



Memo

Date: July 15, 2024
To: Metro Council and Interested Parties
From: Ken Lobeck, Funding Programs Lead
Subject: July #2 FFY 2024 MTIP Formal Amendment & Resolution 24-5424 Approval Request – JL24-11-JUL2

FORMAL MTIP AMENDMENT STAFF REPORT

Amendment Purpose Statement

FOR THE PURPOSE OF AMENDING THE 2024-27 MTIP TO REVISE THE ROSE QUARTER IMPROVEMENT PROJECT, CANCEL A PROJECT, AND ADD THREE NEW PROJECTS TO MEET FEDERAL TRANSPORTATION PROJECT DELIVERY REQUIREMENTS

BACKGROUND

What This Is - Amendment Summary:

The July #2 2024 Formal Metropolitan Transportation Improvement Program (MTIP) Formal/Full Amendment is the second of two submitted July 2024 formal amendment bundles. This formal amendment has separated the required updates to the Rose Quarter Improvement Project from the regular July formal amendment in JL24-10-JUL1. The Rose Quarter Improvement Project amendment bundle will proceed under Resolution number 24-5424. There are five projects in this bundle. They include the following:

- **Key 19071 – I-5 Rose Quarter Improvement Project:**
The project will complete multi-modal improvements that include ramp-to-ramp auxiliary lanes, highway shoulders, highway covers, new overcrossing, SB ramp relocation, new bike/ped crossing and bike/ped facilities. The amendment includes updates to the Preliminary Engineering (PE), and Right-of-Way (ROW) phases. A new Utility Relocation (UR) phase is being added, and a new partially funded construction phase is being added using the \$450 million grant award funding from USDOT Neighborhood Access and Equity (NAE) Program/Reconnecting Communities Pilot (RCP) Program.

The NAE \$450 million grant enables the first phase of construction to be implemented and delivered. This first phase is focused on the project's highway cover. ODOT is proposing to use \$382 million to construct the initial, central portion of the highway cover scope element to the project. The central portion of the highway cover, between approximately Weidler and Broadway over I-5, would be built to be forward compatible with future phases of the highway cover construction and I-5 mainline improvements under the highway cover.

This portion is being programmed in Key 23682. The construction phase for this scope element is being programmed as a “child” project in Key 23682 to the main parent project in Key 19071. Key 19071 contains the preliminary engineering (PE) and right-of-way (ROW) funding for the project which is why it is referred to as the parent project.

A summary of the five projects is shown below:

- Key 21219 - I-5 Over NE Hassalo St and NE Holladay St (Portland) (ODOT):**
The lead agency/applicant for the project is ODOT. The project is located on I-5 over NE Hassalo St and NE Holladay St (BR#08583) and would replace the current structural overlay. However, ODOT, will now use the programmed \$5 million to support the required stormwater facilities upgrades within the rose Quarter project limits. The July #2 MTIP Fromal Amendment cancels Key 21219 and transfers the \$5 million to support the new Stormwater Facilities child project in Key 23682.
- New Child Project - Key 23682 - I-405 and I-5 Stormwater Facilities (ODOT):**
This is one of two new child projects (to the parent project in Key 19071) being added to the MTIP supporting the Rose Quarter Improvement Project. This new project will address required stormwater facility upgrades within the Rose Quarter limits. The project will utilize the \$5 million of ODIOT funds currently programmed in Key 21219. Since PE and ROW phase activities are being completed under Key 19071, only the construction phase is needed to be programmed for Key 23682. This is how Key 23682 becomes a child project to Key 19071.
- New Child Project - Key 23672 - I-5 Rose Quarter: Broadway to Weidler Phase 1 (ODOT):**
This is the second child project to the parent project in Key 19071 being added to the MTIP. The project will Replace 3 of the 5 aging bridges over I-5 by constructing the central portion of the highway cover from Broadway to the southern end and beyond Weidler and supporting facilities plus complete compatibility construction for follow-on packages. The required \$382 million to complete the construction phase is being sourced from the new NAE \$450 million grant ODOT secured from USDOT.
- New Project Key 23646 - Broadway Main Street and Supporting Connections (Portland):**
This is a separate project to the I-5 Rose Quarter Improvement Project package. However, there is an implementation and delivery connection to the I-5 Rose Quarter Improvement. The city of Portland is the lead agency for the project. The project will complete multiple complete street upgrades enhanced sidewalks including ADA curb ramps and reduced crossing distances for safer pedestrian crossings, enhanced access to Rose Quarter Transit Center, Portland Streetcar, and other transportation services. The



project funding originates from Portland’s successful effort to also secure a \$38 million USDOT NAE23 grant.

