

Memo

Date: Monday, June 26, 2017
To: Metro Council and Interested Parties
From: Ken Lobeck, Funding Programs Lead, 503-797-1785
Subject: May 2017 MTIP Formal Amendment plus Approval Request of Resolution 17-4811

STAFF REPORT

FOR THE PURPOSE OF AMENDING THE 2015-18 METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM (MTIP) TO MODIFY AND/OR ADD NEW PROJECTS AS PART OF THE MAY 2017 FORMAL MTIP AMENDMENT (MY17-04-MAY) INVOLVING A TOTAL OF NINE AFFECTED PROJECTS, SIX FOR ODOT, ONE FOR METRO, TRIMET, AND RIDE CONNECTION

SUMMARY OF TPAC ACTION AND RECOMMENDATION

There were two key actions that emerged from TPAC:

- (1) TPAC did not include in their recommendation ODOT's Kellogg Creek project (Key 19402) due to concerns about the need for further discussion between ODOT and the city of Milwaukie. TPAC did not deny the Kellogg Creek be included in the amendment, but referred it to JPACT allowing extra time for ODOT and the city of Milwaukie to discuss the proposed deprogramming and project cancelling action from the MTIP and STIP. Through this action TPAC deferred the final approval recommendation to come from JPACT without consideration of TPAC's position.
- (2) TPAC did support the addition of two late submitted transit projects to be included in the May 2017 Formal MTIP Amendment. The two projects included:
 - **Key 21064 – TriMet: 5310 Elderly and Disabled Transit Capital (17-19):**
 - Federal funds: STBG (Surface Transportation Block Grant)
 - Federal amount: \$3,201,779
 - Total project cost estimate: \$3,568,237
 - Purpose: For vehicle purchases and contracted services.
 - **Key 21066 - Ride Connection: 5310 Elderly and Disables Transit Capital (17-19):**
 - Federal funds: STBG (Surface Transportation Block Grant)
 - Federal amount: \$3,244,611
 - Total project cost estimate: \$3,615,971
 - Purpose: For vehicle purchases, contracted services, mobility management, and for preventive maintenance and equipment.

The staff report and recommendation provided to JPACT included all nine projects, but with the caveat to determine if ODOT's Kellogg Creek Project should remain or be removed from the May 2017 Formal MTIP Amendment as requested by TPAC. A summary of the JPACT discussion is included on the next page.

SUMMARY OF JPACT RECOMMENDATION:

Staff presented an overview of the May 2017 Formal MTIP Amendment that included a brief overview of each project. Staff advised JPACT members that while the staff recommendation included all nine projects, JPACT approval recommendation was to determine if they supported the identified amendment actions for all nine projects. Conversely, JPACT members were asked to consider if the Kellogg Creek project should remain as part of the amendment (approve the deprogramming action) or remove the project from the final amendment recommendation as part of Resolution 17-4811. Staff presented the final approval recommendation to JPACT as the following:

The approval recommendation for JPACT is to determine if the Kellogg Creek project should continue as submitted for amendment (deprogramming and project cancellation from the MTIP and STIP), or recommend removal from Resolution 17-4811 and not be included as part for the final approval recommendation to Metro Council as part of the final May 2017 Formal MTIP Amendment bundle.

JPACT discussion focused on ensuring they understand the approval recommendation and wanted additional background details from ODOT and the city of Milwaukie. Mayor Mark Gamba provided an overview of why the Kellogg Creek project was critically important to the city. He addressed the needed improvements and how they would benefit the city and region. He also acknowledged the associated problems in trying to implement the goals of the project. Kelly Brooks, ODOT Region 1 Policy and Development Manager addressed the reasons why ODOT needed to deprogram the \$495,000 currently programmed to the project. She explained why ODOT needed to shift the culvert design funds off Kellogg Creek and re-program them to three other projects. A summary of the reasons are stated in the project table for Kellogg Creek (Project Amendment #3). The short and simplistic answer to the deprogramming action is that other culvert projects are in worse condition and require immediate attention ahead of Kellogg Creek.

Mayor Gamba finished the discussion by stated the city of Milwaukie would not oppose ODOT's proposed deprogramming action, nor oppose JPACT's recommendation to include the Kellogg Creek deprogramming and cancellation from the MTIP if that was their recommendation. However, Mayor Gamba requested Metro provide continued support to Milwaukie in their efforts to find funding for the Kellogg Creek project. He stated the city would provide a letter of support consideration to Metro soon requesting this affirmation for the Kellogg Creek project.

