



Memo

Date: March 12, 2020
To: JPACT and Interested Parties
From: Ken Lobeck, Funding Programs Lead, 503-797-1785
Subject: March 2020 MTIP Rose Quarter Formal Amendment & Resolution 20-5088 Approval Request

FORMAL AMENDMENT STAFF REPORT

FOR THE PURPOSE OF AMENDING AND ADVANCING THE ODOT ROSE QUARTER IMPROVEMENT PROJECT PRELIMINARY ENGINEERING AND RIGHT OF WAY PHASES INTO THE 2018-21 METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM (MR20-10-MAR2)

BACKGROUND

DISCUSSION & DISAGREEMENTS AT THE MARCH 6, 2020 TPAC MEETING:

The March 2020 Formal Metropolitan Transportation Improvement Program (MTIP) Formal/Full Amendment initially proposed the advancement of ten Oregon Department of Transportation (ODOT) 2021-2024 new draft State Transportation Improvement Program (STIP) projects into FY 2020 including the ODOT's Rose Quarter Improvement project in Key 19071. The formal amendment to Key 19071 proposed adding \$48,126,545 to the Preliminary Engineering (PE) phase bringing PE phase programming up to its full needed level at \$71,391,997. The second part of the amendment to Key 19071 proposed adding \$58 million for Right-of-Way (ROW) phase and advance the ROW phase to FY 2020. The amendment adjustment to the Rose Quarter Improvement Project fully programs PE and ROW phases and increases the project programming level from \$27,391,997 to \$129,391,997. The project was one of twelve total included in the March 2020 Formal MTIP Amendment bundle covered by Resolution 20-5052.

During the amendment notification to Metro's Transportation Policy and Alternatives Committee (TPAC) on March 6, 2020, several concerns about recommending the programming adjustments to JPACT for the Rose Quarter Improvement Project. Several TPAC members stated they personally did not support the Rose Quarter Improvement Project and could not vote in favor of the project being included in the amendment bundle.

Discussion ensued resulting in TPAC members recommending that the Rose Quarter Improvement Project be removed from the March 2020 Formal MTIP Amendment Bundle under Resolution 20-5082. TPAC members provided their approval recommendation to JPACT for the remaining eleven projects in the amendment bundle.

Discussion and debate continued among TPAC members over how to address the amendment request for the Rose Quarter Improvement Project. TPAC members appeared to be split about 50-50 in support or opposed to the project. Of those who oppose the project, four objections were noted:

- Opportunity costs for the project:
 - Monetary concerns towards the project
 - Questions concerning the need for the project in regards to the costs and benefits

- Concerns the project does not meet Regional Transportation Plan (RTP) goals and strategies
- Questionable benefits that are in conflict with RTP Climate Smart strategies.

Of the three above objections noted above, TPAC members did not elaborate and provide additional details supporting their objections. As a result, the opposition to the Rose Quarter Improvement Project was sufficient to block reaching a majority approval to move forward with the MTIP Formal Amendment. The oppositions raised to the project were focused on the implementation and delivery of the project and not any components of the MTIP amendment, or amendment process through Metro. This greatly concerns Metro staff and is discussed later in the staff report.

After additional debate and discussion, TPAC members agreed to forward the Rose Quarter Improvement Project MTIP Amendment request to JPACT without an approval recommendation for discussion at JPACT. The action was a compromised motion proposed by the city of Portland's TPAC representative with the overall goals to:

- Separate the Rose Quarter Improvement Project out from the other eleven projects in the March 2020 Formal MTIP Amendment Bundle with Resolution 20-5082 allowing them to proceed through the normal Metro approval process.
- Forward the Rose Quarter Improvement Project to JPACT as a separate project (now under Resolution 20-5088) for discussion of current work under way, and past completed actions for:
 - A better understanding the overall federal transportation delivery process
 - Efforts accomplished through the National Environmental Policy Act (NEPA) to address environmental concerns,
 - Identify planning actions in support of the project to address congestion relief, safety, environmental issues, etc.

The majority of TPAC members accepted and passed the neutral/non-recommendation motion as noted above, However, the vote was not unanimous and included several abstentions as well.

What are the requested actions?

- Staff has pulled the Rose Quarter Improvement Project from Resolution 20-5082 and will have it proceed separately to JPACT under Resolution 20-5088 per TPAC's direction
- Staff have clarified and updated the staff report and supporting materials allowing the Rose Quarter Improvement Project to work through the Metro approval process as a stand-alone MTIP Amendment.
- **Staff concurs with TPAC and recommends discussion and debate as needed at JPACT to resolve and remove the political aspects of the Rose Quarter Improvement Project from the changes requested by ODOT for the MTIP Amendment.**
- **Staff still recommends JPACT approve Resolution 20-5088 and recommend approval to Metro Council to allow submission to USDOT and final approval for inclusion in the MTIP.**
- **Staff requests JPACT provide additional guidance and/or clarification on TPAC's notification role involving MTIP formal amendments.**

The following pages provide additional details concerning the above actions.

WHAT IS THE MTIP?

- ✓ The MTIP reflects the investment priorities established in the current metropolitan transportation plan and shall cover a period of no less than 4 years, be updated at least every 4 years, and be approved by the MPO(s) and the Governor(s).
- ✓ The Metropolitan Planning Organization (MPO) is the delegated arm to USDOT for the development, update, management, and completing required amendments to the MTIP.
- ✓ Projects added to the MTIP through a process called “Programming”. Programming refers to the process of selecting projects for funding, identifying funding resources, and scheduling implementation. Programming is a distinct phase of transportation decision making that occurs in conjunction with long-range planning. It focuses on the short-term planning priorities and commits funds for expenditure. Projects are selected by matching available revenue with planned projects that meet the criteria for that funding stream.
- ✓ **For lead agencies with projects required to be included in the MTIP and utilizing funds outside of the MPOs management or control, then the MPO acts as the conduit to complete required programming or amendment actions to the MTIP on behalf of the lead agency.**
- ✓ TIP projects must be consistent with the 20-year (or longer) long-range transportation plan, reflect near term investment priorities, and indicate progress toward system performance targets. The TIP must contain a minimum of four years’ worth of projects and must be updated at least every four years.
- ✓ Per the governing Code of Federal Regulations and Statutes, the MTIP must:
 - Include projects for any mode that will be using Federal funding or Federal subsidy [23USC§134(j)(2)(A)].
 - Provide a project description and location for each project [23USC §134(j)(2)(C)].
 - Prioritize the projects [23USC §134(j)(1)(A)].
 - Indicate the sources of funding that will be used to construct the project [23USC §134(j)(2)(B)(ii)]. Demonstrate a contribution to achieving performance targets [23USC §134(j)(2)(D)].¹
 - Include a consultation process with stakeholders prior to adoption [23USC §134(j)(4)].
 - Undergo a period of public availability and comment [23USC §134(j)(1)(B)].
 - Be adopted by the MPO governing board and submitted to the governor [23USC §134(j)(1)(D)(ii)].
- ✓ Complete required formal/full amendments and administrative modifications for USDOT ensuring for each project included in the MTIP, the following areas are satisfactorily addressed:
 - Required eligibility for MTIP Programming.
 - Verify proof of funding for any and all new funds added to the MTIP.
 - Determine fiscal constraint is still maintained as a result of the amendment action
 - Passes RTP consistency review and validation areas to include:
 - Identified in the constrain section of the approved RTP
 - Determine if the project is considered regionally significant.
 - Identified as either capacity enhancing type projects or no-capacity enhancing, exempt projects
 - Evaluate and review project changes for possible air quality impacts
 - Evaluate and review project changes for travel demand modeling impacts.
 - Validate project scope and limits are consistent with the RTP project entry.
 - Validate project scope, limits, and funding changes can occur legally based on USDOT amendment guidance

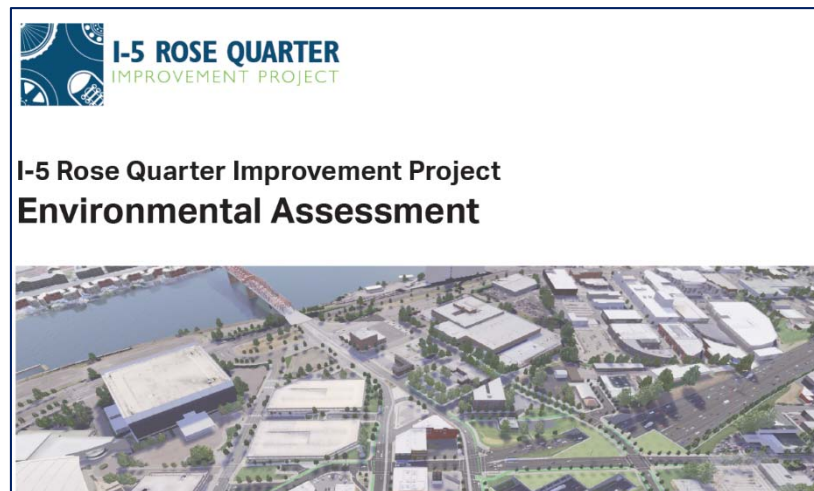
- Verification that the project scope and limits match up to regional RTP goals and strategies
- Verify and validate project obligations against programming for annual fund obligation targets compliance and complete technical funding corrections as required to help keep the STIP and MTIP matched down to the project level and the overall programming balanced between both documents
- Complete required public notification and opportunity for public comments periods for all formal/full amendments.
- Monitors and secures required supplemental project approvals (e.g. funding awards, OTC approvals requirements, etc.) for any and all submitted amendments
- Identify and provide initial project tagging assessment in support of later performance measurement needs.