What is the requested action?

JPACT met on July 18, 2024 and are anticipated will approve Resolution 24-5424 and provide Metro Council a final approval recommendation for Resolution 24-5424 to complete the required updates and changes to the I-5 Rose Quarter Improvement Project amendment bundle.

TPAC July 12, 2024 Meeting Summary:

TPAC met on July 12, 2024. Ken Lobeck, Metro Funding Program Lead provided TPAC members with their official notification and project overview for the July #2 2024 I-5 Rose Quarter MTIP Formal Amendment bundle in Resolution 24-5424. Ken Lobeck explained the five project bundle contacts and their relationship. He provided a brief overview of each project and explained the MTIP programming concept of “parent” versus “child” projects.

Metro 2024-27 MTIP Formal Amendment Comment Log				
I-5 Rose Quarter Improvement Project Bundle				
Resolution 24-5424, Amendment Number JL24-11-JUL2				
Submitted Comments				
Num	Date	Name	Email or Comment Type Submission If Not Email	Comment
1	7/10/2024	Chris Smith	chris@chrissmith.us	Comments letter submitted with various concerns cited about the project. Also included support areas.
2	7/10/2024	Joe Cortright	jcortright@gmail.com	Co-submission of comments noted above.

Before the overview, TPAC members heard testimony from Chris Smith, No More Freeways coalition and Joe Cortright, City Observatory. Their testimony is based on the two major comments submitted to Metro through the Public Notification/Comment Period held from June 12, 2024 to July 12, 2024.

Mr. Smith identified various concerns the No More Freeways group has with the project including future funding needs required to complete the project. Mr. Smith cited a submitted comments letter he sent to TPAC and Metro Council Office. Note: the comments letter is included with this staff report as Attachment 3. Mr. Smith also provide a few areas of support from the No More Freeways group which included support for the Highway Covers portion to the project.

Mr. Cortright’s testimony presented multiple objections to the project. In his view, building wider freeways is not the solution we should be focusing upon. He believes that ODOT has not properly identified the full impacts the project will have on the region. With the removal of tolling and congestion pricing as congestion management tool, the project is drastically out of step with the region’s needs and our ability to properly manage congestion issues.

After the overview, Ken turned over the presentation to Megan Channell, ODOT I-5 Rose Quarter Improvement Project Manager to clarify project delivery areas and answer TPAC

member questions. Several members raised questions about the project delivery timeline, future unresolved project funding needs, impacts to the I-5 project limits while this construction package is being delivered. She also stated that ODOT will be providing a more detailed overview to JPACT members on July 18, 2024. With no further questions or discussion, TPAC provided their approval recommendation to JPACT for Resolution 24-54-24 and the five included projects within the bundle. There was one TPAC member who abstained from voting.

JPACT July 18, 2024 Meeting Summary:

JPACT will meet on July 18, 2024. The July #2, 2024 I-5 Rose Quarter Improvement Project MTIP Formal Amendment is scheduled to be an action item on the agenda. ODOT will be providing a short presentation and be available to answer project delivery questions. At this time, staff anticipates that JPACT will approve Resolution 24-5424 and provide a final approval recommendation to Metro Council. However, if any notable issues and discussion occurs at JPACT, staff will report their significance to Metro Council.

A summary of the projects follows:

- **Key 19071 - I-5 Rose Quarter Improvement Project:**
 - Lead Agency: ODOT.
 - Description: Key 19071 is considered the parent project for the overall Rose Quarter improvements. The project will complete required planning, project development, and right of way efforts of the Broadway-Weidler facility plan and the N/NE Quadrant, to reduce congestion, improve safety and operations, plus support economic growth. Multi-modal improvements will include ramp-to-ramp (auxiliary) lanes, highway shoulders a highway cover, new overcrossing, I-5 southbound ramp relocation, new bike and pedestrian crossing, and improved bike and pedestrian facilities.
 - Funding Summary: ODOT received a \$450,000,000 grant from the USDOT Neighborhood Access and Equity (NAE) Program/Reconnecting Communities Pilot (RCP) Program. The grant award is 100% federal. There are no matching funds required. ODOT is committing \$67,750,000 from the NAE grant to update the PE and ROW phases plus add the UR and Other phases. A construction phase is not being added to this project. This will occur by adding “child” projects with construction phase funding. The new Broadway to Weidler – Phase 1 in Key 23646 and Stormwater Facilities upgrades in Key 23682 are two new child projects being added as part of this amendment bundle that support the Rose Quarter parent project in Key 19071. The programming updates occurring to the amendment bundle projects do not represent the full project cost which is estimated between a range of \$1.5 billion to \$1.9 billion. Additional child projects supporting Key 19071 to complete the Rose Quarter Improvement Project will be submitted for MTIP and STIP inclusion at a later time.