As part of the final approval motion, JPACT recommended the Kellogg Creek project be included in the May 2017 Formal MTIP Amendment bundle as submitted by ODOT for deprogramming and cancellation from the MTIP and STIP with the condition that Metro will address the support consideration letter back from Milwaukie for the Kellogg Creek project.

Below is the list of the final May 2017 Formal MTIP Amendment contents as recommended by JPACT:

MAY 2017 FORMAL AMENDMENT BUNDLE CONTENTS

1. Project: I-5: INTERSTATE BR (NB) TRUNNION SHAFT REPLACEMENT	
Lead Agency:	ODOT
ODOT Key Number:	19651
Project Description:	Replace trunnion shaft; bridge #01377A. ODOT is lead on project with WSDOT paying 50% of total.
Changes Needed/and Additional Details:	Add \$1,170,000 of a combination of State Bridge Program funds (50%) from the 2018-2021 STIP and the other 50% from WSDOT to the PE phase.
	The Interstate 5 Northbound Bridge over the Columbia River is a 3,538 foot long sixteen-span bridge that opened to traffic in February 1917. ODOT maintains the bridge with a joint cost-sharing agreement with the Washington State Department of Transportation (WSDOT). The northbound and southbound bridges have average daily traffic of 127,000 vehicles. The vertical lift span is 279 feet long and is raised regularly to allow ships to pass on the Columbia River. The lift uses a system of counterweights and cables that are supported by two towers at each end of the span. The cables pass over trunnion shafts located in each tower.
	The trunnions in the northbound tower are inspected at a regular interval based on their condition. The western trunnion is inspected every four years, while the eastern trunnion is inspected every two years due to cracking concerns. The most recent inspection of the eastern trunnion was completed in August 2014. This inspection showed that, when compared to the August 2012 inspection, the crack of greatest concern had grown from four inches long to six and half inches long along the circumference of the trunnion shaft. A second two inch long crack was also identified.
	This project will be very similar to the work that replaced the trunnions in the southbound towers in 1998. This will involve significant coordination and outreach between ODOT, WSDOT, the Coast Guard, and those who use the bridge.
	The original estimate for preliminary engineering was based on inflated costs from the previous project. However, while the nature of the work is similar, the traffic volumes have increased, as have the expectations for public outreach. This, coupled with the unique risks, significant specialty work, extra quality control and quality assurance on the design work, extensive traffic control plan, and alternate contracting methods, have increased the cost of the preliminary engineering phase beyond the original estimate.
Why a Formal amendment?	Cost increases above 20% for a \$1 million or greater project requires a formal MTIP amendment
Total Programmed Amount:	The PE phase will increase from \$1,398,000 to \$2,568,000
Other and Notes:	OTC approval at their April 2017 meeting

2. Project: REGION 1 BRIDGE SCREENING PROJECT (NEW PROJECT)	
Lead Agency:	ODOT
ODOT Key Number:	21019
Project Description:	Installation of bridge protective screening and bridge rail repair/replacement.
Changes Needed/	Add full project to the 2015 MTIP: Add \$148,959 of federal National Highway

Additional Details:	<p>Performance Program (NHPP-FAST) funds plus state match (Total PE = \$166,008) for PE in 2017 and \$2,444,957 of NHPP-FAST plus State match (Total construction =\$2,724,794 for Construction phase.</p> <p>Oregon Revised Statutes (ORS) 366.462 requires that all freeway overpasses constructed after November 4, 1993, have fences that are designed to deter persons from throwing objects from the overpasses onto the freeways. This ORS also requires that Oregon Department of Transportation (ODOT) develop a prioritization system to construct fences first on those overpasses that involve the greatest risks, and to construct at least 15 fences per year on existing freeway overpasses. Constructing fences on these 12 freeway overpasses in Region 1 and three freeway overpasses in Region 2 will improve safety for motorists and move ODOT closer to substantial completion of this program.</p>
Why a Formal amendment?	Adding or cancelling a federally funded, and regionally significant project to the STIP and state funded projects which will potentially be federalized requires a formal/full MTIP amendment.
Total Programmed Amount:	Total programmed amount will be \$2,890,802.
Other and Notes:	<p>OTC approval at their December 2016 meeting.</p> <p>Stated locations for the 12 fences:</p> <ol style="list-style-type: none"> 1. I-205 at MP 20.4 to 20.6: SE Washington St 2. I-5 at MP304.1 to 304.9: Alberta Street 3. I-5 at MP 302.8 to 303.1 4. OR-212 at MP 8.43 to 8.51 5. OR-217 at MP 2.95 to 3.09: Denny Road 6. OR-217 at MP 7.19 to 7.25 7. OR-224 at MP 2.39 to 2.45: Harmony Road 8. OR-43 at MP 0.03 to 0.15 9. US-26 at MP 0.42 to 1.12 10. US-26 at MP 1.0 to 1.02 11. US-26 at MP 17.53 to 17.58: Boring Road 12. US-30BY at MP 5.31 to 5.35

