outside of a car, makes our planet healthier, makes our communities more economically resilient.”

“This seems like an easy win. Let's help pedestrians and cyclists make their way down NW Division Street off the Fairview Trail. Very cool.”

“I ride the Fairview-Gresham trail occasionally. The utility of this improvement is not clear to me.”

## OR-212/224 Sunrise Highway Phase 2: Bike/Pedestrian Facilities and Interchange Improvements (CON) | Happy Valley | \$12,026,120

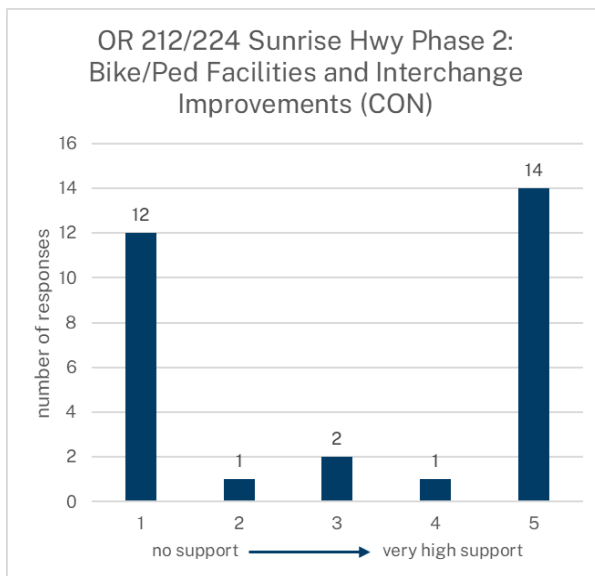


Number of letter, email and voice mail comments: 0

Total number of project rating responses: 30

Average project rating: 3.13

Number of online survey written comments: 23



Comments were mixed in sentiment, with many concerns about prioritization and alignment with regional goals.

“The county should not be prioritizing transportation funding in unincorporated areas.”

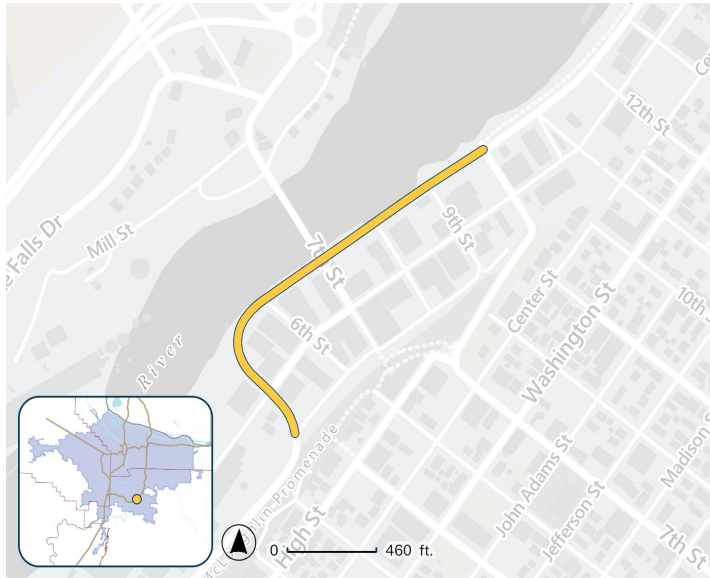
“Very dangerous intersection that is car-centric...very helpful for the thousands of residents in the area. It's the only connection between the commercial area and the many neighborhoods to the south of the intersection”

“Please do not fund this project that is part of a larger freeway/expressway project that is contrary to so many regional policy goals”

“It's regionally significant as it is the primary East-West route through northern Clackamas County. The people living in this community deserve to be safe and separated from commuter traffic.”

“More lanes for cars? No thank you.”

**OR-99 East (McLoughlin Boulevard) 10th Street to tumwata village: Shared-Use Path and Streetscape Enhancements Project Development | Oregon City | \$3,832,341**

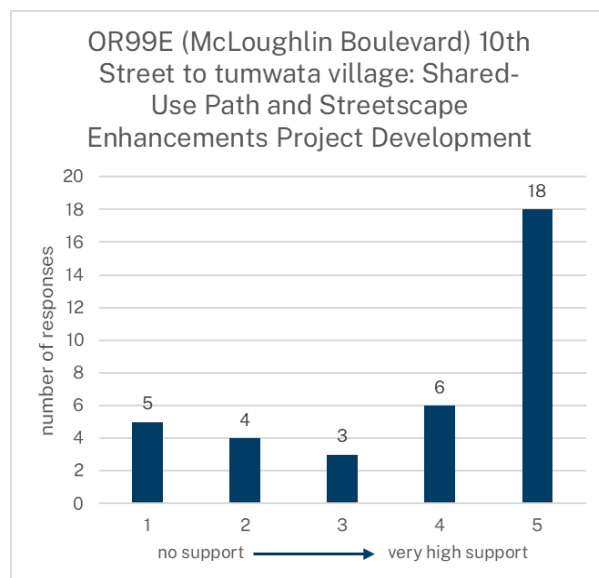


Number of letter, email and voice mail comments: 0

Total number of project rating responses: 36

Average project rating: 3.78

Number of online survey written comments: 29

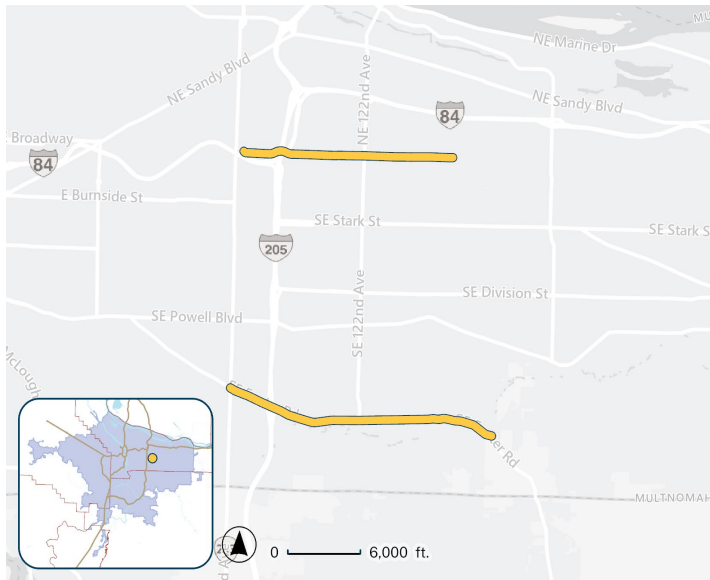


Comments were mostly positive, noting safety, economic significance and benefit to tribes. There was some concern about impact on the environment.