RECONNECTING COMMUNITIES & NEIGHBORHOODS (RCN) GRANT Program

FY23^[P1#y1] Awards Factsheets

RCN FY23 Awards Factsheet

I-5 Rose Quarter Improvement Project

Portland, Oregon

Grant Type: Construction

Funding Source: NAE

Award: \$450,000,000

Estimated Total Project Cost: \$1,700,000,000

Project Summary:

Funding for the I-5 Rose Quarter Improvement Project will be used for the project's design and constructing the project's main reconnecting feature—a highway cover that will support new community space and future development, while reconnecting local streets over Interstate 5 (I-5) and providing better access to the central city and the waterfront in Portland, Oregon. Funding will be divided in the following way: \$50 million to complete the project's design, \$80 million to complete the project's right of way (ROW) acquisition and utility relocation phase, \$500 million to complete construction of the highway cover, \$100 million to make multimodal improvements to city streets, and \$120 million to construct a pedestrian and bicycle bridge that crosses over I-5 through the project area.

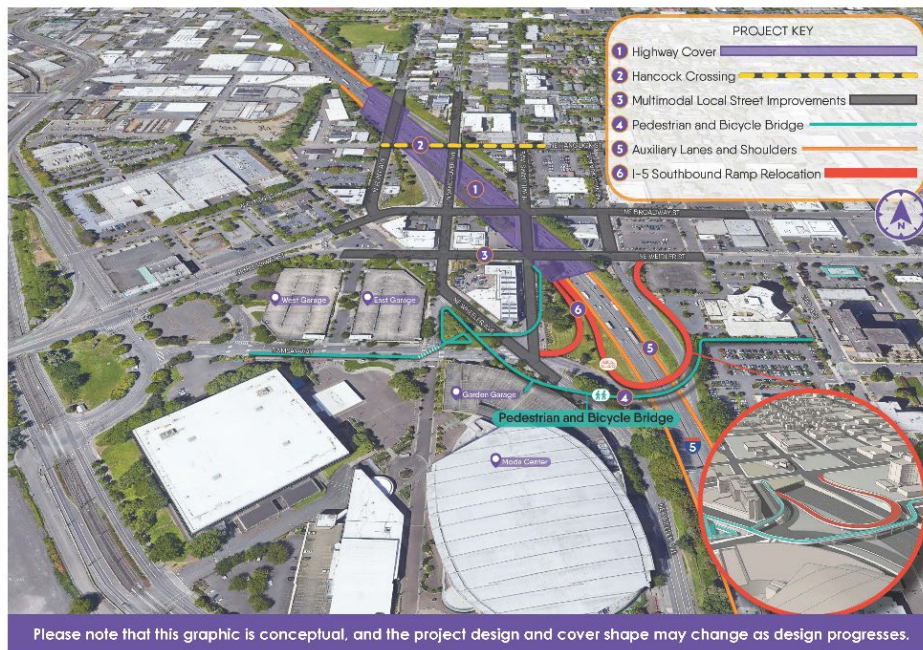
Building the highway cover is an essential first step to actualizing the community's vision and improving the transportation network in partnership with the City of Portland. The project is further supported by the Historic Albina Advisory Board (HAAB) (the project committee consisting of Black community leaders and those with ties to the historic Albina community—the community that was divided by construction of I-5 through the project area) and Albina Vision Trust (AVT)—a nonprofit organization that links private interests and public priorities with community values for the Albina community. The project's investments make walking, biking, rolling and accessing transit safer, creating a more pedestrian-friendly and community-oriented area. As a part of the regional effort to realize the vision to reconnect the Albina community, the City is submitting a complementary NAE Program Capital Construction Grant application to support and extend the project's local street and community reconnection investments adjacent to the project area.

- Action: The formal amendment provides funding increases to Key 19071 to the PE and ROW phases, adds a new UR phase, and adds a new Other phase.