3. Project:	OR99E: KELLOGG CREEK
Lead Agency:	ODOT
ODOT Key Number:	19402
Project Description:	Design for culvert replacement
Changes Needed/ Additional Details:	<p>Cancel project in the MTIP by de-programming all funding and transfer the \$495,000 to three new culvert design projects, one in Region 5 , one in Region 2, and one in Region 1 and part of this amendment - <i>US Route 30 Corridor (Mile post 9.00 to 18.10) to receive 196,000for PE design activities.</i></p> <p>The Kellogg Creek project was identified as a potential project for funding from the Large Culvert and Fish Passage Culvert Programs for the 2015-2018 STIP and was selected with an award of \$495,000 for Preliminary Engineering from the 2015-2018 Shelf Program. The project involved removal of the Kellogg Creek Dam, a major fish passage barrier at Oregon 99 East and Kellogg Creek, and replacement with a bridge.</p> <p>Region 1 conducted an in-house project evaluation to identify possible alternatives, refine the project scope and identify potential risks to the project schedule and budget. The results of the evaluation indicated the Kellogg Creek project would cost approximately \$8,000,000 to \$11,900,000 and identified several high risk areas. The estimates do not include the cost of likely impacts to Kellogg Lake and environmental mitigation associated with removal of the dam. The Statewide Culverts Program</p>

	<p>Manager decided not to pursue the project at this time given the high cost of the project, the limited available funding, and the high risk elements. The funds were returned to the culverts programs for re-allocation.</p> <p>Region 1's Geo-Environmental section coordinated with the Statewide Geo-Environmental group and the Statewide Culvert Leadership Team (SCLT) to evaluate culvert priorities and determine appropriate projects for the re-allocated Kellogg Creek funds. SCLT reviewed and approved the recommendations for the Statewide Culvert Program Manager to re-allocate funds from the Kellogg Creek project to the following three projects:</p> <ul style="list-style-type: none"> • Add \$154,000 to U.S. 26: Little Pine Creek Culvert (mile post 164.12) for design only project, located in Region 5. • Add \$145,000 to U.S. 101: Lincoln City to Newport Corridor (mile post 105.09 to 140.36) for design only project located in Region 2. • Add \$196,000 to U.S. 30: Corridor (mile post 9.00 to 18.10), for design only project, located in Region 1. (Next project in this amendment).
Why Formal?	Adding or cancelling a federally funded, and regionally significant project to the STIP and state funded projects which will potentially be federalized requires a formal/full MTIP amendment.
Total Programmed Amount	The total project programming amount decreases from \$495,000 to \$0 and is cancelled.
Other and Notes:	The item was approval by the OTC at their June 2017 meeting

4. Project:	U.S. Route 30 Corridor: (mile post 9.08 to 17.68)
Lead Agency:	ODOT
ODOT Key Number:	TBD
Project Description:	The project will replace or repair culverts in critical or poor condition by open cut/cover replacement, trenchless replacement methods, and trenchless repair methods.
Changes Needed/ Additional Details:	<p>The PE phase for this new project is added to the 2015 MTIP with a total \$196,000 of funds for culvert design work as a result of the deprogramming and cancellation of Key 19042, OR99E Kellogg Creek. Two projects outside of Region 1 will receive a portion of the \$495,000 of PE funding in Key 19042.</p> <p>The culverts along the US Route 30 corridor has been identified as either in critical or poor condition by ODOT's Drainage Facility Management System (DFMS) due to issues such as extensive corrosion and deterioration, open joints, barrel damage and collapse of the structure. The projects will replace or repair culverts in critical or poor condition by open cut/cover replacement, trenchless replacement methods, and trenchless repair methods.</p> <p>The proposed new projects are design only and will need to secure funding for construction. If we do not design these projects, ODOT could lose opportunities for funding construction should additional resources become available.</p>
Why Formal?	The PE phase for this new project is added to the 2015 MTIP. Adding or cancelling a federally funded and regionally significant project to the STIP and state funded projects which will potentially be federalized requires a formal amendment.
Total Programmed Amount:	Total PE programming is \$196,000
Other and Notes:	The item was approved by the OTC at their June 2017 meeting