“Could be a great draw for the community in addition to provide respectful and fitting integration for local tribes: i.e. Improved fishing access, tourism.”

“Oregon City 99E Enhancements and Trails is an interesting concept but it has not addressed the issues of a loss of a riverside forest or serious impacts to that forest. Oregon City has no riverside forest on the Willamette and this is the only heavily vegetated area that has emerged over the last 100 years. The forest is inhabited by American Bald Eagles and Osprey nests and numerous Great Horned Owl nests over its 2000 ft length area.”

## Outer Halsey and Outer Foster (ITS Signal Improvements) | Portland BOT | \$4,416,999

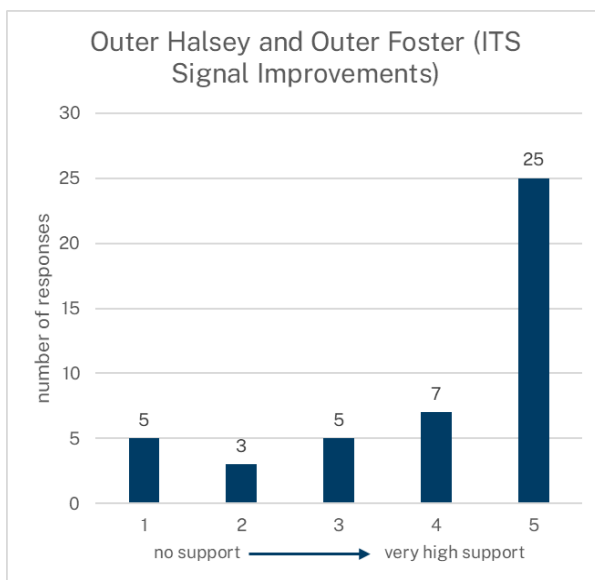


Number of letter, email and voice mail comments: 0

Total number of project rating responses: 45

Average project rating: 4

Number of online survey written comments: 32



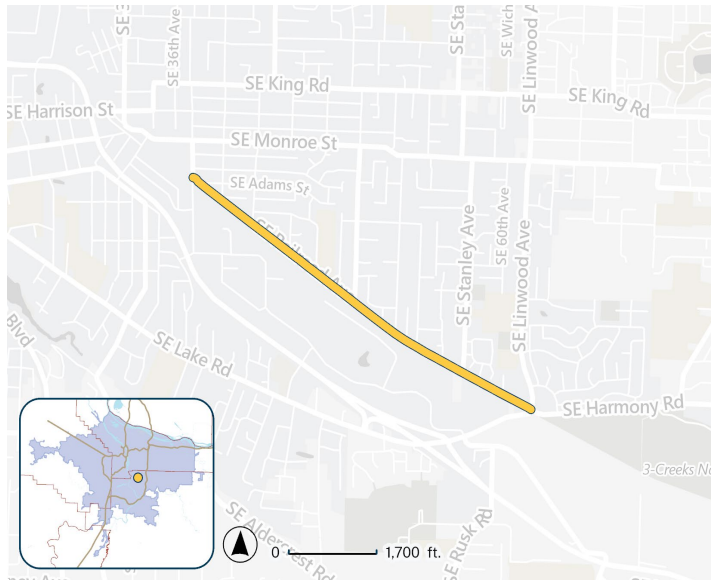
Comments are mostly positive, the need for traffic management in order to enhance pedestrian safety and support transit is clear.

“Coupled with the Glisan through street, I think this will open up opportunity east of 205 and allow for more pedestrian traffic to move towards the greenlines and Mall 205.”

“I feel very concerned for my safety when walking, driving or biking around SE. There are many confusing intersections, and blind turns.”

“The Lents Town Center Monument is actually broken because cars keep hitting it. On SE Foster and SE 92nd, you can still see the crumbling building where a Tesla crashed into the building. Refuge Coffee House on SE Foster is missing a window because someone crashed into the building.”

**Railroad Avenue Multiuse Path: 37th Avenue to Linwood Avenue | Milwaukie | \$2,707,217**

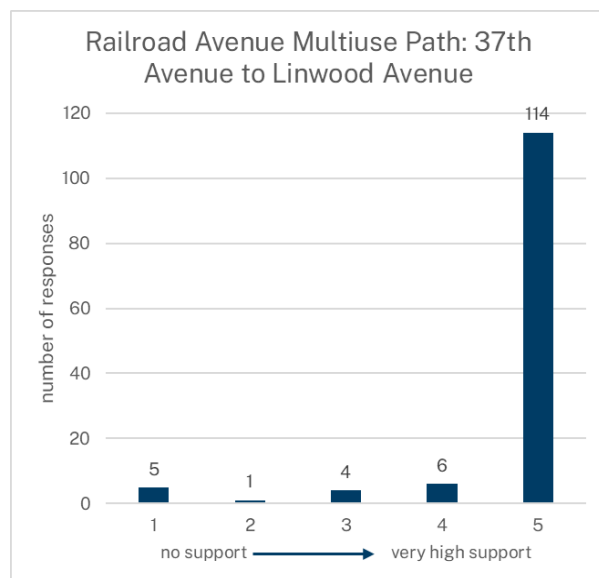


Number of letter, email and voice mail comments: 0

Total number of project rating responses: 130

Average project rating: 4.7

Number of online survey written comments: 107

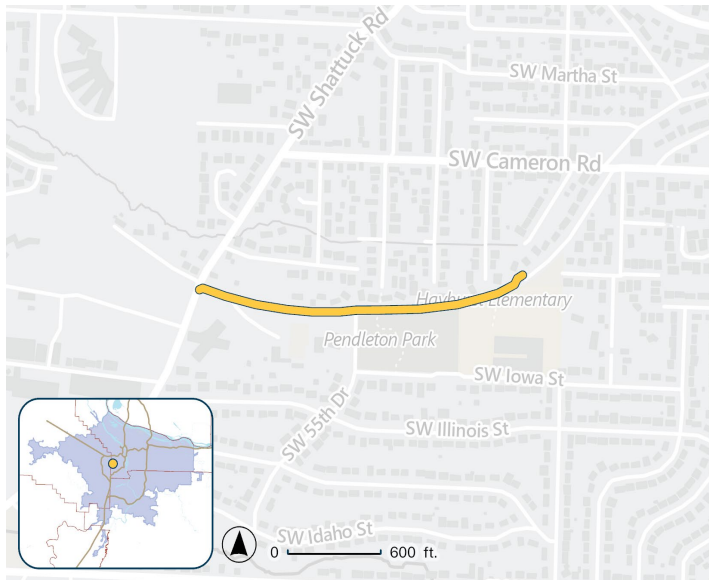


The majority of comments are supportive and enthusiastic about improving connectivity. Concerns were about further delaying traffic as well as the project cost.