Summary: The MTIP functions as a 4-year snapshot in time of how the region will expend federal, state, and local funds on regional significant projects. As long as projects satisfy USDOT's eligibility, funding, and programming requirements, and RTP consistency requirements, the project will be included in the MTIP and amended as required. However, the MTIP is not a political document. It does not advocate one project over another.

SUMMARY OF THE ROSE QUARTER IMPROVEMENT PROJECT

In addition to the amendment table that contain the regular detail about the amendment, the following provides a few extra points about the Rose Quarter Improvement Project:

1. The Rose Quarter Improvement Project is a named and approved project from HB 2017 which was approved by the Oregon Legislature and signed by the Governor.
2. The Oregon Transportation Commission (OTC) is charged with the oversight responsibility from HB2017 in Section 27c to complete the estimated costs, develop the project's design features, determine the approach and schedule to deliver the project, and oversee delivery.
3. The Rose Quarter Improvement project is a federalized project and was required to complete the NEPA process. The Environmental Assessment (EA) was approved as of February 15, 2019 and is 118 pages long.
4. The EA examined and evaluated environmental impacts to include:
 - a. No build-alternative versus the build alternative
 - b. Affected Environmental and Environmental Consequences to include
 - i. Air Quality
 - ii. Aquatic Biology
 - iii. Archaeology
 - iv. Climate Change

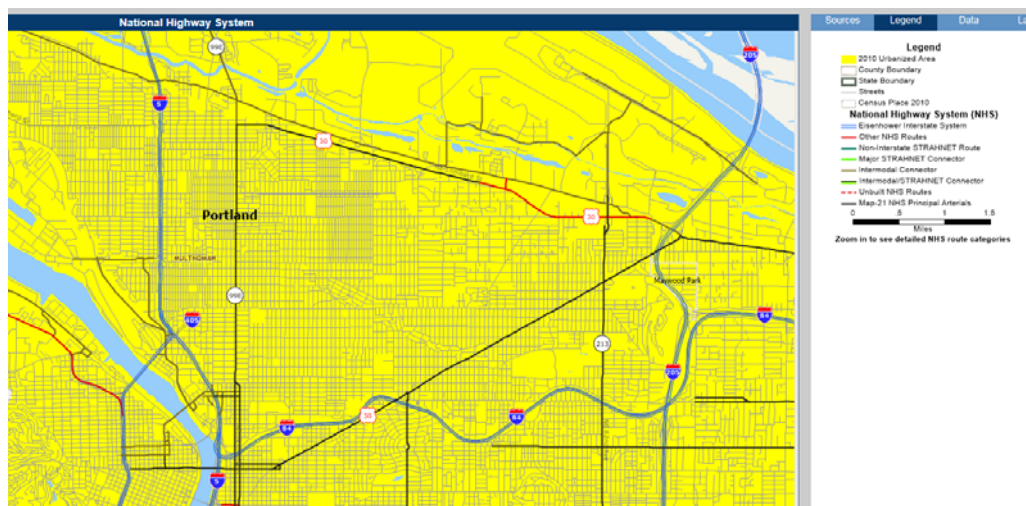


- v. Environmental Justice
 - vi. Hazardous Materials
 - vii. Historic Resources
 - viii. Land-use impacts
 - ix. Noise impacts
 - x. Section 4(f): Impacts to historic properties, park & recreational facilities, and wildlife plus waterfowl refuges
 - xi. Right-of Way needs and impacts
 - xii. Socioeconomic impacts
 - xiii. Transportation impacts
 - xiv. Utility requirements and impacts
 - xv. Water Resource impacts
 - xvi. Cumulative impacts
- c. Public Involvement and Agency Coordination requirements

AMENDMENT CONSISTENCY REVIEW:

As part of the March 2020 Formal MTIP Amendment Bundle submission requirements, Metro requested ODOT provide additional details about the projects to ensure all RTP consistency areas were properly addressed. The below items summarize the validation and verification process:

- **MTIP Programming Requirement Verification.**
 - ✓ Sources:
 - a. Federal funds committed to the project
 - b. Project is located on the National Highway System (NHS) – Yes, project is identified as an “Eisenhower Interstate System” route on the NHS
 - c. Capacity enhancing project.
 - d. Summary: The project is required to be programmed in the MTIP.



- **Proof of Funding.**
 - ✓ Source: HB2017 Legislation

(Tax and Fee Distribution and Projects)

SECTION 71a. (1) The following amounts shall be distributed in the manner prescribed in this section:

(a) The amount attributable to the increase in tax rates by section 45 of this 2017 Act and the amendments to ORS 319.020 and 319.530 by sections 40 to 43 of this 2017 Act.

(b) The amount attributable to the vehicle registration and title fees imposed under sections 32, 33, 37 and 38 of this 2017 Act.

(c) The amount attributable to the increase in taxes and fees by the amendments to ORS 803.420, 803.645, 818.225, 818.270, 825.450, 825.476, 825.480 and 826.023 by sections 34, 35, 48, 49, 51, 52, 54, 55, 57, 58, 63, 64, 66, 67 and 70 of this 2017 Act.

(2) The amounts described in subsection (1) of this section shall be distributed in the following order and for the following purposes:

(a) For calendar years beginning on or after January 1, 2022, \$30 million shall be used for the Interstate 5 Rose Quarter Project. This amount shall be used for the Interstate 5 Rose Quarter Project only until the later of the date on which the project is completed or on which all bonds issued to fund the project have been repaid.

(b) \$10 million per year shall be deposited into the Safe Routes to Schools Fund for the purpose of providing Safe Routes to Schools matching grants under section 123 of this 2017

- **Funds Available/Fiscal Constraint Validation.**
 - ✓ Source: OTC January 10, 2020 approval letter



Oregon

Kate Brown, Governor

Oregon Transportation Commission

Office of the Director, MS 11

355 Capitol St NE

Salem, OR 97301-3871

DATE: January 10, 2020

TO: Oregon Transportation Commission

FROM: 
Kristopher W. Strickler
Director

SUBJECT: **Agenda F** – Approve release of the *Draft 2021-2024 Statewide Transportation Improvement Program (STIP)* for Public Review and Comment

Requested Action:

Approve releasing the *Draft 2021-2024 Statewide Transportation Improvement Program (STIP)* to the public for review and comment and approve the list of projects to advance to begin delivery.

Background:

The *Draft 2021-2024 STIP* (Attachment 1) is the department's short-term capital improvement program required by federal regulations that outlines project funding and scheduling information for the Department and the state's metropolitan planning organizations.

In December 2017, the Oregon Transportation Commission (OTC) approved the [funding allocation for the Draft 2021-2024 STIP](#). Approval of these funds allowed the project selection to continue on the existing timeline for Highway Leverage, Safety Leverage, and Fix-It programs. During this time period, Oregon Department of Transportation (ODOT) worked with the various regional Area Commission on Transportation (ACTs) and stakeholders to seek comments and input into the projects selected

2021-2024 Draft STIP Advance Phase List
1/7/2020

Attachment 2

Key #	Project Name	Phase	Phase Amount	Year	Justification
Region 1					
K20300	OR217 at US26 Westbound Ramp/US26: OR217 - Cornell	PE	\$ 111,839	2020	This project should align with the adjacent US26 (Sunset Highway) Sylvan to OR 217 project. Advancing to the current STIP will save on costs and be more efficient for project delivery. Bid scheduled for August 2020.
K20382	Morrison Street: Willamette River (Morrison) Bridge	CN	\$ 5,000,000	2020	Adding additional \$0M to local agency project to allow construction to move forward due to higher estimates.
K21599	US26: Salmon River - Zigzag	PE	\$ 1,583,489	2020	This project needs to align with the adjacent project in the current STIP to reduce costs, reduce impact to travelling public, and for efficiency in project delivery.
K31500	US26: Salmon River - Zigzag	RW	\$ 83,888	2020	This project needs to align with the adjacent project in the current STIP to reduce costs, reduce impact to travelling public, and for efficiency in project delivery.
K19071	I-5 Rose Quarter Improvement Project	PE	\$ 44,000,000	2020	By February 2020, the current available design funds will be expended so funds will need to be advanced to keep the design moving until 202. This includes cost of obligating the right-of-way phase in 2020. The advanced design funds will pay to get the project through right-of-way obligation in 2020. If right-of-way is delayed to 2021, there is potential for cost increases due to market changes.
K19071	I-5 Rose Quarter Improvement Project	RW	\$ 58,000,000	2020	By February 2020, the current available design funds will be expended so funds will need to be advanced to keep the design moving until 202. This includes cost of obligating the right-of-way phase in 2020. The advanced design funds will pay to get the project through right-of-way obligation in 2020. If right-of-way is delayed to 2021, there is potential for cost increases due to market changes.
K20471	OR99W: Tualatin River northbound bridge	CN	\$ 1,202,900	2020	Advancing this project to 2020 will give the project to construction earlier than the original 2021 start date. This project will reduce anticipated traffic impacts. In addition there is potential for lower bid prices when constructed earlier. The PE was started in the 18-21 STIP. Construction was cancelled due to the rebalance. The overlay has dense cracking in some areas and large cracks in others. The overlay that is on the bridge has reached the end of its service life.