- Added Notes: ODOT maintains a project website at [Welcome | I-5 Rose Quarter Improvement Project \(i5rosequarter.org\)](http://Welcome | I-5 Rose Quarter Improvement Project (i5rosequarter.org)). From this website, additional project details are included. Two attachments from the project website are included as part of the amendment staff report:
 - Attachment 1: Rose Quarter General Fact Sheet
 - Attachment 2: Rose Quarter Project FAQs

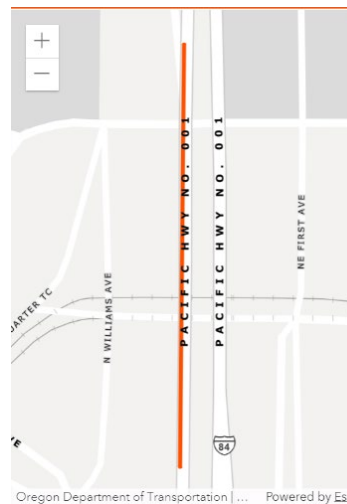
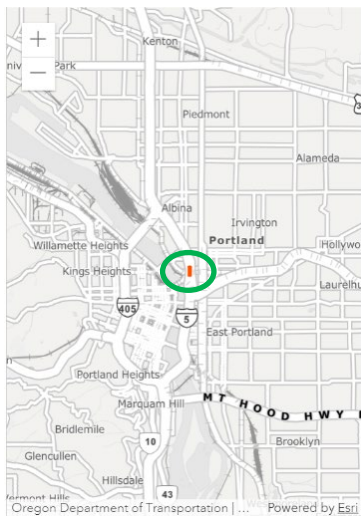


- 1 Highway Cover**
A new highway cover over I-5 that will reconnect local streets and create new community spaces on top for future development and economic opportunities.
- 2 Hancock Crossing**
A new east-west roadway crossing over I-5 that will reconnect Hancock Street across the highway, adding another crossing north of Broadway and Weidler.
- 3 Multimodal Local Street Improvements**
A variety of street improvements for people walking, biking and rolling.
- 4 Pedestrian and Bicycle Bridge**
A car-free bridge creates a new path over I-5 to connect with the walking and biking network.
- 5 Auxiliary Lanes and Shoulders**
Ramp-to-ramp connections on I-5 between I-84 and I-405, paired with wider shoulders, that will improve safety and reduce congestion at the state's top bottleneck. An estimated one-third of traffic will be able to stay on these ramp-to-ramp connections between interstates instead of merging and causing congestion and safety issues.
- 6 I-5 Southbound Ramp Relocation**
Relocation of the I-5 southbound off-ramp from Vancouver/Broadway to the south, connecting with NE Williams Avenue and NE Weidler Street.



- **Key 21219 - I-5 Over NE Hassalo St and NE Holladay St (Portland):**

- Lead Agency: ODOT.
- Description: The project is located on I-5 over NE Hassalo St and NE Holladay St (BR#08583) and will replace the current structural overlay.
- Funding Summary: The project contains a total \$5 million HB2017 funding award.
- Action: The formal amendment proposes to combine Key 21219 into the larger Rose Quarter project in Key 19071 for delivery efficiencies.



- **New Child Project - Key 23682 - I-405 and I-5 Stormwater Facilities (ODOT):**

- Lead Agency: ODOT.
- Description: The project will construct stormwater facilities for the east end of Fremont Bridge and ramps to comply with the Portland Harbor Settlement Agreement. Preliminary design activities have been completed under project Key 19071 I-5 Rose Quarter Improvement Project.
- Funding Summary: The project contains \$5 million to complete the construction activity. The funding is being transferred from Key 21219, I-5 Over NE Hassalo St and NE Holladay St as noted previously.
- Action: The formal amendment adds the new child project to the parent Rise Quarter Improvement project in Key 19071 to complete the required stormwater facility upgrades.



- **New Child Project - Key 23672 - I-5 Rose Quarter: Broadway to Weidler Phase 1 (ODOT):**
 - Lead Agency: ODOT.
 - Description: The project is located on I-5 from MP 301.40 to MP 303.20 in Portland. It will replace 3 of the 5 aging bridges over I-5 by constructing the central portion of the highway cover from Broadway to the southern end and beyond Weidler, and the facilities to support it; as well as performing construction work necessary to make this cover work forward compatible with follow-on construction packages. This will provide greater connectivity for the lower Albina neighborhood. Preliminary design and right of way are programmed under project Key 19071 I-5 Rose Quarter Improvement Project.
 - Funding Summary: Funding for this packaged segment originates from the new NAE grant. A total \$382,250,000 of the \$450 million total grant is being programmed to complete this segment. Only the construction phase is needed to be programmed. Added: The NAE is 100% federal funds. There is no match requirement.
 - Action: The formal amendment will add Key 23672 to the MTIP and STIP as a child project to the parent Rose Quarter project in Key 19071.