“Right now getting to CCC's Harmony Campus and the N. Clackamas Aquatic Center is either dangerous or extremely meandering. These are important parts of our community that are currently really hard to access except via car! Adding a multiuse path will make a huge difference and make those spaces much more accessible”

“It is no secret that the intersection of Harmony, Linwood, and Railroad is extremely heavily used. The railroad crossing adds further delays for traffic. Adding the path would be unsafe and would add additional, unnecessary delays for motorists.”

## Red Electric Trail East of Southwest Shattuck Road | Portland Parks | \$3,938,250

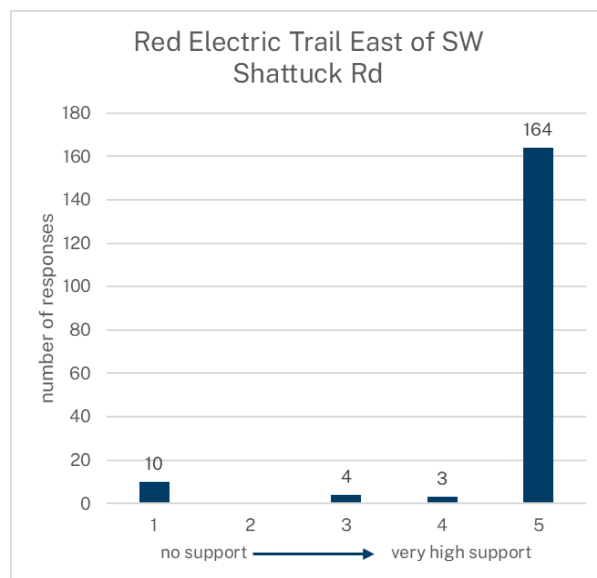


Number of letter, email and voice mail comments: 1

Total number of project rating responses: 181

Average project rating: 4.7

Number of online survey written comments: 163



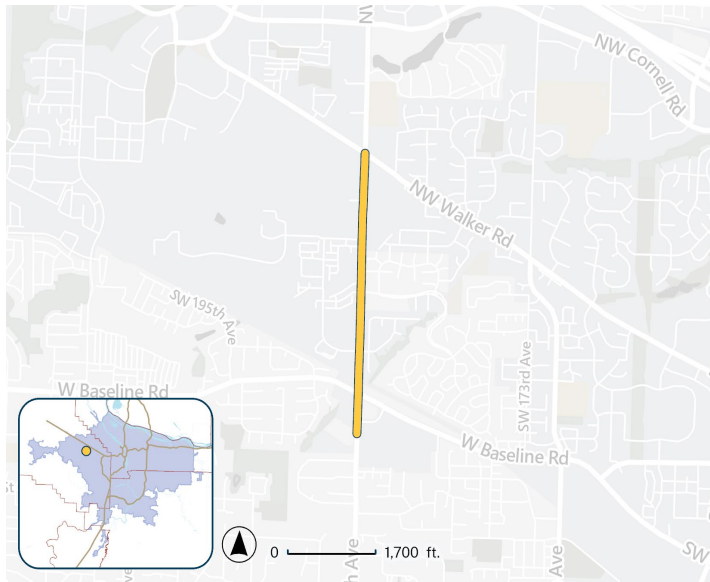
The majority of comments are supportive with concerns coming from residents who live near the proposed trail or see downsides to greater access to schools and parks. There was general support for safety and accessibility, community connectivity and active transportation.

“My wife and I have enjoyed walking the trails in southwest Portland for decades. As she gradually becomes more disabled, however, we can no longer manage most of them. None are ADA-accessible, and the area does not have many sidewalks, so it’s hard to find a good place for us to stroll.

That’s what is so exciting about the Red Electric Trail. It will be ADA-compliant, run on relatively level terrain, and my wife will be able to walk along it with her walker. That makes it unique in this area.”

“Frankly, I don’t really want a ton of people having easier access to the unattended back side of our school grounds.”

## Smart Southwest 185th Avenue ITS and Better Bus Project | Hillsboro | \$4,572,738

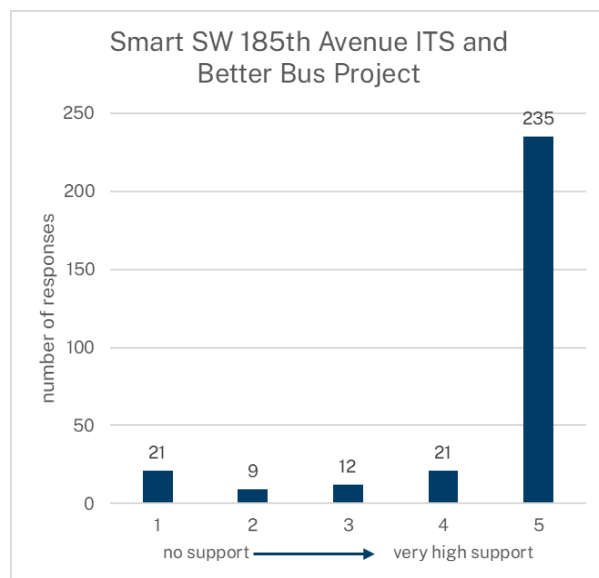


Number of letter, email and voice mail comments: 0

Total number of project rating responses: 298

Average project rating: 4.5

Number of online survey written comments: 231



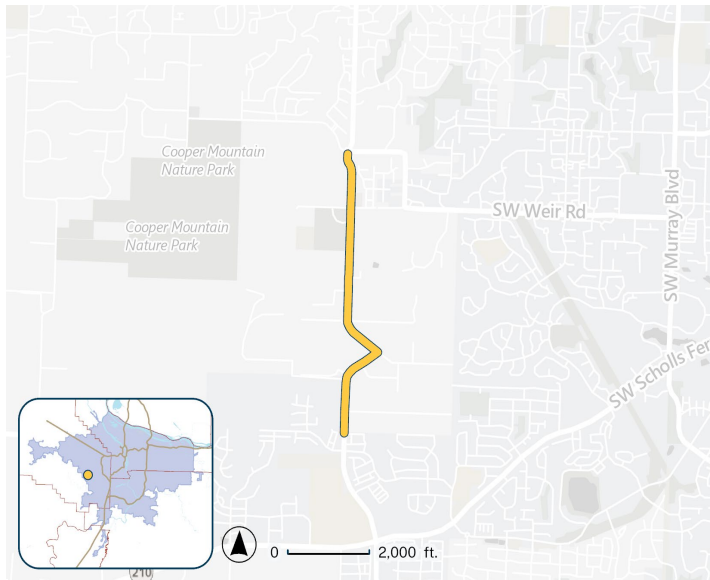
Comments were mostly positive, highlighting traffic congestion and safety and the effect of the MAX on traffic. There was mixed sentiment on using artificial intelligence (AI) in traffic management.