- RTP Consistency Review. Validation Areas:
 - ✓ **Project is included in the constrained approved RTP:** Yes.
Source: Approved 2018 RTP Constrained Project List. RTP ID 11176 and 10867

Published 3/15/19

2018 Regional Transportation Plan
Financially Constrained List of Projects and Programs

RTP Investment Category	County	Nominating Agency	Primary Facility Owner	RTP ID	Project Name	Start Location	End Location	Description
Throughways	Multnomah County	ODOT	ODOT	11176	I-5 from I-405 to I-84 (Rose Quarter/Lloyd District) Construction	I-84	Greeley St.	Construct improvements to enhance safety and operations on I-5, connection between I-84 and I-5, and multimodal access to and connectivity between the Lloyd District and Rose Quarter.
Throughways	Multnomah County	ODOT	ODOT	10867	I-5 from I-405 to I-84 (Rose Quarter/Lloyd District) PE, NEPA, ROW	I-84	Greeley St.	Conduct preliminary engineering and National Environmental Policy Act review, and right of way work to improve safety and operations on I-5, connection between I-84 and I-5, and multimodal access to and connectivity between the Lloyd District and Rose Quarter.

- RTP Consistency Review. **Is this a Regionally Significant Project?**
 - ✓ Yes. The project is located “on-system” (in the modeling network), is capacity enhancing, and contains federal funds.
- RTP Consistency Review. **Is the project exempt from transportation modeling and air quality analysis?**
 - ✓ No. The project is not defined as a non-capacity, exempt project per 40 CFR 93.126, Table 2 or 40 CFR 93.127
- RTP Consistency Review. **Is the project included in the Metro modeling network verifying that transportation travel demand modeling and air quality analysis requirements have been completed?**
 - ✓ Yes

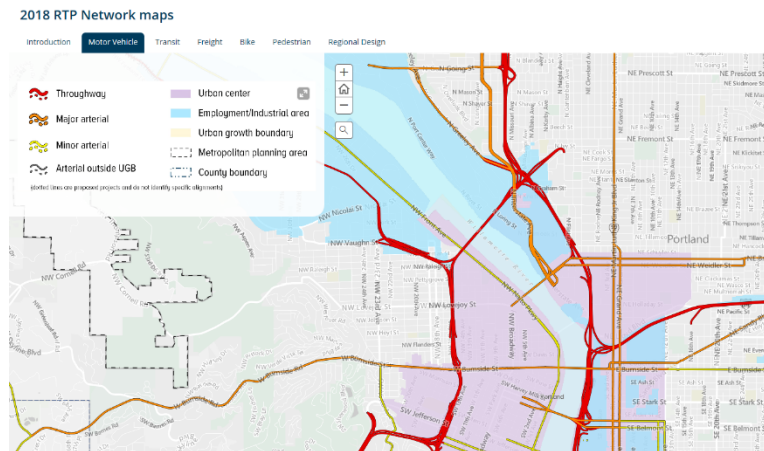
PROJECT SCOPE ASSUMPTIONS

The Project is at a preliminary level of design (approximately a 15 percent design level) and assumes the following key features:

- A new auxiliary lane in each direction on I-5 between I-84 and I-405** to support merging and improved connections between interchanges in an area where three interstates come together
- Wider safety shoulders** in each direction on I-5 between I-84 and I-405 to provide space for disabled vehicles to move out of traffic and allow emergency vehicles to respond more quickly
- Highway covers over I-5** that replace and structurally upgrade existing overpasses and create public space
- Local street multimodal improvements**
- A new east-west crossing** to connect NE Hancock Street with N Dixon Street
- A new bicycle and pedestrian bridge** from Clackamas Street to the Rose Quarter entertainment area

- RTP Consistency Review. **Is the project located in at least one of the five Metro modeling networks?**

✓ Yes. The project is located on I-5 in the Motor Vehicle network. I-5 is defined as a Throughway



- RTP Consistency Review. **As modeled and included in the constrained RTP, does the project's major scope elements and limits match up with the project in the metro modeling network?**
 - ✓ Yes. The project as submitted for programming in the MTIP contain the same major scope elements and project limits as identified in the RTP. Sources: RTP modeling network, and Rose Quarter Improvement Project Environmental Assessment
- Finally, does the project match up with the goals and strategies identified in the RTP?
 - ✓ Yes. RTP Goal #5 – Safety and Security, Objective 5.1 Transportation Safety – Eliminate fatal and severe injury crashes for all modes of travel.

Summary of RTP Consistency Review:

1. ODOT submitted the amendment request along with all required support documentation including
 - a. a formal request for the amendment
 - b. STIP Impacts Worksheet (explaining the need for the amendment)
 - c. STIP Summary Report (request financial changes and name/description updates if required)
 - d. OTC support documentation
 - e. Project location maps
 - f. Answers to Metro questions for clarification
2. As a result of the amendment programming review and RTP consistency review:
 - a. The requested programming changes are legal.
 - b. Fiscal constraint is maintained. The additional funding for PE and ROW phases along with advancing the ROW phase into 2020 has been verified along with OTC approval for the advancement.
 - c. RTP consistency is maintained and no scope issues appear evident as a result of the requested changes.
 - d. Finally, ODOT has provided adequate justification for the needed funding changes and phase advancement.
 - e. The funding increase exceeds the 20% threshold for funding changes so the changes must be made via a formal/full amendment

2018-2021 Metropolitan Transportation Improvement Program Exhibit A to Resolution 20-5088					
Proposed March 2020 Formal Amendment Bundle Amendment Type: Formal/Full Amendment #: MR20-10-MAR2 Total Number of Projects: 1					
ODOT Key #	MTIP ID #	Lead Agency	Project Name	Project Description	Description of Changes
Project #1 Key 19071	70784	ODOT	I-5 Rose Quarter Improvement Project	On I-5 between I-84 and I-405, continue prior planning and project development efforts of the Broadway-Weidler Facility Plan and the N/NE Quadrant Plan Planning, project development, and right of way efforts of the Broadway-Weidler facility plan and the N/NE Quadrant, which identified transportation investments that would result in improved safety and operations as well as supporting economic growth. Proposed multi-modal improvements include: ramp-to-ramp (auxiliary) lanes, highway shoulders, highway covers, new overcrossing, I-5 southbound ramp relocation, new bike and pedestrian crossing, and improved bike and pedestrian facilities	ADD FUNDING The formal amendment adds \$48,126,545 to the PE phase increasing it to \$71.3 million. It also adds \$58 million to the ROW phase allowing ROW phase activities to begin. Construction is not being programmed currently. The total programming increases to \$129,391,997. OTC approval was required and occurred during their January 2020 meeting

Project Description Note:

The project description is being updated as an implementation phase is being added (Right-of-Way). As the project moves into implementation of delivery phases (Right-of-Way, Utility Relocation, and Construction) the description calls out the major scope elements as best as the data field space will allow. The MTIP contains both a detailed description field and a short field. The detailed description field is not visible in the MTIP public document. The detailed description had already been updated to reflect the above updated description. The short description is now being corrected to reflect the same description to avoid a perception that scope change had occurred. There is no change in project scope.

A summary of the amended projects is provided below.

Project 1: I-5 Rose Quarter Improvement Project	
Lead Agency:	ODOT
ODOT Key Number:	19071 MTIP ID Number: 70784
Projects Description:	Project Snapshot: <ul style="list-style-type: none"> Proposed improvements: Planning, project development, and right of way efforts of the Broadway-Weidler facility plan and the N/NE Quadrant, which identified transportation investments that would result in improved safety and operations as well as supporting economic growth. Proposed multi-modal improvements include: ramp-to-ramp (auxiliary) lanes, highway shoulders, highway covers, new overcrossing, I-5 southbound ramp relocation, new bike and pedestrian crossing, and improved bike and pedestrian facilities

