

# Memo



Date: November 5, 2020  
To: Joint Policy Advisory Committee on Transportation (JPACT) and interested parties  
From: John Mermin, Senior Transportation Planner  
Subject: Bundle of legislative amendments to the 2020-21 Unified Planning Work Program (UPWP)

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## **Background**

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 1. The UPWP is developed by Metro with input from local governments, TriMet, ODOT, FHWA, and FTA. It includes all planning projects that will be receiving federal funds for the upcoming fiscal year. New projects or changes (greater than \$500,000) to existing project budgets for the existing fiscal year require legislative amendments to be adopted by JPACT and Metro Council.

See attached set of legislative amendments from Metro, ODOT and TriMet staff.

## **Next Steps**

TPAC will discuss these amendments at its November 6 meeting and will be asked to make a recommendation to JPACT at its December 4 meeting. JPACT and Metro Council will be asked to take action by consent at their December 17<sup>th</sup> meetings.

Please contact John Mermin, [john.mermin@oregonmetro.gov](mailto:john.mermin@oregonmetro.gov) if you have any questions about this bundle of amendments.

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE FY	)	RESOLUTION NO. 20-5141
2020-21 UNIFIED PLANNING WORK	)	
PROGRAM (UPWP) TO INCLUDE THREE	)	Introduced by Chief Operating Officer
ADDITIONAL PLANNING PROJECTS FUNDED	)	Marissa Madrigal in concurrence with
SINCE THE UPWP WAS ADOPTED	)	Council President Lynn Peterson

WHEREAS, the Unified Planning Work Program (UPWP) describes all federally-funded transportation planning activities for the Portland-Vancouver metropolitan area to be conducted in FY 2020-21 ; and

WHEREAS, the FY 2020-21 UPWP indicates federal funding sources for transportation planning activities carried out by Metro, Southwest Washington Regional Transportation Council, TriMet, Oregon Department of Transportation (ODOT) and other local jurisdictions; and

WHEREAS, ODOT Urban Mobility Office has initiated a planning effort to analyze two potential locations for tolling, I-5 and I-205; and

WHEREAS, the Oregon Transportation Commission (OTC) has allocated an additional \$12.5 million since the 2020-21 UPWP was adopted in Spring 2020 for continuing I-5 and I-205 planning and implementation activities this fiscal year; and

WHEREAS, TriMet has received a \$700,000 grant from the Federal Transit Administration (FTA) to complete planning for transit oriented development along the proposed 7.8-mile, 10-station west extension of the existing MAX Red Line light rail project and the east portion of the same Red Line corridor and anticipates initiating the project and spending \$328,820 in FY 2020-21; and

WHEREAS, Metro has been awarded an \$850,000 HOPE grant from the FTA for planning work for Tualatin-Valley Highway and anticipates initiating the project and spending \$100,000 in FY 2020-21; and

WHEREAS, all federally-funded transportation planning projects for the Portland-Vancouver metropolitan area must be included in the FY 2020-21 UPWP; now therefore,

BE IT RESOLVED that the Metro Council hereby amends the FY 2020-21 UPWP to add funding for the ODOT – I-5 and I-205 Metropolitan Value Pricing project, the Red line Transit Oriented Development planning project, and the Tualatin-Valley Highway Transit and Development project as shown in the attached Exhibits A,B,C.

ADOPTED by the Metro Council this 17th day of December, 2020.

## ODOT: I-5 and I-205 Portland Metropolitan Value Pricing

**Staff Contact:** [Lucinda Broussard, Lucinda.BROUSSARD@odot.state.or.us](mailto:Lucinda.BROUSSARD@odot.state.or.us) ~~Mandy Putney,~~  
~~Mandy.Putney@odot.stat.or.us~~

### Description

This project will advance the results of a feasibility analysis completed in December 2018. The Value Pricing Feasibility Analysis was conducted using state funding from House Bill 2017; no federal funds were spent (except for \$43 in June by administrative staff activating the account). The current phase is advancing two tolling locations – one each on I-5 and I-205 – for further refined analysis and review under federal environmental and tolling requirements.

During the period of July 2019 to June 2020 the work was focused on coordination with the FHWA and other partners, [environmental planning, public engagement](#), work planning for back office system and roadside technology systems, and coordination with the planned bridge reconstruction, seismic improvements, and widening on I-205. [The phase commencing in the fall of 2020 will advance two tolling locations – one each on I-5 and I-205 – for further refined analysis and review under federal environmental and tolling requirements.](#) The planning/environmental analysis phase is expected to continue into 2023.