“Would love to see more integration of technology to help improve traffic flow around Hillsboro.”

“As Hillsboro continues to grow, we need to ensure all people in different modes of transit (car, bike, walking, bus, light rail, etc.) have safe and predictable ways to travel 185th.

“Build better infrastructure to support non-car-oriented travel, such as separated bike and ped paths. This intersection is a nightmare to cross on foot or bike. “AI” will not help with this.”

**Southwest 175th Design: Southwest Condor Lane to Southwest Kemmer Road | Washington County | \$2,593,196**

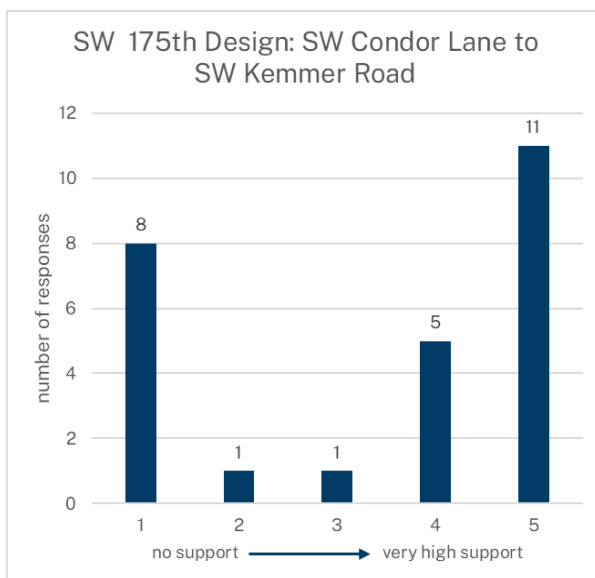


Number of letter, email and voice mail comments: 0

Total number of project rating responses: 26

Average project rating: 3.4

Number of online survey written comments: 18



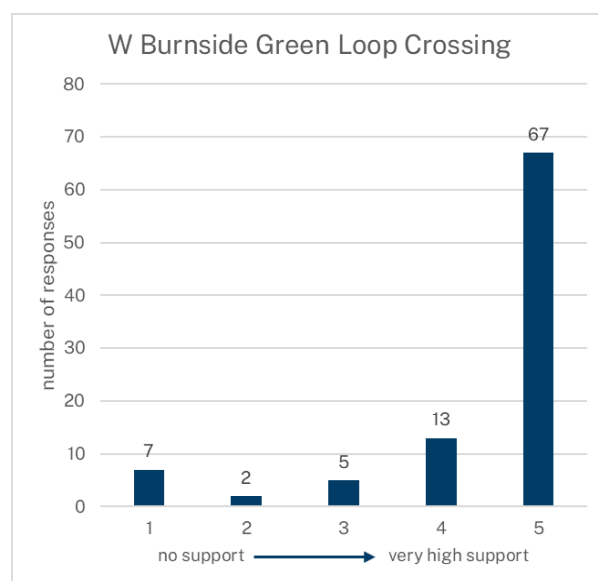
Comment sentiment was mixed. While the need for road improvements was a theme, many questioned whether the project would ultimately support active transit or achieve regional goals.

“Straight roads encourage people to drive fast. I'd prefer to leave this turn in there to force people drive slower.”

“This is a dangerous curve, especially with teens driving to MHS. However, I worry about speeds if the road is re-aligned.”

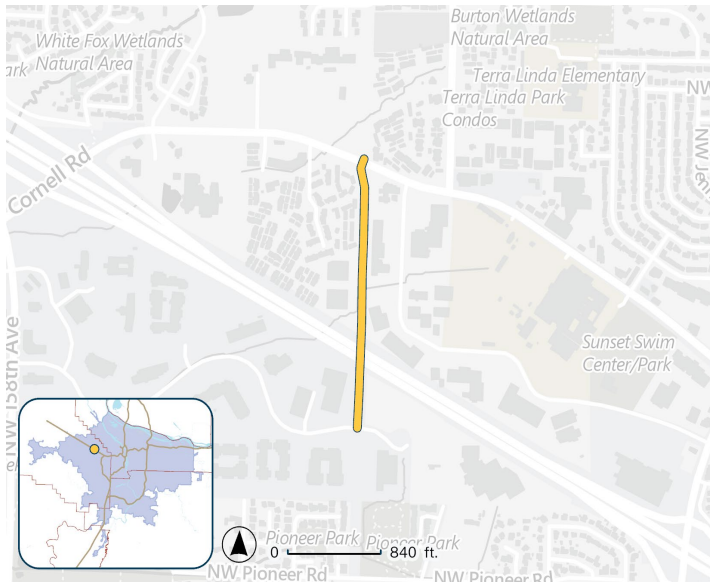
“This section of road and this intersection is dangerous, particularly at night. I am supportive of doing studies and coming up with alternative designs for this stretch.”

Number of online survey written comments: 68



“Removing traffic lanes to add in bike lanes will ALWAYS be a good thing!!”