5. Project:	METRO DRIVE LESS CONNECT OUTREACH PROGRAM (2015-17)
Lead Agency:	Metro
ODOT Key Number:	19551
Project Description:	Promote & encourage the use of carpools, vanpools, transit, bicycling, walking and teleworking. Continues existing carpool matching, regional vanpool services and community.
Changes Needed/ Additional Details:	<p>The ODOT Public Transit Section manages multiple transit programs and funds including Enhanced Mobility/Special Needs, Intercity/Transit Network, Transportation Options, Planning and Training. Ongoing monitoring of program expenditures and planned changes to the transit programs resulted in additional unobligated Surface Transportation Program funds being available for the Transportation Options Program.</p> <p>The Transportation Options program promotes alternatives to driving such as bicycling, walking, public transit, ridesharing (carpooling and vanpooling), teleworking and compressed work-weeks. The program helps ODOT achieve national and state goals for land use, air quality, congestion management, and energy conservation. The goal is to encourage travelers to choose alternative travel modes for the purpose of reducing auto trips, congestion, and pollution they cause, and to enhance livability, physical health, and activity levels.</p> <p>The Metro Drive Less Connect Outreach Program (2015-17) promotes alternatives to driving and receives federal funds from ODOT in support of the Transportation Options objectives. Salem determined that additional federal funds are available to Metro's program and have authorized an additional allocation of \$207,061 of STP for FY 2017 needs currently programmed in Key 19551. The total STP allocation increases from \$318,000 to \$525,016.</p>
Why Formal?	Changes in Fiscal Constraint by the following criteria: Projects under \$500K – increase/decrease over 50% require a formal amendment
Total Programmed Amount:	With the required 10.27% match, the project funding increases from \$354,397 to \$538,632
Other and Notes:	The funding increase was verified by the Region 1 STIP Coordinator

6. Project:	OR219 AT LAUREL, MIDWAY, AND I-84 AT FAIRVIEW RAMP (NEW PROJECT)
Lead Agency:	ODOT
ODOT Key Number:	20719
Project Description:	High Friction Surface Treatment (HFST) application pilot project to reduce the severity and frequency of wet roadway surface condition crashes
Changes Needed/ Additional Details:	<p>Add new project to MTIP.</p> <p>Funding is part of the pilot project High Friction Surface Treatment (HFST) installations under the statewide 2014-16 Roadway Departure initiative. The 2014-16 roadway departure funds have been approved to reduce the severity and frequency of roadway departure crashes associated with wet roadway surfaces.</p> <p>The project HFST locations include:</p> <ul style="list-style-type: none"> - OR219 at SW Laurel Rd MP 7.64 to 7.80 - OR219 at SW Midway Rd, MP 8.15 to 8.29 - I-84 at Fairview Parkway IC, westbound on-ramp MP 5C14.45 to 5C14.68 <p>The two countermeasures proposed in this project are high friction surface treatment for an individual curve and high friction surface treatment in a ramp. The HFST at the I-84 project location will be applied on the roadway surface from the inside of edge line to inside of edge line. The HFST at the OR219 project locations will be applied on the</p>

	roadway surface from inside of edge line to inside of double no-pass line. The primary intent of these installations is to reduce the severity and frequency of wet roadway surface conditions crashes with a secondary intent of testing the constructability of the high friction surface treatment.
Why Formal?	Adding or cancelling a federally funded and regionally significant project to the STIP and state funded projects which will potentially be federalized requires a formal amendment.
Total Programmed Amount:	The total programmed amount will be \$172,200
Other and Notes:	Approved by OTC during their April 2017 meeting.