The Oregon Transportation Commission is the tolling authority for Oregon. The project is led by ODOT, which has developed a decision and advisory structure to engage regional partners for technical input as well as an advisory committee to assist in developing an equity framework and equitable process. Regional partners include local, county, and regional agencies, as well as transit service providers including TriMet, Smart, and others. Additionally, ODOT is coordinating with Metro and the City of Portland on concurrent efforts related to congestion pricing.

This project is consistent with the 2018 RTP Transportation System Management and Operations Policies. Specifically, TSMO Policy 1: Expand use of pricing strategies to manage travel demand on the transportation system.

### Key Project Deliverables / Milestones



### FY 2020-21 Cost and Funding Sources

#### Requirements:

Personnel Services \$ 0

#### Resources:

Federal grant \$ ~~6,354,600~~  
18,027,064

FY 2020-21 Unified Planning Work Program

Materials & Services	\$	<del>7,000,000</del>	<u>19,547,890</u>	Local Match	\$	<del>645,400</del>	<u>1,520,826</u>
<b>TOTAL</b>				\$	<b>Total Amount</b>	<b>TOTAL</b>	\$
						<del>7,000,000</del>	<u>19,547,890</u>

## TriMet Red Line MAX Extension TOD & Station Area Planning

**Staff Contact:** Bob Hastings, [hastingb@trimet.org](mailto:hastingb@trimet.org) or Jeff Owen, [owenj@trimet.org](mailto:owenj@trimet.org)

### Description

Through the award of a Federal Transit Administration (FTA) grant, this project will seek to activate under-developed station areas along the west extension of the MAX Red Line and the east portion of the Red Line corridor where increased reliability of MAX service resulting from the proposed Small Starts capital investments provides additional incentive for private and public investments. While the entire extended Red Line corridor includes the alignment between Portland International Airport and the Fair Complex/Hillsboro Airport Transit Center, TriMet is choosing to focus these project activities on two specific segments of the corridor.

The project area is defined as all areas within  $\frac{3}{4}$  of a mile of the MAX alignment east of NE 47th Avenue in Multnomah County and west of SW Murray and east of NE 28th Avenue in Washington County. Focus areas will also be established at the following stations: Parkrose / Sumner Transit Center; Gateway / NE 99th Transit Center; NE 82nd; NE 60th; Millikan Way; Beaverton Creek; Elmonica/SW 170th; Willow Creek/ SW 185th Transit Center; Fair Complex/ Hillsboro Airport. Station areas within the project area that are not focus areas will be included in broader economic and market analysis. Stabilization and economic opportunity development strategies will also be applied to these station areas.

### Key Project Deliverables / Milestones

After project initiation in Q2/Q3 and during the remainder of FY 2020-21, this project plans to complete an economic analysis at focus station areas across the east and west corridor segments; a business stabilization and development taskforce; and begin a resident stabilization and housing growth taskforce. The project will then carry into the following fiscal year.



### FY 2020-21 Cost and Funding Sources

<b>Requirements:</b>		<b>Resources:</b>	
Personal Services	\$ 30,000	Federal grant	\$ 219,213
Materials & Services	\$ 298,820	Local Match	\$ 109,607
<b>TOTAL</b>	<b>\$ 328,820</b>	<b>TOTAL</b>	<b>\$ 328,820</b>

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## **Tualatin Valley Highway Transit and Development Project**

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**Staff Contact:** Chris Ford, [chris.ford@oregonmetro.gov](mailto:chris.ford@oregonmetro.gov)

### **Description**

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The Tualatin Valley (TV) Highway transit and development project creates a collaborative process with the surrounding communities and relevant jurisdictions to prioritize transportation projects, building on recent work undertaken by Washington County.

This is a new program commencing in the second half of fiscal year 2020-21. The project's first major task is to establish a steering committee that includes elected officials and community-based organizations (CBOs) that represent communities of color and other marginalized communities within the study area. This group is responsible for developing an equitable development strategy (EDS) and a locally preferred alternative (LPA) for a transit project. The committee's work is informed by input gathered through public engagement efforts that include targeted outreach to communities of concern.