## Westside Trail Pedestrian and Bicycle Bridge Over Highway 26 | Tualatin Hills PRD | \$6,000,000

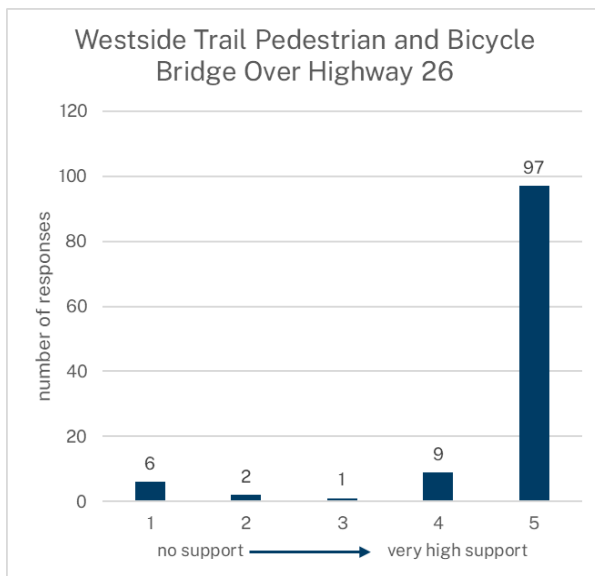


Number of letter, email and voice mail comments: 0

Total number of project rating responses: 115

Average project rating: 4.6

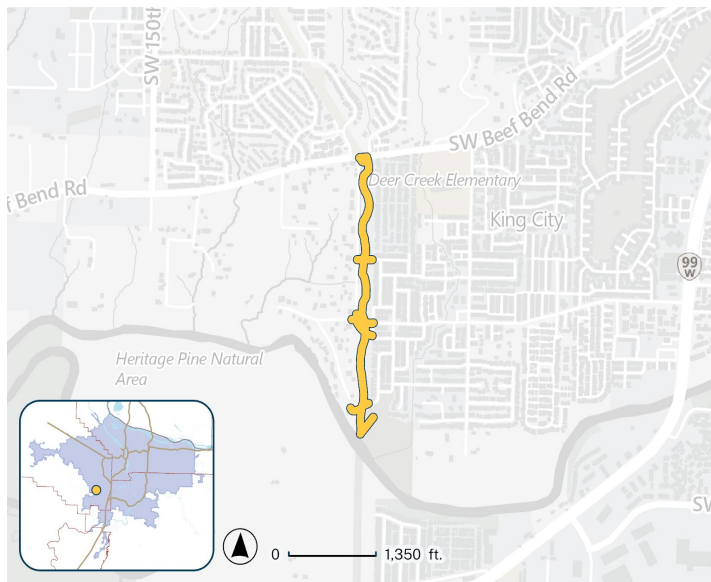
Number of online survey written comments: 87



Comments were overwhelmingly supportive, emphasizing the need for pedestrian and bicycle safety, especially for students and recreators.

“Sunset High School cross country and track runners (100+ students) run in this vicinity, their routes often taking them across the Murray Rd or Cornell Rd overpasses during rush hour traffic. Construction of this pedestrian bridge over Hwy 26 would create a much safer alternate route for these students. I'm certain the bridge would also be utilized by the greater community as biking, walking, and running our common activities throughout the trail systems north of Hwy 26.”

## Westside Trail Segment 1 - King City | King City | \$7,841,343

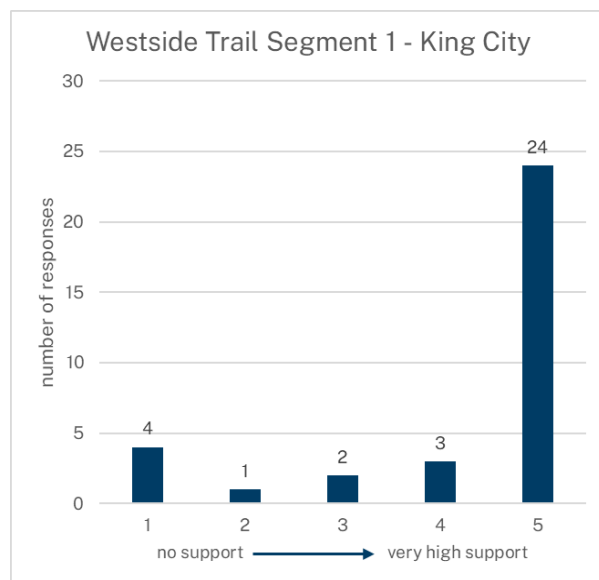


Number of letter, email and voice mail comments: 1

Total number of project rating responses: 34

Average project rating: 4.2

Number of online survey written comments: 20



Comments were mixed in sentiment. There is excitement about the potential for extensive connectivity, with concern for local support and environmental impact.

“With the UGB recently expanded to the west side of this corridor and new urban development on the way, now is a perfect time to fund this project... In King City, it would be the only continuous active transportation route between Beef Bend Rd. and Tualatin River as 99W still has several serious gaps for pedestrians and cyclists.”

“I'm in favor of power line trails on principle and it would be great to be able to bike from Tualatin to Bethany someday but...this stretch of the river and the natural resources around it need to be protected.”

If you picnic at Blue Lake or take your kids to the Oregon Zoo, enjoy symphonies at the Schnitz or auto shows at the convention center, put out your trash or drive your car – we’ve already crossed paths.

**So, hello. We’re Metro – nice to meet you.**

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Agenda #: 12:00

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**File #:** 25-6283

**Agenda Date:** 6/17/2025

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President's Work Group on the Future of Supportive Housing Services Implementation:  
Discussion

Council President Lynn Peterson, Metro  
Liam Frost, Housing Director, Metro

## PRESIDENT'S WORK GROUP ON THE FUTURE OF SUPPORTIVE HOUSING SERVICES: DISCUSSION

Date: June 11<sup>th</sup>, 2025

Prepared by: Victor Sin,  
victor.sin@oregonmetro.gov

Departments: Housing, Council Office

Presenter: Council President Lynn  
Peterson and Liam Frost, Housing  
Director

Work Session Date: June 17<sup>th</sup>, 2025

Length: 20 minutes

### **ISSUE STATEMENT**

The Metro Council is considering reforms to improve the impact, accountability and stability of regional programs to address homelessness and housing instability. The Council President's Work Group has met five times to consider and discuss potential recommendations to the Metro Council. This work session is an update on those meetings, with a focus on two items that have arisen: a potential overall regional systems analysis, and discussions of potential program vision, goals and key performance indicators.

### **ACTION REQUESTED**

This item is an update only. Councilors may request additional information or provide guidance to support refinement of legislative action and collaboration with partners.

### **IDENTIFIED POLICY OUTCOMES**

In line with stakeholder/community input since January 2024, the Council has been considering reforms that address three primary facts:

- The region needs to continue funding in services and affordable housing to address homelessness for decades to come. However, regional funding for both will end within a few years, as the supportive housing services (SHS) taxes expire and Metro's affordable housing bond is fully spent out.
- There is no viable path to extending regional funding to address homelessness without reforming how SHS taxes are used and overseen, so that they can invest in a full range of solutions to homelessness and demonstrate greater accountability, efficiency and transparency.
- There is an extraordinary opportunity to bring together a wide coalition of providers, business leaders and community leaders to advocate for an extension and expansion of SHS, safeguarding the progress that has been made and ensuring that thousands more people can keep stable housing.