Additional Projects Included in the July 2024 Rose Quarter Improvement Project MTIP Formal Amendment bundle:

- **New Project Key 23646 - Broadway Main Street and Supporting Connections (Portland):**
 - Why it is Included: TPAC has already approved the new project to proceed to JPACT last month as part of the June 2024 MTIP Formal Amendment bundle. However, JPACT has requested a formal presentation about the Rose Quarter Improvement project from ODOT during their July 18, 2024 meeting. Due to the improvement connection Portland's project has with the overall Rose Quarter Improvement Project, Portland requested adding their project to the July #2 MTIP Formal Amendment bundle to enable both agencies to answer questions together about their delivery relationship. Both agencies believe this processing approach will reduce potential confusion about both projects by processing them together in the same bundle.

Portland's new Broadway Main Street and Supporting Connections in Key 23646 will process through JPACT and Metro Council with a final requested approval from FHWA as part of the July #2, 2024, Rose Quarter MTIP Formal Amendment bundle. There is no direct action for TPAC to take with this project. TPAC provided their approval recommendation to JPACT last month. The project details are included as part of this staff report for information purposes. It will be included as part of the formal amendment approval motion for JPACT and Metro Council.
 - Lead Agency: Portland.
 - Description: The project will include enhanced sidewalks including ADA curb ramps and reduced crossing distances for safer pedestrian crossings, enhanced access to Rose Quarter Transit Center, Portland Streetcar, and other transportation services. Upgraded and protected lanes for biking and scooting. Restoration of managed on-street parking and loading. Additional tree canopy, green infrastructure, street lighting, and other streetscape amenities. Placemaking opportunities to honor the district's history through public art, street activation, and monumentation. Project will result in greater access and connectivity to Portland's Lower Albina neighborhood.
 - Funding Summary: The project also successfully secured a \$38,394,000 NAE discretionary grant from USDOT for the project. The NAE is 100% federal funds. There is no match requirement. Although the project has a delivery connection to the Rose Quarter Improvement Project, it is considered a separate and stand-alone project that Portland will deliver.
 - Action: The formal amendment adds Key 23646, Broadway Main Street and Supporting Connections, to the MTIP and STIP as a stand-alone project, but

will process it along with the Rose Quarter Improvement Project amendment bundle through JPACT and Metro Council.



RCN FY23 Awards Factsheet

Broadway Main Street and Supporting Connections

Portland, Oregon

Grant Type: Construction

Funding Source: NAE

Award: \$38,394,000

Estimated Total Project Cost: \$38,394,000

Project Summary:

The Broadway Main Street & Supporting Neighborhood Connections Project will construct multimodal safety and streetscape improvements N/NE Broadway and N/NE Weidler St, two arterials that make up a wide, high-volume couplet that serves as the primary connection across Interstate 5 (I-5) in inner North/Northeast Portland, Oregon and as the neighborhood’s gateway to downtown.

The project improves access and connectivity and foster equitable development and restoration in the heart of the city’s historic Black neighborhood, Lower Albina. Located in an underserved community designated as both historically disadvantaged and an area of persistent poverty, the project is designed to support realization of the community’s vision for the area.

This project will reconnect Lower Albina to neighborhoods and key destinations across I-5, a major grade separated facility that divided the neighborhood and displaced hundreds of residents when it was constructed. It will also improve connections within the community itself across N Broadway, the widest street in Portland’s Central City, and the N/NE Broadway/Weidler couplet, making those busy streets more welcoming to current and future residents, employees, and visitors of the area.