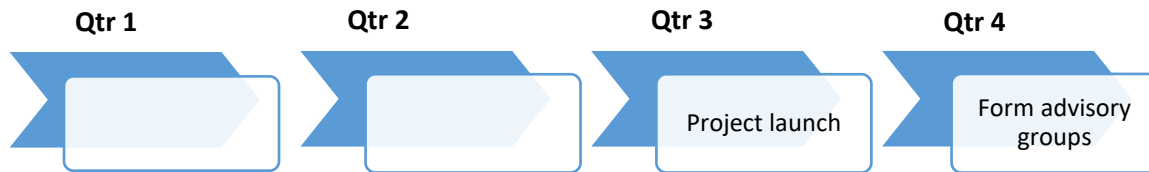
The EDS identifies actions for minimizing and mitigating displacement pressures within the corridor, particularly in high poverty census tracts where public investments may most affect property values. This effort includes identification of existing conditions, businesses owned by marginalized community members and opportunities for workforce development. The EDS strategy may identify additional housing needs, workforce development gaps and opportunities for residents, regulatory issues to be addressed particularly around land use and development, additional public investments, community-led development initiatives, and leadership training and education for residents.

For the transit LPA, the project will advance conceptual designs enough to apply for entry to federal project development, undertake a travel time and reliability analysis, and evaluate the feasibility of using articulated electric buses.

This project supports the 2018 RTP policy guidance on equity, safety, climate and congestion. Typical project activities include coordinating and facilitating the project steering committee, jurisdictional partner staff meetings, and the community engagement program; developing the equitable development strategy; and undertaking design work and analysis related to the locally preferred transit project. Contact Metro staff for to learn more details.

## FY 2020-21 Unified Planning Work Program

### Key Project Deliverables / Milestones



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### FY 2020-21 Cost and Funding Sources

#### Requirements:

<u>Personnel Services</u>	<u>\$ 50,000</u>
<u>Materials &amp; Services</u>	<u>\$ 50,000</u>
<u>Interfund Transfer</u>	<u>\$ 11,445</u>

**TOTAL** **\$ 111,445**

#### Resources:

<u>FTA / FHWA / ODOT</u>	<u>\$ 100,000</u>
<u>Metro Required Match</u>	<u>\$ 11,445</u>

**TOTAL** **\$ 111,445**

## STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 20-5141 FOR THE PURPOSE OF AMENDING THE FY 2020-21 UNIFIED PLANNING WORK PROGRAM (UPWP) TO INCLUDE THREE ADDITIONAL PLANNING PROJECTS FUNDED SINCE THE UPWP WAS ADOPTED

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Date: October 30, 2020

Department: Planning

Meeting Date: December 17, 2020

Prepared by: John Mermin, [john.mermin@oregonmetro.gov](mailto:john.mermin@oregonmetro.gov), Glen Bolen [glen.a.bolen@odot.state.or.us](mailto:glen.a.bolen@odot.state.or.us), Jeff Owen, [OwenJ@TriMet.org](mailto:OwenJ@TriMet.org), Chris Ford [chris.ford@oregonmetro.gov](mailto:chris.ford@oregonmetro.gov)

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### ISSUE STATEMENT

The UPWP is developed annually and documents metropolitan transportation planning activities performed with federal transportation funds. The UPWP is a living document, and may be amended periodically over the course of the year to reflect changes in project scope or budget.

### ACTION REQUESTED

Approval of the requested amendment to the 2020-2021 UPWP.

### IDENTIFIED POLICY OUTCOMES

The near-term investment strategy contained in the 2018 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 four key outcomes:

- Equity
- Safety
- Managing Congestion
- Climate

The planning activities within the ODOT Urban Mobility Office are consistent with 2018 RTP policies and intend to help the region achieve these outcomes.

### STAFF RECOMMENDATIONS

Approve Resolution No. 20-5141 and amend the FY 2010-21 UPWP.

### STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

#### Known Opposition

None



## Legal Antecedents

Metro Council Resolution No. 20-5086 FOR THE PURPOSE OF ADOPTING THE FISCAL YEAR 2020-21 UNIFIED PLANNING WORK PROGRAM

## Anticipated Effects

Approval will result in funds added to the existing ODOT – Metropolitan Value Pricing project budget, which will allow ODOT to continue planning work on I-205 Tolling between now and June 30, 2021.