	<ul style="list-style-type: none"> • Source: Existing Project • Funding: Much of the required funding for Preliminary Engineering and Right-of-Way (ROW) phases will be from HB2017 state funds and combination of other federal funds. • Project Type: Highway – capacity improvement project • Location: On I-5 between I-84 and I-405 in north Portland • Cross Street Limits: I-84 in the south north to I-405 interchange • Overall Mile Post Limits: 301.40 to 303.20 which equals about 1.8 miles • Current Status Code: 4 = (PS&E) Planning Specifications, & Estimates (final design 30%, 60%, 90% design activities initiated). • STIP Amendment Number: 18-21-3617 • MTIP Amendment Number: MR20-09-MAR 																											
<p>What is changing?</p>	<p>AMENDMENT ACTION: ADD FUNDING</p> <p>The purpose of the Project is to improve the safety and operations on I-5 between I-405 and I-84, and within the I-5 Broadway/Weidler interchange. In support of this purpose, the Project will improve local connectivity and multimodal access in the vicinity of the Broadway/Weidler interchange, and improve multimodal connections between neighborhoods located to the east and west of I-5. The amendment adds funding the PE and ROW phases, plus advances the ROW phase from the new draft S2021-24 STIP forward to FY 2020 and into the current 2018-21 STIP. As a result, the Preliminary Engineering (PE) phase increases from \$27,291,997 to \$71,391,997. \$58,000,000 is added to the ROW phase.</p>																											
<p>Additional Details:</p>	<p>As of January 2020, an updated Cost to Complete report has been issued. The project’s revised total estimated cost has increased from \$450-\$500 million to \$715 to \$795 million as shown at right.</p> <table border="1" data-bbox="966 1144 1388 1386"> <thead> <tr> <th>Year of Dollars</th> <th>Preliminary Cost Estimate (2017)</th> <th>Base Estimate Range (2025)</th> </tr> </thead> <tbody> <tr> <td>TOTAL</td> <td>\$450.0 - \$500.0</td> <td>\$715.0 to \$795.0</td> </tr> <tr> <td>INFLATION</td> <td>\$0.0</td> <td>\$130.0 to \$147.0</td> </tr> <tr> <td>RIGHT-OF-WAY</td> <td>\$6.0</td> <td>\$42.0 to \$52.3</td> </tr> <tr> <td>UTILITY</td> <td></td> <td></td> </tr> </tbody> </table> <p><i>Table 5-2 Cost By Design Feature- millions (2025 Dollars)</i></p> <table border="1" data-bbox="966 1438 1372 1711"> <thead> <tr> <th>PROJECT FEATURES</th> <th>COST RANGE</th> </tr> </thead> <tbody> <tr> <td>I-5 Mainline</td> <td>\$397.8 to \$442.4</td> </tr> <tr> <td>Highway Covers</td> <td>\$257.3 to \$286.0</td> </tr> <tr> <td>Local Street Improvements</td> <td>\$44.2 to \$49.1</td> </tr> <tr> <td>Clackamas Pedestrian and Bicycle Crossing</td> <td>\$15.7 to \$17.5</td> </tr> <tr> <td>TOTAL</td> <td>\$715.0 to \$795.0</td> </tr> </tbody> </table> <p>The major scope improvement elements include improvements to the I-5 mainline, highway covers, local street improvements, and construction of the Clackamas Pedestrian and Bicycle Crossing. The estimated cost breakout among these scope elements per the Cost to Complete Report is shown at right.</p> <p>Additional project summary details are provided in Attachment 1 to the staff report.</p>	Year of Dollars	Preliminary Cost Estimate (2017)	Base Estimate Range (2025)	TOTAL	\$450.0 - \$500.0	\$715.0 to \$795.0	INFLATION	\$0.0	\$130.0 to \$147.0	RIGHT-OF-WAY	\$6.0	\$42.0 to \$52.3	UTILITY			PROJECT FEATURES	COST RANGE	I-5 Mainline	\$397.8 to \$442.4	Highway Covers	\$257.3 to \$286.0	Local Street Improvements	\$44.2 to \$49.1	Clackamas Pedestrian and Bicycle Crossing	\$15.7 to \$17.5	TOTAL	\$715.0 to \$795.0
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<p>Why a Formal amendment is required?</p>	<p>Per the FHWA/FTA/ODOT/MPO approved Amendment Matrix, Cost increase above 20% for \$1 million or greater projects requires a full/formal amendment</p>																											

<p>Total Programmed Amount:</p>	<p>PE and ROW phases are generally now completely programmed. Construction will be added later. The formal amendment increases the total project programming to \$129,391,997. The total estimated project cost range is \$715 to \$795 million</p>
<p>Added Notes:</p>	<p>Approval from the Oregon Transportation Commission (OTC) was required to add and advance the ROW phase into FY 2020. Approval occurred during their January 2020 meeting.</p>



Note: The Amendment Matrix located on the next page is included as a reference for the rules and justifications governing Formal Amendments and Administrative Modifications to the MTIP that the MPOs and ODOT must follow.

METRO REQUIRED PROJECT AMENDMENT REVIEWS

In accordance with 23 CFR 450.316-328, Metro is responsible for reviewing and ensuring MTIP amendments comply with all federal programming requirements. Each project and their requested changes are evaluated against multiple MTIP programming review factors that originate from 23 CFR 450.316-328. The programming factors include:

- Verification as required to programmed in the MTIP:
 - Awarded federal funds and is considered a transportation project
 - Identified as a regionally significant project.
 - Identified on and impacts Metro transportation modeling networks.
 - Requires any sort of federal approvals which the MTIP is involved.
- Passes fiscal constraint verification:
 - Project eligibility for the use of the funds
 - Proof and verification of funding commitment
 - Requires the MPO to establish a documented process proving MTIP programming does not exceed the allocated funding for each year of the four year MTIP and for all funds identified in the MTIP.
- Passes the RTP consistency review:
 - Identified in the current approved constrained RTP either as a stand- alone project or in an approved project grouping bucket
 - RTP project cost consistent with requested programming amount in the MTIP
 - If a capacity enhancing project – is identified in the approved Metro modeling network
- Satisfies RTP goals and strategies consistency: Meets one or more goals or strategies identified in the current RTP.
- If not directly identified in the RTP’s constrained project list, the project is verified to be part of the MPO’s annual Unified Planning Work Program (UPWP) if federally funded and a regionally significant planning study that addresses RTP goals and strategies and/or will contribute or impact RTP performance measure targets.
- Determined the project is eligible to be added to the MTIP, or can be legally amended as required without violating provisions of 23 CFR450.300-338 either as a formal Amendment or administrative modification:
 - Does not violate supplemental directive guidance from FHWA/FTA’s approved Amendment Matrix.
 - Adheres to conditions and limitation for completing technical corrections, administrative modifications, or formal amendments in the MTIP.
 - Is eligible for special programming exceptions periodically negotiated with USDOT as well.

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

- Programming determined to be reasonable of phase obligation timing and is consistent with project delivery schedule timing.
- Reviewed and initially assessed for Performance Measurement impacts to include:
 - Safety
 - Asset Management - Pavement
 - Asset Management – Bridge
 - National Highway System Performance Targets
 - Freight Movement: On Interstate System
 - Congestion Mitigation Air Quality (CMAQ) impacts
 - Transit Asset Management impacts
 - RTP Priority Investment Areas support
 - Climate Change/Greenhouse Gas reduction impacts
 - Congestion Mitigation Reduction impacts
- MPO responsibilities completion:
 - Completion of the required 30 day Public Notification period:
 - Project monitoring, fund obligations, and expenditure of allocated funds in a timely fashion.
 - Acting on behalf of USDOT to provide the required forum and complete necessary discussions of proposed transportation improvements/strategies throughout the MPO.

APPROVAL STEPS AND TIMING

Metro’s approval process for formal amendment includes multiple steps. The required approvals for the March 2020 Rose Quarter Formal MTIP amendment (MR20-10-MAR2) will include the following:

<u>Action</u>	<u>Target Date</u>
● Initiate the required 30-day public notification process.....	February 27, 2020
● TPAC notification and approval recommendation.....	March 6, 2020
● JPACT approval and recommendation to Council.....	March 19, 2020
● Completion of public notification process.....	March 27, 2020
● Metro Council approval.....	April 2, 2020

Notes:

* If any notable comments are received during the public comment period requiring follow-on discussions, they will be addressed by JPACT.

USDOT Approval Steps:

<u>Action</u>	<u>Target Date</u>
● Amendment bundle submission to ODOT for review.....	April 7, 2020
● Submission of the final amendment package to USDOT.....	April 7, 2020
● ODOT clarification and approval.....	Late April, 2020
● USDOT clarification and final amendment approval.....	Early May 2020

ANALYSIS/INFORMATION

1. **Known Opposition:** None known at this time.
2. **Legal Antecedents:** Amends the 2018-2021 Metropolitan Transportation Improvement Program adopted by Metro Council Resolution 17-4817 on July 27, 2017 (For The Purpose

of Adopting the Metropolitan Transportation Improvement Program for the Portland Metropolitan Area).

3. **Anticipated Effects:** Enables the projects to obligate and expend awarded federal funds.
4. **Metro Budget Impacts:** None to Metro

RECOMMENDED ACTION:

- **Staff concurs with TPAC and recommends discussion and debate as needed at JPACT to resolve and remove the political aspects of the Rose Quarter Improvement Project from the changes requested by ODOT for the MTIP Amendment.**
- **Staff still recommends JPACT approve Resolution 20-5088 and recommend approval to Metro Council to allow submission to USDOT and final approval for inclusion in the MTIP.**
- **Staff requests JPACT provide additional guidance and/or clarification on TPAC's notification role involving MTIP formal amendments.**

Attachments:

1. Project Purpose/Executive Summary/Project Cost Summary to the January 2020 I-5 Rose Quarter Improvement Project Cost to Complete Report
2. January 10, 2020 OTC Staff Report



I-5 ROSE QUARTER IMPROVEMENT PROJECT



COST TO COMPLETE

JANUARY
2020

PURPOSE OF THE COST TO COMPLETE REPORT

With the passage of House Bill 2017 (HB 2017), the Oregon Legislature (herein, State Legislature) made a significant investment to improve the transportation infrastructure within the State of Oregon (State). HB 2017 statutorily directs construction and dedicates funding to the I-5 Rose Quarter Improvement Project (Project) as part of a suite of investments to reduce congestion and improve operations in the Portland metro region, and to add vitality to the statewide economy.