7. Project:	TRAFFIC SAFETY GRANT PROGRAM 2016 (SEC 164)
Lead Agency:	ODOT
ODOT Key Number:	18502
Project Description:	Pooled Funds - projects to be determined
Changes Needed/Additional Details:	Transfer \$172,200 from the project grouping to Key 20719 above.
Why Formal?	The change to this project is tied to the new project above
Total Programmed Amount:	Removing \$172,200 for Key 20719 project decreases the project grouping bucket from \$3,984,734 to \$3,812,534
Other and Notes:	Funding for the project was approved by the OTC during their April 2017 meeting

8. Project:	TRIMET-5310 E&D TRANSIT CAPITAL (17-19)
Lead Agency:	ODOT
ODOT Key Number:	21064
Project Description:	Vehicle purchase and contracted service
Changes Needed/Additional Details:	Add new project to the 2015 MTIP per ODOT's Public Transit Section request. The project will provide funding for elderly and disabled transit services. It needs to be added now so there is time to flex transfer the STBG to FTA before the end of the federal fiscal 2017 obligation window (August 31, 2017)
Why Formal?	Adding a new project to the MTIP per the STIP/MTIP Matrix requires a formal amendment
Total Programmed Amount:	STBG programmed is \$3,201,779 with a total project cost estimate at \$3,568,237.
Other and Notes:	

9. Project:	RIDE CONNECTION-5310 E&D TRANSIT CAPITAL (17-19)
Lead Agency:	Ride Connection
ODOT Key Number:	21066
Project Description:	Vehicle purchase, contracted service, mobility management, and preventative maintenance
Changes Needed/Additional Details:	Add new project to the 2015 MTIP per ODOT's Public Transit Section request. The project will provide funding for elderly and disabled transit services. It needs to be added now so there is time to flex transfer the STBG to FTA before the end of the federal fiscal 2017 obligation window (August 31, 2017)
Why Formal?	Adding a new project to the MTIP per the STIP/MTIP Matrix requires a formal amendment
Total Programmed Amount:	STBG programmed is \$3,244,611 with a total project cost estimate at \$3,615,971.
Other and Notes:	

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 seven MTIP review factors. The seven factors include:

- Project eligibility/proof of funding commitment and verification
- RTP consistency review with the financially constrained element
- RTP goals and strategies consistency
- Amendment type determination; Formal or Administrative
- Air conformity review
- Fiscal constraint verification
- MPO responsibilities completion

MPO responsibilities include the completion of a required 30-day public notification period for all projects in the May 2017 Formal Amendment. All nine projects have been posted on Metro's MTIP web page for notification and comment opportunity. The 30 day public notification period began on May 19, 2017 and is expected to conclude on June 28, 2017. Metro staff will respond to received comments as necessary.

Based on the review and evaluation of the seven projects against the seven review factors, no issues are present. As part of developing improvement MTIP and STIP amendment development and submission processes, this amendment is testing the feasibility of concurrent processing for two projects that still require OTC approval (Key 19042 and U.S. Route 30 Corridor project). Both ODOT and Metro staff do not anticipate any issues with OTC for the two projects to occur at their June 2017 meeting. If issues arise or OTC declines approval, both projects will be removed from the final MTIP amendment for Metro Council approval.

Staff believe that the projects can be amended as requested and added to the 2015-18 MTIP without issue. TPAC received their notification and presentation of the May 2017 Formal MTIP Amendment on May 26, 2017.

APPROVAL STEPS AND TIMING

Metro's approval process for formal amendment includes multiple steps. The required approvals for the May 2017 Formal MTIP amendment will include the following:

<u>Action</u>	<u>Target Date</u>
• Initiate the required 30-day public notification process.....	May 19, 2017
• TPAC notification and approval recommendation.....	May 26, 2017
• JPACT approval recommendation to Council.....	June 15, 2017
• Successful completion of Public Notification.....	June 28, 2017
• Metro Council approval.....	July, 20, 2017

USDOT Approval Steps:

<u>Action</u>	<u>Target Date</u>
• Metro development of amendment narrative package	July 21-25, 2017
• Amendment bundle submission to ODOT and USDOT.....	July 26, 2017
• ODOT clarification and approval.....	Mid August, 2017
• USDOT clarification and final amendment approval.....	Late August 2017

ANALYSIS/INFORMATION

1. **Known Opposition:** None known at this time. Note: As a result of the JPACT meeting and discussion, The city of Milwaukie removed their opposition to including Kellogg Creek and subsequent deprogramming/cancelation action as part of the final May 2017 Forma MTIP bundle.
2. **Legal Antecedents:** Amends the 2015-2018 Metropolitan Transportation Improvement Program adopted by Metro Council Resolution 14-4532 on July 31, 2014 (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. **Budget Impacts:** None

RECOMMENDED ACTION:

JPAC recommends the approval of Resolution 17-4811 which includes all nine projects as part of the May 2017 Formal Amendment bundle.

Attachment: Project Location Maps