## **BACKGROUND**

### ODOT - I-5 / I-205 Metropolitan Value Pricing project

The adopted 2020-21 UPWP includes a work item for ODOT to complete a Metropolitan Value Pricing study for I-5 and I-205. This project will advance the results of a feasibility analysis completed in December 2018. The Value Pricing Feasibility Analysis was conducted using state funding from House Bill 2017; no federal funds were spent (except for \$43 in June by administrative staff activating the account).

The Oregon Transportation Commission has made multiple obligations since project outset, now totaling \$19.5 million. Most recently, In September 2020, the Oregon Transportation Commission allocated an additional \$4.4 million to continue planning for I-5 and implementation activities for I-205. This funding furthers the work of environmental planning and public engagement under the National Environmental Policy Act for tolling of the I-205 corridor and pre-NEPA planning for tolling of the I-5 corridor, traffic and revenue tolling studies, and planning for the tolling's back office and roadside technology systems.

During the period of July 2019 to September 2020 the work was focused on coordination with the FHWA and other partners, environmental planning, public engagement, work planning for back office and roadside technology systems, and coordination with the planned bridge reconstruction, seismic improvements, and widening on I-205.

The project began with a \$3 Million financial obligation in the 2019-20 UPWP. The final project budget is expected to be from \$35 to \$50 million. In August 2019, the Oregon Transportation Commission allocated, and JPACT approved \$2.1 million using redistribution funds for the purpose of continued planning in preparation for the National Environmental Policy Act (NEPA) process. Some specific efforts included analysis of traffic, diversion and community benefits and impacts, concept refinement and stakeholder engagement. In April \$10 million was obligated to continue the NEPA preliminary work for I-5 and the NEPA process for I-205, and the procurement of a General Tolling Consultant bringing the project total to \$15.1 million

The current phase is advancing two tolling locations – one each on I-5 and I-205 – for further refined analysis and review under federal environmental and tolling requirements and brings the total project budget to \$19.5 million.

The planning/environmental analysis phase is expected to continue into 2023.

The Oregon Transportation Commission is the tolling authority for Oregon. The project is led by ODOT, which has developed a decision and advisory structure to engage regional partners for technical input as well as an advisory committee to assist in developing an equity framework and equitable process.

Regional partners include local, county, and regional agencies, as well as transit service providers, including TriMet, Smart, and others. Additionally, ODOT is coordinating with Metro and the City of Portland on concurrent efforts related to congestion pricing. This project is consistent with the 2018 RTP Transportation System Management and Operations Policies. Specifically, TSMO Policy 1: Expand use of pricing strategies to manage travel demand on the transportation system.

#### TriMet - Red Line Transit Oriented Development planning project

In June 2020 TriMet was awarded a \$700,000 grant from the Federal Transit Administration (FTA) to complete planning for transit oriented development along the proposed 7.8-mile, 10-station west extension of the existing MAX Red Line light rail project and the east portion of the same Red Line corridor.

The MAX Red Line Extension and Reliability Improvements Project successfully entered FTA Project Development as a Small Starts project in July 2019. An Application for a rating within the 5309 Small Starts Capital Investment Grant Program was submitted to FTA on August 23, 2019. This project includes capital improvements that will increase the reliability of the entire MAX light rail system and allow the MAX Red Line to service 10 additional stations west of Beaverton Transit Center (TC).

Project elements include the 7.8 mile extension of Red Line service to the west; track, switch and signalization work at the Fair Complex / Hillsboro Airport station; track work and the construction of a new light rail platform to convert a single-track section to double-track at Gateway Transit Center; track work to convert a single-track section to double-track at the Portland International Airport station; and the purchase of six new light rail vehicles to enable the operation of the extension. This project will double the frequency of light rail service in a rapidly-growing part of the Portland metropolitan region.

This project will seek to activate under-developed station areas along the west extension of the MAX Red Line and the east portion of the Red Line corridor where increased reliability of MAX service resulting from the proposed Small Starts capital investments provides additional incentive for private and public investments. The MAX Red Line corridor forms the backbone of the regional light rail network. While this corridor represents an early investment in fixed guideway service, new investments in the corridor present an opportunity to respond to present-day regional growth and development patterns. The activation of these station areas is in response to changing growth patterns that extend the concentration of development activity away from the central city core, to middle-ring areas between five and fifteen miles from the Portland City Center. Engagement in focused TOD planning work is timely and allows new, state-of-the-practice approaches to station area and comprehensive planning to be applied to middle-ring stations.