The Metro Council discussed a potential policy package in January that included a draft "Ballot Measure Ordinance" (No. 25-1525) that includes reforms that would be submitted

to voters and a draft “Companion Ordinance” (No. 25-1526) that would advance a transition to a reformed SHS program upon passage of a measure.

On February 24, Council President Peterson convened a work group of elected and community leaders to discuss potential reforms identified in the above draft ordinances, including the identification of a regional vision/mission for addressing homelessness, as well as Key Performance Indicators and data needs that can help support analysis, communication and strategic decision-making. The work group, co-chaired by Council President Peterson and Clackamas County Commissioner Ben West, has met five times to date, with plans to continue meeting through mid-June. The work group’s role is to make recommendations to inform the Metro Council’s decision-making; as an advisory work group, it will not be voting or expected to reach consensus. The final work group meeting concluded on Monday, June 16<sup>th</sup>.

### **POLICY QUESTIONS**

Does Council have questions about the feedback provided by work group members on governance or other issue areas taken up by the group?

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

Through efforts with many jurisdictions, providers and community partners, the voter-approved 2018 Metro Affordable Housing Bond and 2020 Supportive Housing Services measure have helped thousands of families and individuals across the greater Portland region find stable, affordable housing and get the supports they need to avoid or escape homelessness.

Yet there is more to do. Housing costs continue to outpace what people earn and the impacts of homelessness are felt in every corner of greater Portland. These realities will continue beyond the current 2030 expiration of the SHS program and the successful completion of investments by the affordable housing bond.

Any extension of the SHS sunset or expansion of its uses must be approved by the region’s voters. Other elements of proposed changes to governance, accountability and allocation may or may not be included in a ballot measure. However, public opinion research and stakeholder input demonstrates clearly that updates to oversight and accountability are likely necessary to build coalition and voter support for a potential measure.

Building on extensive input from partners, community and stakeholders, the Metro Council has been clear that its immediate focus remains on addressing homelessness – effectively, collaboratively and with clear benefits to all.

### **POLICY OPTIONS TO CONSIDER**

Council should discuss how best to advance its desires through potential reform actions, and continued collaboration with jurisdictional partners, providers, community and business leaders, and other stakeholders.

## **BACKGROUND**

On July 9, 2024, Metro COO Madrigal released recommendations (“COO Recommendation”) to the Metro Council to address several significant challenges and needs in how the region addresses housing affordability and homelessness. The COO Recommendation followed six months of engagement with the stakeholder advisory table, jurisdictional partners, housing and service providers, and community members.

The Metro Council discussed the COO Recommendation, stakeholder engagement and Councilor priorities at six meetings and work sessions between July and October 2024. The Council unanimously adopted Resolution No. 24-5436 on October 17, providing direction on a reform package to secure impactful, stable regional supportive housing services and affordable housing funding into the future. Throughout the fall and winter, Councilors and Metro staff continued engagement with county, city and coalition leaders. Council further articulated goals for Supportive Housing Services reforms at work sessions on November 26 and December 5.

On January 16 and 23, 2025, the Metro Council reviewed and discussed draft language for two ordinances to advance its direction for SHS reforms – one for referral to voters, and the other contingent upon voter approval. The Council opted to postpone consideration of action on the proposed ordinances to allow for conversations to continue at the Council President’s Work Group, as well as among coalitions whose support would be critical for a proposed ballot measure.

Public opinion research has gauged priorities for a potential measure, finding that a measure to extend and improve SHS could be viable, if paired with strengthened oversight and accountability, clear metrics to track and report progress and a strong coalition of support. The Metro Council has not yet determined whether to refer a measure to voters on the November 2025 ballot. The Metro Council is expected to discuss revised ordinances again in June, with potential action tentatively scheduled for late June.

Metro Council President Peterson appointed the Work Group to continue discussions of potential reforms with county, city and community/business partners and stakeholders, prior to a decision on referring a potential measure. The Work Group met on February 24, March 10, March 31, April 7 and April 21. Future meetings are planned on May 12, June 2 and June 16, with a webinar planned for May 19 and June 13. In addition to Council President Peterson, the Metro Council is represented at the Work Group by Deputy Council President Simpson and Councilor Lewis.

This will be the final work session topic to update the council on the work group's progress.

**ATTACHMENTS:**

None

Materials following this page were distributed at the meeting.



Metro

# Public-Private Partnership Resolution

June 2025



# P3 Definition

A Public-Private Partnership (P3) is a long-term (15+ years), risk-adjusted, performance-based, contractual relationship between a public sector agency and private partners.

# P3s are not:

- A funding solution
- Right for every project
- A vehicle to transfer all risks to the private sector
- Privatization of public assets

# Why P3s:

- Reduce public sector risk
- Pay for performance
- Fiscal planning certainty

# Metro P3 Resolution Direction

- Draft P3 Framework
- Report evaluating P3 options in solid waste system
- Suitability analysis for short-term P3 solid waste system opportunities

# P3 Framework Outcomes

- Criteria for project screening
- Procurement process definition
- Guidelines/Recommendations for use of advisors

# Solid Waste System Feasibility

- Existing, predictable revenue stream
- Private sector expertise
- Opportunities for innovation
- Asset life

# Timeline

- September 2025 – P3 Framework
- November 2025 – Preliminary P3 opportunities
- March 2026 – Full P3 Report

# Questions/Discussion

**oregonmetro.gov**





# 28-30 Regional Flexible Fund Step 1A.1 and Step 2: Updates

Metro Council Work Session  
June 17, 2025



# What are Regional Flexible Funds?

- Surface transportation funds allocated to each Metropolitan Planning Organization (MPO) from the federal government
  - Approximately 5% of all transportation funding in region
  - Direct link to Regional Transportation Plan implementation
- 
- A solid dark blue rectangle located in the bottom right corner of the slide, partially overlapping the text area.