Central to the effective implementation of HB 2017, the Oregon Department of Transportation (ODOT) is committed to effectively delivering programs and projects in an accountable, transparent, and efficient manner. To meet this goal, and the requirements set forth in Section 27c of HB 2017, the Oregon Transportation Commission (OTC) and ODOT have conducted a study to deliver a report to the Joint Committee on Transportation by February 1, 2020, documenting the estimated cost required to complete the I-5 Rose Quarter Improvement Project. Section 27c of HB 2017 states:

SECTION 27c. The Oregon Transportation Commission shall conduct a study and make a report on its findings to the Joint Committee on Transportation established under section 26 of this 2017 Act and to the appropriate fiscal and policy committees or interim committees of the Legislative Assembly as follows:

(2) No later than February 1, 2020, the costs to complete the Interstate 5 Rose Quarter Project.

This Cost to Complete (CTC) report documents the approach and plan to deliver the Project within a projected cost and schedule, and describes the Project's design features, constructability, and the selected delivery method. This CTC report documents the Project's scope assumptions as part of the current cost estimate.

Figure 0-1 I-5 Rose Quarter Improvement Project Mainline



EXECUTIVE SUMMARY

PROJECT OVERVIEW

A PROJECT OF STATEWIDE SIGNIFICANCE

Interstate 5 (I-5) is the main north-south route moving people and goods and connecting population centers across the West Coast of the United States from Mexico to Canada. In the Portland region between Interstate 84 (I-84) and Interstate 405 (I-405), I-5 carries some of the highest number of vehicles in the State and is critical for truck freight and businesses moving goods, commuters traveling to and from Portland, and locals traveling within the region. This segment of I-5 experiences the State's highest crash rate on an urban interstate and is the single worst traffic bottleneck in the State. These impacts contribute to degraded travel reliability on I-5 through the Portland region, and produce further statewide effects. Within this segment of I-5, travel times are increasing for all commuters with over 12 hours of congestion each day. This segment of I-5 is also the worst truck freight bottleneck in the State, and the 28th worst truck freight bottleneck in the nation, affecting the regional and statewide economy.

PROJECT PURPOSE

The purpose of the Project is to improve the safety and operations on I-5 between I-405 and I-84, and within the I-5 Broadway/Weidler interchange. In support of this purpose, the Project will improve local connectivity and multimodal access in the vicinity of the Broadway/Weidler interchange, and improve multimodal connections between neighborhoods located to the east and west of I-5.

PROJECT NEEDS AND BENEFITS

The Project addresses the following needs and provides the following benefits:

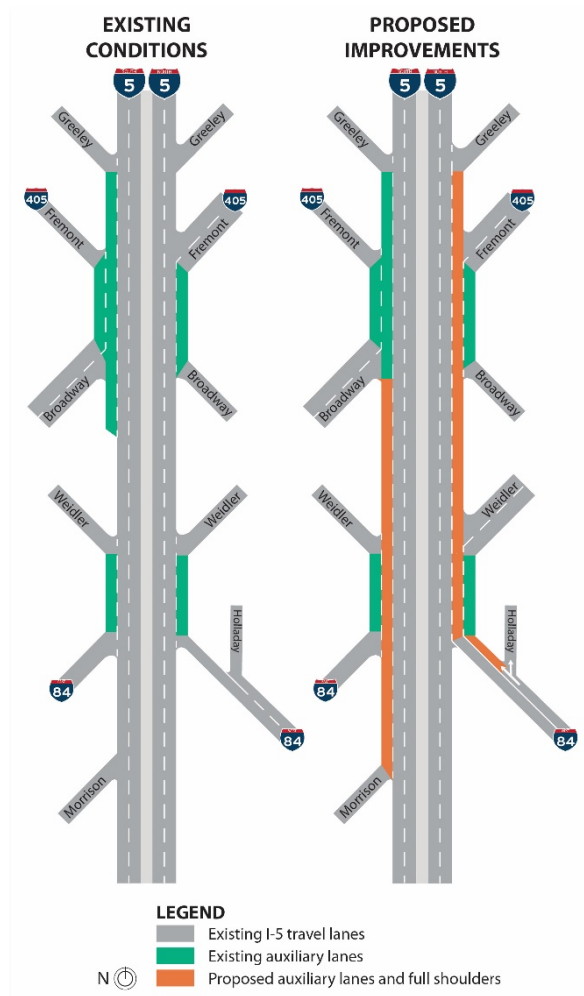
I-5 safety and congestion – The segment of I-5 between I-405 and I-84 incurs 3.5 times more crashes than the statewide average and has some of the highest traffic volumes in the state (12 hours of congestion each day). The Project's auxiliary lanes and wider safety shoulders will reduce frequent crashes and save drivers nearly 2.5 million hours of vehicle delay each year.

Travel reliability – As congestion and safety issues increase, travel reliability on the transportation

network decreases. On I-5 between I-84 and I-405, reliability has decreased during most hours of the day. Project improvements will reduce the number of crashes and alleviate congestion, which will improve travel reliability for all modes and freight.

Economic opportunities – The Portland metro area and the entire State will benefit from the safety and operational improvements of the Project as the economy depends heavily on freight movement. The Project will also be a catalyst for near-term job creation and future redevelopment in the area. The Project will maximize opportunities for minority-owned and small businesses and will seek to hire from a diverse workforce program, with the goal of generating economic opportunities for underrepresented communities.

Figure 0-2 Proposed Auxiliary Lanes and Shoulders



Multimodal enhancements – Some of the existing pedestrian and bicycle facilities in the Project area expose users to navigational challenges, such as crossing freeway on- or off-ramps. Changes to the local street system and the addition of highway covers will reduce conflict points between vehicles and pedestrians, people riding bicycles, or people rolling in the Project area. Changes to overcrossings will enhance walking and bicycling comfort.

Broadway/Weidler interchange operations – The complexity and congestion at the I-5 Broadway/Weidler interchange creates navigation challenges for vehicles, transit, pedestrians, and bicyclists. The Project will simplify the configuration of the interchange, easing navigation for all modes of travel.

PROJECT SCOPE ASSUMPTIONS

The Project is at a preliminary level of design (approximately a 15 percent design level) and assumes the following key features:

- **A new auxiliary lane in each direction on I-5 between I-84 and I-405** to support merging and improved connections between interchanges in an area where three interstates come together
- **Wider safety shoulders** in each direction on I-5 between I-84 and I-405 to provide space for disabled vehicles to move out of traffic and allow emergency vehicles to respond more quickly
- **Highway covers over I-5** that replace and structurally upgrade existing overpasses and create public space
- **Local street multimodal improvements**
- **A new east-west crossing** to connect NE Hancock Street with N Dixon Street
- **A new bicycle and pedestrian bridge** from Clackamas Street to the Rose Quarter entertainment area

These features are consistent with adopted regional and local land use and transportation plans. See the Project Planning, History and Community Engagement section in this Executive Summary for more information.

REDUCING CONGESTION AND IMPROVING TRAVEL SAFETY

The new auxiliary lanes will connect on-ramps directly to the next off-ramp on I-5. As an example, about 99 percent of the vehicles that merge onto I-5 heading south from the Fremont Bridge (I-405) during the evening peak hour period are exiting at the three exits within the Project area – the Broadway, I-84 and Morrison Bridge exits. The addition of an auxiliary lane will allow drivers to make these trips without merging into the two through lanes on I-5 before exiting. This will reduce rear-end and sideswipe crashes, both of which are major causes of delay.

Adding safety shoulders will also help reduce the number of sideswipe and rear-end crashes and reduce delays caused by those crashes. The new shoulders will also provide a place for vehicles in crashes to move safely off the roadway and safer and quicker access for emergency service vehicles to reach emergencies within or beyond the Rose Quarter area.

The Project's assumed multimodal improvements will provide enhanced separation for pedestrians and bicyclists from vehicles on the local street network. The Project assumes new multiuse paths and a pedestrian-and-bicycle-only bridge across I-5 connecting NE Clackamas Street and the Rose Quarter entertainment area.

PROJECT PLANNING, HISTORY AND COMMUNITY ENGAGEMENT

Decades of planning and partnership by ODOT and the City of Portland (City) have occurred to address the safety and operational needs on I-5 and within the Broadway/Weidler interchange through the Rose Quarter. Beginning in the late 1980s, ODOT developed several studies, including the I-5: Greeley-N. Banfield Study (1987) and Modified Concept (1990-96), the Portland/Vancouver I-5 Trade Corridor Study (1999), the I-5/I-405 Freeway Loop Study (2005), and the ODOT/City Practical Design Workshop (2007) to evaluate transportation infrastructure design options.