While the entire extended Red Line corridor includes the alignment between Portland International Airport and the Fair Complex/Hillsboro Airport Transit Center, TriMet is choosing to focus these project activities on two specific segments of the corridor. The project area is defined as all areas within  $\frac{3}{4}$  of a mile of the MAX alignment east of NE 47th Avenue in Multnomah County and west of SW Murray and east of NE 28th Avenue in Washington County. Focus areas will also be established at the following stations: Parkrose / Sumner Transit Center; Gateway / NE 99th Transit Center; NE 82nd; NE 60th; Millikan Way; Beaverton Creek; Elmonica/SW 170th; Willow Creek/ SW 185th Transit Center; Fair Complex/ Hillsboro Airport. Station areas within the project area that are not focus areas will be included in broader economic and market analysis. Stabilization and economic opportunity development strategies will also be applied to these station areas.

The section of the corridor between Hollywood Transit Center and the Beaverton Central station has already established or transitioned to active development patterns and does not require the level of planning attention needed in the segments in the middle-ring areas where the market has not yet responded to investments in fixed guideway infrastructure.

The planning work undertaken as part of this project establishes a model for future TOD planning and implementation in middle-ring geographies. The approach and project activities proposed are intended to influence near term and long term economic, housing, public space and infrastructure planning, zoning and development activities in the project area to achieve the following results:

- Increased density of housing, businesses and services at middle-ring MAX Red Line Station Areas to leverage capital investments in increased reliability and grow transit ridership;
- Stabilization and access to business growth opportunities for current area businesses and new and emerging businesses;
- Stabilization and access to housing opportunity for current area residents and new residents;
- Ensure an appropriate mix of uses tailored to the unique needs of middle-ring station areas is achieved;
- Integration of multi-modal and transit efficient services into uses around station areas (ie, e-scooters, TNCs, delivery lockers);
- Improvement of bicycle and pedestrian facilities and better integration with existing high-quality multi-use path facilities to increase overall access to station areas; and
- Increased public and private development activity in the project area that concentrates growth near the most active and frequent alignment of MAX light rail in the region.

To achieve these outcomes, TriMet will engage with the broad community of businesses and residents in the project area, to create strategies for stabilization and increased economic opportunity, and will coordinate planning activities with multiple jurisdictional partners. Local and regional development professionals in both the private and public /

human services sector will also be engaged to understand the market and barriers to achieving transit supportive densities. Project deliverables will establish concrete strategies for Red Line station areas, and will also inform TriMet's Transit Oriented Development Guidelines, real estate acquisition and transfer activities, and development of public-private partnerships.

#### Metro - Tualatin-Valley Highway Transit and Development project

The Tualatin Valley (TV) Highway transit and development project creates a collaborative process with the surrounding communities and relevant jurisdictions to prioritize transportation projects, building on recent work undertaken by Washington County.

This is a new program commencing in the second half of fiscal year 2020-21. The project's first major task is to establish a steering committee that includes elected officials and community-based organizations (CBOs) that represent communities of color and other marginalized communities within the study area. This group is responsible for developing an equitable development strategy (EDS) and a locally preferred alternative (LPA) for a transit project. The committee's work is informed by input gathered through public engagement efforts that include targeted outreach to communities of concern.

The EDS identifies actions for minimizing and mitigating displacement pressures within the corridor, particularly in high poverty census tracts where public investments may most affect property values. This effort includes identification of existing conditions, businesses owned by marginalized community members and opportunities for workforce development. The EDS strategy may identify additional housing needs, workforce development gaps and opportunities for residents, regulatory issues to be addressed particularly around land use and development, additional public investments, community-led development initiatives, and leadership training and education for residents.

For the transit LPA, the project will advance conceptual designs enough to apply for entry to federal project development, undertake a travel time and reliability analysis, and evaluate the feasibility of using articulated electric buses.

This project supports the 2018 RTP policy guidance on equity, safety, climate and congestion. Typical project activities include coordinating and facilitating the project steering committee, jurisdictional partner staff meetings, and the community engagement program; developing the equitable development strategy; and undertaking design work and analysis related to the locally preferred transit project. Contact Metro staff for to learn more details.

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