

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO.25-5466, FOR THE PURPOSE OF
ADOPTING THE FISCAL YEAR 2025-26 UNIFIED PLANNING WORK PROGRAM AND
CERTIFYING THAT THE PORTLAND METROPOLITAN AREA IS IN COMPLIANCE
WITH FEDERAL TRANSPORTATION PLANNING REQUIREMENTS

Date: March 28, 2025
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Department: Planning
Meeting Date: April 17, 2025

ISSUE STATEMENT

The Unified Planning Work Program (UPWP) is developed annually and documents metropolitan transportation planning activities performed with federal transportation funds (and other regionally significant planning efforts).

ACTION REQUESTED

Staff will be seeking Approval of the 2025-2026 UPWP at the April 17 JPACT and Council meetings.

IDENTIFIED POLICY OUTCOMES

The near-term investment strategy contained in the 2023 Regional Transportation Plan (RTP) focuses on key priorities for the purpose of identifying transportation needs, including projects and the planning activities contained in the UPWP. These investment priorities include a specific focus on five key outcomes:

- Equity
- Safety
- Mobility
- Economy
- Climate

The planning activities within the UPWP are consistent with 2023 RTP policies and intend to help the region achieve these outcomes.

POLICY QUESTION(S)

Does the UPWP adequately correlate to the 2023 RTP Policy outcomes (described above) within the UPWP project descriptions?

POLICY OPTIONS FOR COUNCIL TO CONSIDER

None recommended for this action.

STAFF RECOMMENDATIONS

Approve Resolution No. 25-5466 adopting a UPWP for the Fiscal Year 2025-26 and certifying that the Portland metropolitan area is in compliance with federal transportation planning requirements.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

How does this advance Metro's racial equity goals?

The UPWP contains Metro's Title VI and Civil Rights work plan which is basis for the agency's equity work.

How does this advance Metro's climate action goals?

UPWP contains Metro's Climate Smart work program as well as related activities that implement Metro's Climate Smart Strategy.

Community Feedback

Draft versions of the UPWP were made available to the public through Metro's website and through presentations to Metro's advisory committees, including the community representatives at TPAC, the Metro Council and opportunities to participate in the federal and state consultation meeting.

Legal Antecedents

This resolution adopts a UPWP for the Portland Metropolitan area, as defined in Title 23 of the Code of Federal Regulations, Parts 450 and 420 and title 49, of the Code of Federal Regulations, Part 13. This resolution also certifies that the Portland metropolitan area is in compliance with Federal transportation planning requirements, as defined in Title 23 of the Code of Federal Regulations, Parts 450 and 500, and title 49, of the Code of Federal Regulations, Part 613.

Anticipated Effects

Approval means that grants can be submitted and contracts executed so work can commence on July 1, 2025 in accordance with established Metro priorities.

Financial Implications

Approval of this resolution is a companion to the UPWP. It is a prerequisite to receipt of Federal planning funds and is, therefore, critical to the Metro budget. The UPWP matches projects and studies reflected in the proposed Metro budget submitted by the Metro Chief Operating Officer to the Metro Council. The UPWP is subject to revision in the final adopted Metro budget.

BACKGROUND

What the UPWP Is

The Unified Planning Work Program (UPWP) is developed annually by Metro as the Metropolitan Planning Organization (MPO) for the Portland Metropolitan Area. It is a federally-required document that serves as a guide for transportation planning activities to

be conducted over the course of each fiscal year, beginning on July 1st. Included in the UPWP are descriptions of the transportation planning activities, the relationships between them, and budget summaries displaying the amount and source of state and federal funds to be used for planning activities. The UPWP is developed by Metro with input from local governments, TriMet, the Oregon Department of Transportation (ODOT), the Federal Highway Administration (FHWA), and the Federal Transit Administration (FTA). It helps ensure efficient use of federal planning funds. The UPWP may be amended periodically as projects change or new projects emerge.

What the UPWP Is not

The UPWP is not a regional policy making document and does not make any funding allocations. Instead, the UPWP reflects decisions already made by JPACT, the Metro Council and/or the state legislature on funding and policy. The UPWP does not include construction, design or preliminary engineering projects. It only includes regionally significant planning projects (primarily those that will be receiving federal funds) for the upcoming fiscal year.

UPWP Adoption process

The Draft UPWP was sent out UPWP was sent out to Federal and State reviewers (and TPAC) on January 28. The required Federal and State consultation was held on March 4. Edits were made to reflect input from the consultation and TPAC, including edits to align terminology in the document with recent Federal executive orders. At its April 4 meeting, TPAC recommended adoption of the UPWP.

Staff will ask for adoption at the April 17 JPACT and Council meetings. Staff will transmit the adopted UPWP to Federal & State partners as soon as possible following adoption on April 17. This allows time for the IGA to be signed by Metro's COO prior to June 30, allowing for federal funding to continue flowing into the region without delay.

Annual Self-Certification

As an MPO, Metro must annually undergo a process known as self-certification to demonstrate that the Portland metropolitan region's planning process is being conducted in accordance with all applicable federal transportation planning requirements, as a prerequisite to receiving federal funds. The annual self-certification is processed in tandem with the Unified Planning Work Program (UPWP) and documents that Metro has met those requirements. Required self-certification areas include:

- Metropolitan Planning Organization (MPO) designation
- Geographic scope
- Agreements
- Responsibilities, cooperation and coordination
- Metropolitan Transportation Planning products
- Planning factors
- Federal Transportation Performance Measurement
- Public Involvement

- Title VI
- Environmental Justice
- Disadvantaged Business Enterprise (DBE)
- Americans with Disabilities Act (ADA)
- Lobbying

Each of these areas is discussed in Exhibit B to Resolution No. 25-5466

Additionally, every four years, Metro undergoes a quadrennial certification review (with the Federal Transit Administration [FTA] and Federal Highway Administration [FHWA]) to ensure compliance with federal transportation planning requirements. The most recent quadrennial certification review occurred on February 4, 2025. Metro expects to receive findings and recommendations from USDOT prior to adoption of the UPWP. A summary of the USDOT findings and recommendations will be included in the appendix.

ATTACHMENTS

None

- Is legislation required for Council action? X ☒ **Yes** ☐ No
- If yes, is draft legislation attached? X ☒ **Yes** ☐ No