ODOT and the City reached agreement on a practically designed set of concepts through the 2010-2012 N/NE Quadrant Plan and I-5 Broadway/Weidler Facility Plan effort. Together with a 30-member Stakeholder Advisory Committee (SAC), ODOT and the City evaluated more than 70

design concepts and narrowed the scope of freeway improvements to accommodate and incorporate modifications to the local system in line with the City's land use planning goals. During the 2010-2012 planning effort, ODOT and the City engaged with more than 2,800 individuals and held 19 SAC meetings, 14 subcommittee meetings, 4 open houses, and more than 85 community briefings and walking tours. In 2012, the Portland City Council and OTC adopted the plans and the recommended design concept, which are now reflected as the Project.

The Project design concept is included in adopted Portland regional land use and transportation plans. The Metro Council (the Portland region's metropolitan planning organization) and the Joint Policy Advisory Committee on Transportation (which makes recommendations to the Metro Council) adopted the proposed Project as part of the Regional Transportation Plan in 2014 and again in 2018. Portland City Council adopted the proposed Project into the Central City 2035 Plan (CC2035 Plan) and the Transportation System Plan in June 2018.

Beginning in 2017, as required by the National Environmental Policy Act (NEPA) and consistent with federal regulations, ODOT and the Federal Highway Administration (FHWA) conducted the Environmental Assessment (EA) process for the Project and published the Project's EA on February 15, 2019 for a 45-day public review and comment. The EA conducted an in-depth evaluation of the benefits and impacts of two alternatives: one in which the Project would move forward as planned (the Build Alternative), and one in which the Project would not be built (the No-Build Alternative). This CTC report reflects the cost estimate for the Build Alternative as described in the EA. This is an informational report to describe the costs of the Build Alternative and does not represent a final NEPA decision nor presume a defined outcome of the NEPA process.

As discussed in greater detail below, this report reflects a 15 percent level of planning and design development and assumes no deviation from the current EA level of review. FHWA will make a final decision regarding the level of NEPA review and concur on the selected Project alternative; to date, no final decision has been made.

During the Project's EA phase, ODOT emphasized engaging the historically impacted communities of

color in the Project area. Engagement activities included interviews with Black Portlanders, work with a 14-member Community Liaisons Group to inform outreach, Project presentations at more than 100 events and community gatherings, 9 public events with more than 280 attendees, community walking and biking tours, door-to-door outreach with more than 60 businesses, updates via the Project website and newsletters, and a 45-day public review and comment period on the draft EA.

The Project team continues to intentionally listen, inform, engage, and empower the historically impacted African American community, the primary community displaced by past public and private development decisions in the Project vicinity, as well as other communities of color. Transparent, inclusive engagement will continue to be a central feature of the Project throughout design and construction.

DISADVANTAGED BUSINESS ENTERPRISE (DBE) AND WORKFORCE PROGRAM

ODOT and the City have collaboratively engaged the Disadvantaged Business Enterprise (DBE) community and prioritized a DBE and Workforce program. Goals of the program include identifying new and innovative ways to engage DBE firms, increasing workforce capacity, and informing and preparing prospective bidders in an effort to increase economic benefit among local firms and workers.

EQUITY BY DESIGN

Equity has been an integral component of early Project design, and will continue to be throughout all design phases and construction. Equity is significant in informing design decisions and direction. Throughout Project delivery, the Project team will intentionally listen, inform, and engage communities of color, especially the historically impacted African American communities. These principles relate to design decisions as well as how the Project team conducts community engagement. The Project team will use an iterative community engagement approach to inform design decisions so the Project reflects community values.

PROJECT COST

The Project cost estimate is described below and includes the 2017 preliminary cost estimate, an updated cost estimate, and the factors affecting the cost change.

PRELIMINARY COST ESTIMATE (2017)

Prior to, and during the development of HB 2017, ODOT prepared a preliminary Project cost estimate. This preliminary cost estimate was developed prior to a defined delivery schedule and was reflective of construction costs in the most current dollar value at the time, in 2017 dollars. This preliminary cost estimate ranged from \$450 million to \$500 million in 2017 dollars.

Within HB 2017, the State Legislature statutorily directed \$30 million annually beginning in 2022 and directed the OTC to submit a cost to complete report further detailing the total estimated Project cost.

UPDATED PROJECT ESTIMATE SINCE HB 2017 – FACTORS AFFECTING COST

Since 2017, the Project team has further developed the design and refined the cost estimate to reflect the anticipated year of construction, new standards, and information learned during the EA process. Based on the current Project delivery schedule, main construction is expected to begin in 2023 with anticipated completion by 2027. Changes in cost from the preliminary 2017 estimate to the cost estimate presented in this CTC report are attributable to the effects of updated code and tax requirements, design progression, technical analysis, and inflation on construction and engineering costs.

Inflation – The 2017 preliminary cost estimate was developed prior to the Project’s inclusion within HB 2017 and reflected a construction cost with the best known information and most current dollar value at the time. Inflation was not included in the 2017 preliminary estimate as a construction schedule had not yet been defined for the Project. Since the HB 2017 estimate, inflation has been incorporated into the current Project estimate.

By accounting for the average annual inflation rate, between 3.0 percent and 3.5 percent, and carrying this inflation rate through to 2025 (the midpoint of construction), the Project’s base estimate increases by \$130 million to \$147 million based on inflation.

Fire and Life Safety (FLS) protection – Fire and Life Safety (FLS) systems for the highway covers are now required to include active components, and a more responsive system overall. This results from revisions to, and incorporation of, the National Fire Protection Association (NFPA) code and the need to adhere to FHWA requirements to allow hazardous cargo movement along I-5. The \$18 million to \$25 million for the highway cover FLS systems are incorporated in the current Project cost.

Technical analysis and design progression – Since 2017, the Project team has refined Project design assumptions through both the EA process and by advancing the Project’s design into preliminary engineering. The new factors affecting cost include the following:

- Additional right-of-way (ROW), including easements, needed to accommodate safe and efficient construction access and staging
- Reimbursable utility requirements that are better defined as a result of ongoing discussions with utility providers
- Increased length of retaining walls based on recently obtained ground elevation survey data
- The addition of sound walls adjacent to sensitive noise receptors
- Use of continuously reinforced concrete pavement (CRCP) along I-5 instead of asphalt (CRCP has a higher initial cost but a significantly lower long-term maintenance cost)

Cost refinements – As part of this cost estimate, the Project team has incorporated more than a dozen cost reduction measures that continue to improve safety and modal performance. ODOT will continue ongoing value engineering (VE) efforts during design to include added contractor input and other opportunities to further reduce the overall Project cost. ODOT also anticipates revenue from the sale of surplus property at the conclusion of Project construction. Estimates of the surplus value will be developed as part of the transition from design to construction by 2023.

Table 0-1 compares the preliminary 2017 cost estimate to a range of current Project costs. The range is reflective of the following factors:

Low End of Range (\$715 million)

- Assumed annual inflation rate of 3 percent from 2017 to 2025
- Less variability in quantity and unit price assumptions
- Higher potential for VE – the process used to analyze and determine cost savings solutions – with the Construction Manager/General Contractor (CM/GC), when selected to join the team

Upper End of Range (\$795 million)

- Assumed annual inflation rate of 3.5 percent from 2017 to 2025
- More variability in quantity and unit price assumptions
- More limited VE opportunities with the CM/GC, when selected to join the team

Table 0- 1 Change to Estimated Project Cost from HB 2017

Year of Dollars	Preliminary Cost Estimate (2017)	Base Estimate Range (2025)
TOTAL	\$450.0 - \$500.0	\$715.0 to \$795.0
INFLATION	\$0.0	\$130.0 to \$147.0
RIGHT-OF-WAY	\$6.0	\$42.0 to \$52.3
UTILITY REIMBURSEMENT	\$0.0	\$7.6
PRELIMINARY ENGINEERING	\$64.0 to \$71.0	\$74.2 to \$81.0
CONSTRUCTION	\$380.0 to \$423.0	\$461.2 to \$507.1

All values are in millions

It is important to note that the current Project cost estimate reflects a design that is 15 percent complete, and requires continued, extensive public engagement to inform design refinement and Project decisions. The base Project cost presented in this report is estimated at a 70th percentile. This means

that there is a 70 percent probability that the final Project cost will be within, or less than, this range for the current Project scope and schedule.

Delay to the Project delivery schedule will result in cost impacts, including the effect of inflation. For example, a three-year delay would result in an additional \$66.3 million (3.0 percent inflation) to \$86.4 million (3.5 percent inflation) in delay-related inflation cost. See Section 5.4 for more information on the inflation effect of delays.