# How much Regional Flexible Funds are available?



Step 2: Molalla Avenue in Oregon City (19-21 award)

28-30 Projected Regional Flexible Funds (total):

- Spring 2024: \$150-\$153:
- Spring 2025: **\$161M**

Increase due to:

- Unallocated carryover
- Increase in CMAQ funds

# How are Regional Flexible Funds allocated?

Exhibit A to Resolution 24-5415



Resolution 24-5415

2028-2030 Regional Flexible  
Fund Allocation program  
direction

June 2024

- Program Direction states how to spend/allocate aligned w/regional goals
  - Adopted by Council:  
July 11, 2024
- Joint allocation decision w/JPACT & Metro Council

# How are Regional Flexible Fund allocated?

## Allocation categories

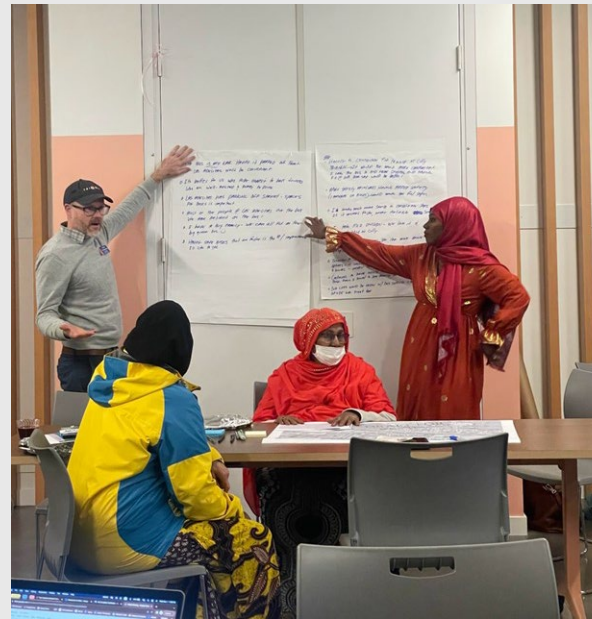
- Step 1A – bond repayment
- Step 1A.1 – new project bond proposal
- Step 1B – regionwide programs & planning
- Step 2 – local projects



Region-wide Programs (L->R): Transit Oriented Development, Safe Routes to School, Transportation System Management & Operations

# 28-30 Regional Flexible Fund Step 1A.1: Why Bond?

- Build sooner
  - Advance RTP goals
- Leverage & seize funding opportunities
  - History of success
- Practicality



# 28-30 Regional Flexible Fund Step 1A.1 Bond Proposal

## Adopted bond purpose & principles

- Focus on transit
- Build regional-scale projects sooner
- Commits fund to 2039
- Maintain Step 2 allocation

## Tradeoffs

- Extended debt service
- Approx. \$140M over 12 years
- Agreement *not* to bond for four cycles
- Regional projects more costly later

# Getting to the 28-30 RFFA Step 1A.1 Bond Proposal

- Nominations
- Eligibility Screening
- Technical Evaluation
- Draft Scenarios
- Bond Proposal
- Public Comment

Project	Amount
Tualatin Valley Highway Transit Project	\$28M
82 <sup>nd</sup> Avenue Transit Project	\$28M
Burnside Bridge	\$10M
Montgomery Park Streetcar Extension	\$10M
Sunrise Gateway Corridor	\$12.5M
<b>TOTAL</b>	<b>\$88.5M</b>



# 28-30 Regional Flexible Fund Step 1A.1: Doing Bonding Differently

## MPO role

- Decision-making to award Regional Flexible Funds
  - Shared JPACT & Metro Council function

## Metro (or delegated) agency role

- Bonding entity/borrower
  - Bond actions decision-maker
  - Administrative responsibility
  - Ownership of financial liability

# JPACT & TPAC Discussion: Step 1A.1 Bond Proposal

- Better understanding of timeline and Regional Flexible Fund commitment to debt service
- Clarifications on the adoption process
  - Separated action from Step 2
- Desire to understand bond implementation next steps
- Project lead agencies additional comments and questions on the conditions of approval



# Factors in a Step 2 Allocation Package

## Five Components

- Program Direction objectives
- Outcomes Evaluation results
- Public comment
- Illustrative concepts
- Coordinating committees & City of Portland priorities

Exhibit A to Resolution 24-5415



Resolution 24-5415

2028-2030 Regional Flexible  
Fund Allocation program  
direction

June 2024

# Getting to a Step 2 Allocation Package

- Call for Projects
  - Application assistance
- Technical Evaluations
  - Goal advancement & policy consistency
  - Federal aid project delivery
- Public Comment
- Allocation Options
  - Incorporating/balancing five components
  - Identifying trade offs



# Step 2 Allocation Packages Options

## Three Allocation Package Options

- Reflects balance across 4 components
  - Technical evaluation results
  - Public comment support
  - Meeting multiple Program Direction objectives
  - Reflects JPACT & TPAC additional considerations

Does not include coordinating committee & Portland priorities



# Allocation Package

## Option 1: Outcomes

### Evaluation Focus

- Emphasis on overall outcomes evaluation score
- Most applications meet the criteria in other three components



Project	Flexible Funds
NE 223rd Ave: NE Glisan to NE Marine Dr Safety Corridor Planning	\$897,300
NE Glisan St: 82nd Avenue Multimodal Safety and Access	\$7,577,698
NW Division Street Complete Street: Gresham-Fairview Trail - Birdsedale Avenue	\$4,067,495
NE MLK Jr Blvd Safety and Access to Transit	\$4,879,517
Cedar Mill Better Bus and Access to Transit Enhancements	\$5,252,300
NE Prescott St: 82nd Ave Multimodal Safety and Access	\$7,732,932
Westside Trail Pedestrian and Bicycle Bridge Over Highway 26	\$6,000,000
Gladstone Historic Trolley Trail Bridge Construction	\$8,721,932
Railroad Avenue Multiuse Path: 37th Avenue to Linwood Avenue	\$2,707,217
TOTAL	\$47,836,391

# Allocation Package

## Option 2: Synergy with Large Capital Project

- Emphasis on input received to invest Step 2 w/other capital projects
- Most applications meet the criteria in four components



Project	Flexible Funds
NE 223rd Ave: NE Glisan to NE Marine Dr Safety Corridor Planning	\$897,300
NE Glisan St: 82nd Avenue Multimodal Safety and Access	\$7,577,698
NW Division Street Complete Street: Gresham-Fairview Trail - Birdsedale Avenue	\$4,067,495
Cedar Mill Better Bus and Access to Transit Enhancements	\$5,252,300
NE Prescott St: 82nd Ave Multimodal Safety and Access	\$7,732,932
Westside Trail Pedestrian and Bicycle Bridge Over Highway 26	\$6,000,000
Beaverton Downtown Loop: SW Hall Blvd – 3rd St to 5th St	\$4,649,687
OR 212/224 Sunrise Hwy Phase 2: Bike/Ped Facilities and Interchange Improvements	\$12,026,118
<b>TOTAL</b>	<b>\$48,203,530</b>

# Allocation Package

## Option 3: Nod to Public Comment

- Continues to emphasize high scoring outcomes evaluation applications
- Includes highest rated public comment application