I-5 Rose Quarter Improvement Project MTIP Formal Amendment Bundle Summary:

Key	Name	Action	Funding
19071 (Parent)	I-5 Rose Quarter Improvement Project	Update PE, ROW, and add UR & <u>Other</u> phase	Add \$67,750,000 of NAE grant funds
21219	I-5 Over NE Hassalo St and NE Holladay St (Portland)	Cancel project and transfer to Key 23682	Reprogram \$5 million to Key 23682
23682 (Child)	I-405 and I-5 Stormwater Facilities	Add new Stormwater Facilities project	Add \$5 million from Key 21219
23672 (Child)	I-5 Rose Quarter: Broadway to Weidler Phase 1	Add new child construction phase project	Add \$382,250,000 of NAE grant funds
23646 (Related)	Broadway Main Street and Supporting Connections	Add new project to Rose Quarter bundle	Add \$38,394,000 of NEA grant funds to the MTIP

METRO REQUIRED PROJECT AMENDMENT REVIEWS

In accordance with 23 CFR 450.316-328, Metro is responsible for reviewing and ensuring MTIP amendments comply with all federal programming requirements. Each project and their requested changes are evaluated against multiple MTIP programming review factors that originate from 23 CFR 450.316-328. They primarily are designed to ensure the MTIP is fiscally constrained, consistent with the approved RTP, and provides transparency in their updates, changes, and/or implementation. The programming factors include ensuring that the project amendments:

- Are eligible and required to be programmed in the MTIP.
- Properly demonstrate fiscal constraint.
- Pass the RTP consistency review which requires a confirmation that the project(s) are identified in the current approved constrained RTP either as a stand- alone project or in an approved project grouping bucket.
- Are consistent with RTP project costs when compared with programming amounts in the MTIP.
- If a capacity enhancing project, the project is identified in the approved Metro modeling network and included in transportation demand modeling for performance analysis.
- Supports RTP goals and strategies consistency: Meets one or more goals or strategies identified in the current RTP.
- Contains applicable project scope elements that can be applied to Metro’s performance requirements.
- Verified to be part of the Metro’s annual Unified Planning Work Program (UPWP) for planning projects that may not be specifically identified in the RTP.

- Verified that the project location is part of the Metro regional transportation network, and is considered regionally significant, or required to be programmed in the MTIP per USDOT direction.
- Verified that the project and lead agency are eligible to receive, obligate, and expend federal funds.
- Does not violate supplemental directive guidance from FHWA/FTA’s approved Amendment Matrix.
- Reviewed and evaluated to determine if Performance Measurements will or will not apply.
- Successfully complete the required 30-day Public Notification/Opportunity to Comment period.
- Meets other MPO responsibility actions including project monitoring, fund obligations, and expenditure of allocated funds in a timely fashion.

APPROVAL STEPS AND TIMING

Metro’s approval process for formal amendment includes multiple steps. The required approvals for the July #2 FFY 2024 Formal MTIP amendment (JL24-11-JUL2) will include the following actions:

<u>Action</u>	<u>Target Date</u>
• Initiate the required 30-day public notification process.....	June 12, 2024
• TPAC agenda mail-out.....	July 5, 2024
• TPAC approval recommendation to JPACT.....	July 12, 2024
• Completion of public notification process.....	July 12, 2024
• JPACT approval and recommendation to Council.....	July 18, 2024
• Metro Council approval.....	August 1, 2024

Notes:

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

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

<u>Action</u>	<u>Target Date</u>
• Final amendment package submission to ODOT & USDOT.....	August 6, 2024
• USDOT clarification and final amendment approval.....	Late August 2024

ANALYSIS/INFORMATION

1. **Known Opposition:** None known at this time.
2. **Legal Antecedents:**
 - a. Amends the 2024-27 Metropolitan Transportation Improvement Program adopted by Metro Council Resolution 23-5335 on July 20, 2023 (FOR THE PURPOSE OF

ADOPTING THE 2024-2027 METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM FOR THE PORTLAND METROPOLITAN AREA)

- b. Oregon Governor approval of the 2021-24 MTIP on September 13, 2023.
 - c. 2024-2027 Statewide Transportation Improvement Program (STIP) Approval and 2024 Federal Planning Finding on September 25, 2023.
3. **Anticipated Effects:** Enables the new projects to be added into the MTIP and STIP. Follow-on fund obligation and expenditure actions can then occur to meet required federal delivery requirements.
 4. **Metro Budget Impacts:** There are no direct or indirect impacts to the approved Metro budget through the actions of this amendment. The identified funding for the new projects does not originate from Metro.

RECOMMENDED ACTION:

JPACT met on July 18, 2024 and are anticipated will approve Resolution 24-5424 and provide Metro Council a final approval recommendation for Resolution 24-5424 to complete the required updates and changes to the I-5 Rose Quarter Improvement Project amendment bundle.

Three attachments:

- Attachment 1: Rose Quarter General Fact Sheet
- Attachment 2: Rose Quarter Project FAQs
- Attachment 3: No More Freeways Comments Letter.