COST AND RISK MANAGEMENT THROUGH THE CM/GC DELIVERY METHOD

ODOT selected the Construction Manager / General Contractor (CM/GC) delivery model to effectively manage the Project's technical complexities, community interests, desire to accelerate schedule, VE process, and need for innovation. This model allows ODOT to contract directly with a CM/GC early during the design process on the basis of qualifications, experience, expertise, and price, rather than selecting based solely on the lowest bid. Engaging the prime contractor during early design allows ODOT to receive valuable constructability input throughout the life of the design that can be used to positively impact the Project's technical complexities, schedule acceleration, need for innovation and overall Project cost savings. Further, ODOT expects the selected CM/GC to collaboratively participate in extensive community engagement to determine solutions that address critical Project issues such as:

- Implementing complex construction staging of highway covers over the highly traveled I-5
- Improvement of several I-5 bridges to accommodate extending the auxiliary lanes and adding full shoulders
- Maintaining mobility on I-5, and accommodating access to regional entertainment and recreation facilities, Portland Streetcar, light rail, and other multimodal users in the Project area
- Continual and extensive engagement with the community

ODOT will benefit from the CM/GC's input during design regarding constructability and specific means and methods, and from their participation in risk assessment analysis. These methods and this approach will help to accelerate the Project schedule,

reduce long-term Project cost, and support successful contract negotiations.

The Project team has implemented a rigorous process to assess the Project's risk profile. The Project team will continue to actively identify, mitigate and manage risk throughout design and construction. Pending direction from the OTC on the Project's environmental review process and FHWA's NEPA decision, ODOT will procure a CM/GC to join the Project team.

ADAPTING TO AFFORDABILITY

ODOT recognizes the potential need to phase the Project given currently available funding. ODOT will seek additional funding and capitalize on the innovation and expertise of the CM/GC to help identify cost saving solutions that continue to provide benefit to the traveling public.

The funding priorities of HB 2017 are focused on reducing congestion in the Portland metropolitan area for commuters and truck freight and improving safety along I-5 between I-84 and I-405.

ODOT will continue to identify and seek additional federal, state, and local funding and partnership opportunities.

ADDITIONAL REQUESTS

Some stakeholders have requested expanded highway covers to accommodate a wider range of uses including, but not limited to, multistory buildings. As these requests are beyond the current Project scope and are not yet sufficiently defined, any costs of design, engineering, and construction of expanded covers are not contemplated in this CTC report. Preliminary estimates suggest a range of \$200 million to \$500 million of additional cost to design and build

expanded covers, depending on the required length and strength of the covers. Much of the cost is attributed to providing the structural capacity to accommodate the weight of the buildings.

To maintain the Project's current delivery schedule and begin main construction in 2023, a final decision regarding the expanded highway covers must be made no later than June 2020. The potential for expanding the scope of the highway covers will require community engagement and input and support from stakeholders.

Stakeholders also requested additional technical analysis of the Project, including preparing an Environmental Impact Statement (EIS), as well as the development of an advisory group to guide the Project and an independent evaluation of the highway covers. The Project team anticipates direction from the OTC to address these issues.

COST VALIDATION

ODOT has engaged an independent estimator (IE) to validate Project costs through the development of a production-based estimate that accounts for constructability, access, work sequencing, and market conditions. Additionally, ODOT has selected an owner's representative team to collaboratively provide program management leadership to support successful Project delivery, including cost estimating services.

The owner's representative has prepared an independent estimate to compare to, and validate, the IE's estimate. The IE's and owner's representative's estimates will be compared to the CM/GC's estimate at future pricing milestones once the CM/GC has joined the Project. This process will aid ODOT in negotiating a fair and reasonable price for work.





Oregon

Kate Brown, Governor

Oregon Transportation Commission

Office of the Director, MS 11

355 Capitol St NE

Salem, OR 97301-3871

DATE: January 10, 2020
TO: Oregon Transportation Commission

FROM: Kristopher W. Strickler
Director

SUBJECT: **Agenda F** – Approve release of the *Draft 2021-2024 Statewide Transportation Improvement Program (STIP)* for Public Review and Comment

Requested Action:

Approve releasing the *Draft 2021-2024 Statewide Transportation Improvement Program (STIP)* to the public for review and comment and approve the list of projects to advance to begin delivery.

Background:

The *Draft 2021-2024 STIP* (Attachment 1) is the department's short-term capital improvement program required by federal regulations that outlines project funding and scheduling information for the Department and the state's metropolitan planning organizations.

In December 2017, the Oregon Transportation Commission (OTC) approved the [funding allocation for the Draft 2021-2024 STIP](#). Approval of these funds allowed the project selection to continue on the existing timeline for Highway Leverage, Safety Leverage, and Fix-It programs. During this time period, Oregon Department of Transportation (ODOT) worked with the various regional Area Commission on Transportation (ACTs) and stakeholders to seek comments and input into the projects selected.

In addition to the approval for the Draft STIP to go to public comment, the agency is requesting to advance specific phases from projects selected for the 2021-2024 STIP to begin work. The projects and phases are listed in Attachment 2. This request will allow projects to begin working and allows construction to be delivered earlier.

Next Steps:

With OTC approval, the *Draft 2021-2024 STIP* will be released for formal public review. The public review timeline is February 1 to March 31, 2020. During that time, ODOT will seek and review comments from the public and other stakeholders. After the public comment period, a number of technical steps must be completed before the preparation of the Final 2021-2024 STIP.

In June of 2020, ODOT will return for OTC approval to release the Final 2021-2024 STIP for federal approval from Federal Highway Administration (FHWA) and Federal Transit Agency (FTA). At this meeting the Commission will also receive a summary of the public comments.

Final approval from Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) is expected in September 2020.

Attachment:

- Attachment 1 – Draft 2021-2024 STIP
- Attachment 2 – Draft 2021-2024 STIP Advance Phase List
-

Copies to:

Jerri Bohard	Travis Brouwer	Cooper Brown	Lindsay Baker
McGregor Lynde	Jeff Flower	Tom Fuller	

Attachment 2

Key #	Project Name	Phase	Phase Amount	Year	Justification
Region 1					
K20300	OR217 at US26 Westbound Ramp/US26: OR217 - Cornell	PE	\$ 111,839	2020	This project should align with the adjacent US26 (Sunset Highway) Sylvan to OR 217 project. Advancing to the current STIP will save on costs and be more efficient for project delivery. Bid scheduled for August 2020.
K20382	Morrison Street: Willamette River (Morrison) Bridge	CN	\$ 5,000,000	2020	Adding additional \$5M to local agency project to allow construction to move forward due to higher estimates.
K21599	US26: Salmon River - Zigzag	PE	\$ 1,583,489	2020	This project needs to align with the adjacent project in the current STIP to reduce costs, reduce impact to travelling public, and for efficiency in project delivery.
K21599	US26: Salmon River - Zigzag	RW	\$ 52,899	2020	This project needs to align with the adjacent project in the current STIP to reduce costs, reduce impact to travelling public, and for efficiency in project delivery.
K19071	I-5 Rose Quarter Improvement Project	PE	\$ 44,000,000	2020	By February 2020, the current available design funds will be expended so funds will need to be advanced to keep the design moving until 202. This includes cost of obligating the right-of-way phase in 2020. The advanced design funds will pay to get the project through right-of-way obligation in 2020. If right-of-way is delayed to 2021, there is potential for cost increases due to market changes.
K19071	I-5 Rose Quarter Improvement Project	RW	\$ 58,000,000	2020	By February 2020, the current available design funds will be expended so funds will need to be advanced to keep the design moving until 202. This includes cost of obligating the right-of-way phase in 2020. The advanced design funds will pay to get the project through right-of-way obligation in 2020. If right-of-way is delayed to 2021, there is potential for cost increases due to market changes.
K20471	OR99W: Tualatin River northbound bridge	CN	\$ 1,202,900	2020	Advancing construction to 2020 will get this project to construction a year before the Oregon 217 Aux Lane project to reduce anticipated traffic impacts. In addition there is potential for lower bid prices when constructed earlier. The PE was started in the 18-21 STIP. Construction was cancelled due to the rebalance. The overlay has dense cracking in some areas and large cracks in others. The overlay that is on the bridge has reached the end of its service life.
K20478	OR213 (Cascade Hwy South) at S Toliver Rd	PE	\$ 451,353	2020	Design for this project has started in the current STIP and right-of-way needs to initiate in 2020. Construction needs to initiate as soon as possible to avoid cost increases due to inflation.
K20478	OR213 (Cascade Hwy South) at S Toliver Rd	RW	\$ 2,250,182	2020	Design for this project has started in the current STIP and right-of-way needs to initiate in 2020. Construction needs to initiate as soon as possible to avoid cost increases due to inflation.
K21610	Region 1 rockfall mitigation strategy	PL	\$ 250,000	2020	Initiate project early to prepare for funding proposals for the 24-27 STIP cycle and to coordinate maintenance work in upcoming seasons.
K21611	Bus on shoulder pilots	PL	\$ 300,000	2020	Evaluate the Portland-metro freeway system (~100 miles) to identify bus-on-shoulder opportunities. This is anticipated to include a system-wide geometric assessment, identification of potential pilot project corridors, coordination with regional partners, and development of a Concept of Operations for each corridor.
K21637	OR281, OR282 and OR35 signs, signals and lighting	PE	\$ 148,630	2020	initiate design in 2020 so project is ready for construction in 2021. this strategy will get safety improvements in place as soon as possible.
K21684	I-84 (Eastbound): Tooth Rock Tunnel	PE	\$ 616,459	2020	The rutting in the slow lane is 1 to 1.25 inches deep. The deck was patched several times in 2016 and 2017 by the Bridge Crews. There are cracks in the roadway every 20 feet. Most cracks are less than a quarter inch, but there are cracks up to half an inch.
K21707	US30: St. Johns Bridge	PE	\$ 1,640,017	2020	This is an historic bridge in an urban area, so the PE phase should be started early due to the complex nature of the project.
K21710	US30: Troutdale Bridge	PE	\$ 671,377	2020	This historic bridge is located at the start of the Historic Columbia River Highway and is in an environmentally sensitive location, and also on a river that is popular for floating and other recreation.
K21712	OR99W : Rock Creek Bridge	PE	\$ 74,079	2020	The rails on this bridge are substandard. Both rails have collision damage (broken off sections, loose approach rail...)
K21766	I-84: Multnomah Falls - Cascade Locks	PE	\$ 5,782,433	2020	This is a major project on I-84 that requires close coordination between Pavements and Bridge. The PE phase should be started early to enable sufficient time to develop traffic control and staging plans.
K21880	Cornelius Pass Rd, Rock Creek Bridge	PE	\$ 831,820	2020	Local agency has requested early start on the design phase to support future request for funding construction in the 24-27 STIP cycle.
K21882	Hawthorne Bridge Ramp to OR99E (Portland)	PE	\$ 1,620,457	2020	Local agency has requested early start on the design phase to support future request for funding construction in the 24-27 STIP cycle.
K21885	Knights Bridge Rd, Molalla River Bridge	PE	\$ 639,887	2020	Local agency has requested early start on the design phase.
Total			\$ 125,227,821		