Project	Flexible Funds
NE 223rd Ave: NE Glisan to NE Marine Dr Safety Corridor Planning	\$897,300
NE Glisan St: 82nd Avenue Multimodal Safety and Access	\$7,577,698
NW Division Street Complete Street: Gresham-Fairview Trail - Birdsedale Avenue	\$4,067,495
NE MLK Jr Blvd Safety and Access to Transit	\$4,879,517
Beaverton Creek Trail: Merlo Road Improvements	\$6,640,700
Westside Trail Pedestrian and Bicycle Bridge Over Highway 26	\$6,000,000
Gladstone Historic Trolley Trail Bridge Construction	\$8,721,932
North Dakota Street (Fanno Creek) Bridge Replacement	\$8,000,000
Railroad Avenue Multiuse Path: 37th Avenue to Linwood Avenue	\$2,707,217
TOTAL	\$49,491,859

# TPAC & Coordinating Committee Discussion:

## Step 2

### Options Preference:

- WCCC & TPAC reps: Option 3
- C4 & TPAC reps: Options 1 or 3 + adding Oregon City project
- Portland: Option 1
- EMCTC TPAC reps: All options okay

### Other Comments:

- Public comment consideration
- Revenue estimates and process clarifications
- Better integration between Step 1A.1 & Step 2



# Committee Touchpoints

Since kickoff (February 2024)

- TPAC: Monthly
- JPACT:
  - 2024: 6 times
  - 2025: Monthly + 1



# Committee Touchpoints

Coordinating Committee	Touchpoints
Clackamas County Coordinating Committee (C4) Metro subcommittee	6
CTAC	3
East Multnomah County Transportation Committee (EMCTC)	2
EMCTC TAC	2
Portland (advisory committees)	2
Washington County Coordinating Committee (WCCC)	3
WCCC TAC	3



# Next Steps – 28-30 Regional Flexible Fund Allocation

## June 2025: Share updates & draft legislation

- Metro Council: June 17<sup>th</sup>
- Post Committees: Finalize legislative materials

## June 2025: Allocation package options

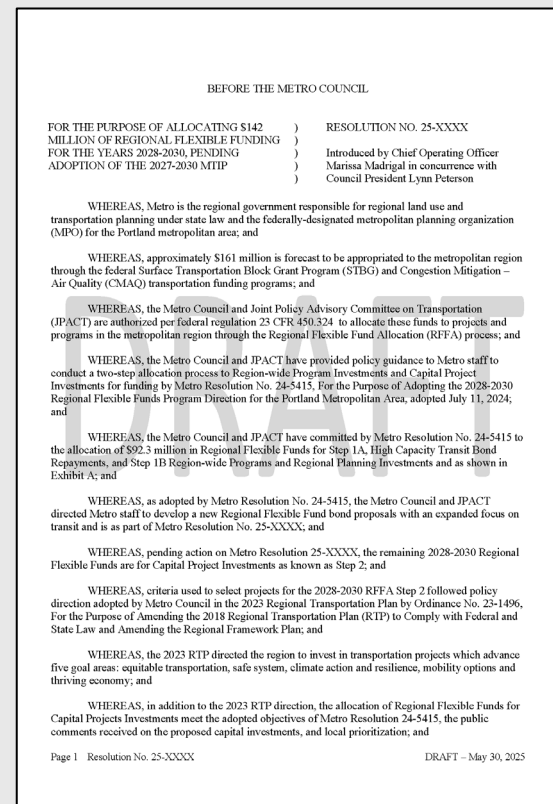
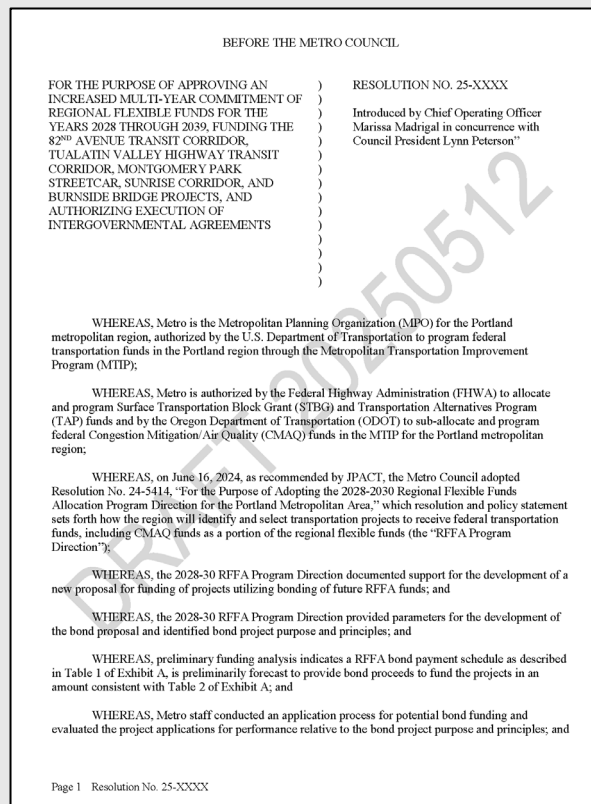
- Metro Council: June 17<sup>th</sup>
- Revised Step 2 discussion materials
  - JPACT: **June 26<sup>th</sup>**



# Next Steps – 28-30 Regional Flexible Fund Allocation

## July 2025: Action

- TPAC: July 11<sup>th</sup>
- JPACT: July 17<sup>th</sup>
- Metro Council: July 31<sup>st</sup>



# 28-30 Regional Flexible Fund: Post Adoption Activities

## Bond Implementation

- Securing federal-to-local fund exchange
- Intergovernmental Agreements
- Proceeding with bond issuance
  - Bonding entity determination

## Step 2

- MTIP programming
- Kick off meetings
  - Additional redistribution funding support for activities to get to IGA w/ODOT

# Discussion Question

What additional information does the Metro Council need before taking action in July on the 2028-2030 Regional Flexible Funding Allocation?



# Metro

Arts and events  
Garbage and recycling  
Housing and supportive services  
Land and transportation  
Parks and nature  
Oregon Zoo

**[oregonmetro.gov](https://oregonmetro.gov)**



# Extra Slides

# 28-30 Regional Flexible Fund Step 1A.1

## Public Comment Report

### Themes:

- Transportation safety
  - Infrastructure improvements for all users
  - Leveraging funds while at the same time remaining fiscally responsible
  - Economic and community development benefits from transportation investments
  - Benefits of new and upgraded transportation infrastructure advance the mobility for all people, but especially the historically underserved
  - Support climate resilience and regional connectivity
- 

# Metro President's Work Group timeline