Region 2					
K20314	Richardson Gap Road: Shimane (Thomas Creek) Covered Bridge	CN	\$ 3,444,608	2020	The bridge is in very poor condition with a leaky roof and other concerns and work needs to be completed as soon as possible.

2021-2024 Draft STIP Advance Phase List

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Key #	Project Name	Phase	Phase Amount	Year	Justification
K20445	OR153: Salt Creek (Ash Swale) Bridge	RW	\$ 234,700	2020	to keep the construction phase on schedule
K20445	OR153: Salt Creek (Ash Swale) Bridge	PE	\$ 300,000	2020	to keep the construction phase on schedule
K21237	US20: Cox Creek - Reeves Parkway	CN	\$ 3,000,000	2020	pavement conditions deteriorating; can pave roadway in 2020
K21538	I-105: Willamette R - Pacific Hwy.	PE	\$ 695,500	2020	pavement conditions deteriorating; cost savings by completing sooner
K21539	I-5: N. Santiam - Kuebler	PE	\$ 483,600	2020	pavement conditions deteriorating; cost savings by completing sooner
K21540	I-5: Goshen - Cottage Grove (SB)	PE	\$ 670,100	2020	pavement conditions deteriorating; cost savings by completing sooner
K21542	OR22: Big Cliff Dam - Mongold Slide	PE	\$ 482,700	2020	pavement conditions deteriorating; cost savings by completing sooner
K21543	OR126: Greenwood Dr - Vida	PE	\$ 403,100	2020	pavement conditions deteriorating; cost savings by completing sooner
K21548	OR18: Oldsville Rd - Ash Rd.	PE	\$ 400,000	2020	pavement conditions deteriorating; cost savings by completing sooner
K21553	I-5 Salem - Albany ITS Project	PE	\$ 1,100,000	2020	VMS optimization on I-5 to assist with winter weather events that have caused problems in the past
K21576	Lane County Signing Improvements & Guardrail Installations (2024)	PE	\$ 370,900	2020	address high crash incident sites as soon as practical
K21583	US30: Queue Warning System (Rainer)	PE	\$ 395,000	2020	reduce the ongoing high traffic incidents and high congestion
K21763	US101: Siuslaw River Bridge (Florence)	PE	\$ 881,400	2020	bridge driving surface deteriorating; cost savings by completing sooner
K21988	Deer Creek Park Road bridge	PE	\$ 350,200	2020	Requested by the locals.
K21998	Scotts Mills Road: Butte Creek bridge (Scotts Mills)	PE	\$ 545,300	2020	Requested by the locals.
K22001	South Beaver Creek Road: South Fork Beaver Creek bridge	PE	\$ 355,600	2020	Requested by the locals.
K22003	Mill Creek Road bridge	PE	\$ 406,400	2020	Requested by the locals.
K22004	Salem Avenue: Cox Creek bridge (Albany)	PE	\$ 143,000	2020	Requested by the locals.

Total \$ 14,662,108

Region 3

K21714	US199: Clear Zone Improvements	PE	\$ 120,000	2020	PE funding is needed to be advanced to meet programmed construction timelines in the DRAFT STIP.
K20133	I-5: Ashland-Gold Hill Culverts	PE	\$ 200,000	2020	PE funding is needed to be advanced to meet programmed construction timelines in the DRAFT STIP
K21676	OR99/OR238/OR62: Big X Intersection (Medford)	PE	\$ 1,012,000	2020	PE funding is needed to be advanced to meet programmed construction timelines in the DRAFT STIP
K21716	OR140: Lakeview Dr. Left Turn Lane	PE	\$ 429,000	2020	PE funding is needed to be advanced to meet programmed construction timelines in the DRAFT STIP
K21678	OR42: Slater Crk - Hard Cash Ln and Slide Repair	PE	\$ 784,000	2020	PE funds need to be advanced for this project due to the deteriorating pavement. Slide and rock fall mitigation within project limits is being combined with this project to alleviate construction conflicts. Construction is scheduled for 2023.
K20166	Region 3 Variable Message & Curve Warning Signs	PE	\$ 822,000	2020	PE funding is needed to be advanced to meet programmed construction timelines in the DRAFT STIP
K21722	Purchase Stockpile Property	PE	\$ 220,000	2020	PE funding is needed to be advanced to meet programmed property acquisition timelines in the DRAFT STIP
K21679	I-5: Exit 125 Northbound @ Garden Valley Blvd	PE	\$ 486,000	2020	PE funding is needed to be advanced to meet programmed construction timelines in the DRAFT STIP

Total \$ 4,073,000

Region 4

K21640	US197 Over I84 Bridge (The Dalles)	PE	\$ 89,000	2020	To meet required construction timeframes
K21642	I84 Westbound Bridge Over Union Pacific Railroad (Rufus)	PE	\$ 190,000	2020	To meet required construction timeframes
K21644	I84 Bridge Over OR19 (Arlington Viaduct)	PE	\$ 750,000	2020	To meet required construction timeframes
K21653	US97: Earl Street to Colfax Lane (Madras)	PE	\$ 1,446,000	2020	To meet required construction timeframes
K21667	US20: Ward / Hamby Rd Intersection	PE	\$ 713,000	2020	To meet required construction timeframes. This is a critical intersection, being advanced to reduce potential serious crashes.
K21667	US20: Ward / Hamby Rd Intersection	RW	\$ 150,000	2020	To meet required construction timeframes. This is a critical intersection, being advanced to reduce potential serious crashes.
K21756	US20: Central Oregon Hwy Culverts Corridor Project	PE	\$ 250,000	2020	To meet required construction timeframes
K21757	I84: Columbia River Hwy Culverts	PE	\$ 425,000	2020	To meet required construction timeframes
K21758	US20: Sisters interchange Bridge (Bend)	PE	\$ 62,386	2020	To meet required construction timeframes
K22072	US20 at N. Locust Ave. Intersection (City of Sisters)	PE	\$ 250,000	2020	To meet required construction timeframes provided by the City of Sisters who is providing funding.

Total \$ 4,325,386

Region 5

K21651	Eastern Oregon variable message signs	PE	\$ 400,000	2020	The snow zone drum signs that this project will replace are out-dated technology and they need to be upgraded to variable message signs as soon as possible to improve winter driving safety. Also, the project will include geo-tech drilling at some locations, which is work that needs to be done early in project development.
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2021-2024 Draft STIP Advance Phase List
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Key #	Project Name	Phase	Phase Amount	Year	Justification
K21754	I-84: Ladd Canyon-Clover Creek	PE	\$ 224,968	2020	We are advancing the PE to give us enough time to construct the project in 2022. We are planning on constructing this project in 2022 based on pavement preservation needs and work load balancing.
K21873	OR86: Fish Creek	PE	\$ 650,000	2020	The project will be placing a temporary detour bridge and there is going to be considerable Geotech work that needs to be done early. This is also a Fish Passage project and coordination with the regulatory agencies will be required, and extra time allowed for the coordination and reviews.
K20528	US395: Jct I-84 to Pendleton South City limits	PE	\$ 500,000	2020	I-84 - Pendleton SCL is a pavement preservation project that includes ADA ramps, sidewalks, and signal upgrades. Need to use 21-24 funding to increase the current PE Phase to complete design. The project will be consulted, which requires additional time on the front end to get a contract developed.
Total			\$ 1,774,968		
Grand Total			\$ 150,063,283		