

## **C4 Metro Subcommittee**

Wednesday, May 22, 2024 7:30 AM - 9:00 AM

Virtual Meeting: https://clackamascounty.zoom.us/j/82824596739

## Agenda

7:30 a.m. Welcome & Introductions

7:35 a.m. JPACT (<u>JPACT Materials</u>)

- Follow-up: Response to Regional Flexible Funds Allocation (RFFA) Program Direction questions Presenting: Jaimie Lorenzini, Happy Valley
- Federal Transportation Redistribution Funding to Local Projects -Proposed Options Presenting: Ted Leybold, Metro
- Regional Transportation Priorities Introducing: Trent Wilson, Clackamas

## **TPAC Update**

Presenting: Jamie Stasny, Clackamas
 Jaimie Lorenzini, Happy Valley

## 8:15 a.m. MPAC Update (MPAC Materials)

- Urban Growth Report (UGR) Housing Data Presenting: Eryn Keye and Ted Reid, Metro
- Reporting: MPAC Members

### **Attachments:**

JPACT and MPAC Work Programs	Page 02
Follow-up Response to RFFA Questions Materials	Page 05
Federal Transportation Redistribution Materials	Page 15
TPAC Memo	Page 25
UGR Materials	Page 29

## 2024 JPACT Work Program

## As of 3/29/24

Items in italics are tentative

### March 21, 2024 (online)

- Resolution No. 24-5395 For the Purpose of Adding a New ODOT Carbon Funded Signal System Project Grouping to the 2024-27 MTIP to Meet Federal Transportation Project Delivery Requirements (consent)
- JPACT DC Trip Update (JPACT Chair Update; 5 min)
- Regional Transportation Priorities and Funding:
   ODOT fiscal cliff: (Lindsey Baker, ODOT; 40 min)

## April 18, 2024 (in person)

- Resolution No. 24-5409 For the Purpose of Adding Five New Projects to the 2024-27 MTIP to Meet Federal Transportation Project Delivery Requirements (consent)
- JPACT Trip update and themes review (Catherine Ciarlo & Betsy Emery, Metro; 10 min)
- Unified Planning Work Program (UPWP) (John Mermin, Metro; 20 min)
- Regional Flexible Fund Allocation Program Direction (Grace Cho, Metro, Ted Leybold, Metro; 30 min)
- Regional Transportation Priorities and Funding: Regional perspective on transportation funding challenges (Jim McCauley, League of Oregon Cities; Mallorie Roberts, Brian Worley, Association of Oregon Counties; 50 min)

## May 23, 2024 (online)

- 2027-30 MTIP Revenue Forecast (Comments from JPACT Chair; 5 min)
- Unified Planning Work Program (UPWP) (John Mermin, Metro) (consent)
- Metropolitan Transportation Improvement Program (MTIP) (consent)
- Emergency Transportation Routes, Phase 2 (John Mermin, Metro; 20 min)
- Federal Greenhouse Gas Measure and Target: Introduction (Kim Ellis (she/her), Principal Planner, Eliot Rose (he/him), Transportation Planner; 20 min)
- Regional Transportation Priorities and Funding: Alternative funding mechanisms (Transportation for America, presenter TBD; OreGo presenter TBD; 40 min)

## June 20, 2024 (in person)

- Annual Transit Budget Updates (Chair Update)
- Regional Flexible Fund Program Direction(s) Adoption (Grace Cho, Metro, Ted Leybold, Metro; 30 min) (action)
- Federal Greenhouse Gas Measure and Target: Review draft target (Kim Ellis (she/her), Principal Planner, Eliot Rose (he/him), Transportation Planner; 35 min)
- Regional Transportation Priorities and Funding: HB 2017 Recap (Suzanne Carlson (invited), ODOT; TriMet presenter TBD; 30 min)

## July 18, 2024 (online)

- Resolution No. 24-XXXX For the Purpose of Approving the Federal Greenhouse Gas Measure and Target - Recommendation to Metro Council (action)
- TriMet Safety and Security Presentation (JC Vannatta, other presenters TBD; 30 min)

### August 15, 2024- No meeting

 Regional Transportation Priorities and Funding: JPACT Legislative Priorities Development (Anneliese Koehler, Metro; 60 min)

### **September 19, 2024**

- Westside Multimodal Improvements Study (Stephanie Millar, ODOT, Malu Wilkinson, Metro; 30 min)
- Cascadia Corridor Ultra-High-Speed Rail (Ally Holmqvist, Metro; 20 min)
- Regional Transportation Priorities and Funding: JPACT Legislative Priorities Development (JPACT Member Discussion)

### October 17, 2024

- Connecting First and Last Mile (Ally Holmqvist, Metro; 30 min)
- Regional TDM Strategy Kickoff (Noel Mickelberry, Metro, Grace Stainback; 30 min)
- Regional Transportation Priorities and Funding: JPACT Legislative Priorities
   Development (JPACT Member Discussion)

## November 21, 2024

- Regional Transportation Priorities and Funding: Recommendation (Action)
- 82<sup>nd</sup> Avenue Transit Project Update (presenters TBD, 30 min)

### December 19, 2024

- Safe Streets for All Update (Lake McTighe (she/they), Metro; 30 min)
- TV Highway Implementation Strategy (Jess Zdeb, Metro; 30 min)

## **Holding Tank:**

- I-5 Interstate Bridge Replacement Program Update (IBR): SDEIS
- Better Bus Program update
- Boone Bridge Update (Ally Holmqvist, Metro; 30 min)
- March 2025- Connecting First and Last Mile (Ally Holmqvist, Metro; 30 min)

## 2024 MPAC Work Program

## As of 4/11/24

Items in italics are tentative

March 27, 2024 (online only)	<u>April 24, 2024 (in-person)</u>
<ul> <li>2024 Legislative State Legislative Recap (Jenna Jones (she/her), Metro; 20 min)</li> <li>UGM: Job and Population forecast discussion (Ted Reid (he/him), Metro; 20 min)</li> <li>UGM: Preliminary UGB Capacity Estimates needs (Ted Reid, he/him, Metro; 45min)</li> </ul>	<ul> <li>Legislative Update (Jenna Jones, 10 min)</li> <li>Housing Update (Liam Frost, Metro, 30 min)</li> <li>UGM: Regional Housing Needs Analysis (Ted Reid (he/him), Metro; 60 min)</li> </ul>
<ul> <li>May 22, 2024 (online only)</li> <li>Presentation of city UGB expansion proposals (Eryn Kehe, she/her, Ted Reid, he/him, Metro; City of Sherwood staff; 45 min)</li> <li>Site Readiness Toolkit (David Tetrick, he/him, Metro; 30 min)</li> <li>DLCD OHNA update</li> </ul>	<ul> <li>June 26, 2024 (in-person)</li> <li>Assessment of city employment land UGB expansion proposals (Eryn Kehe, she/her, Ted Reid, he/him, Metro; city partners TBD; 45 min)</li> <li>2040 Planning &amp; Development Grants - program refinements (Serah Breakstone, she/her, Metro; 30 min)</li> </ul>
July 24, 2024 (online only)  • 2024 Draft Urban Growth Boundary Report Eryn Kehe, she/her, Ted Reid, he/him, Metro; 60 min)  September 11, 2024 (virtual)	August 28, 2024- CANCELLED  COO recommendation UGM Decision released and emailed to MPAC members
UGM COO recommendation review and public comment feedback  September 25, 2024 (in person)	October 23, 2024 (online)
UGB Expansion Recommendation to Metro Council (action)	,
November 13, 2024 (in person)	<ul> <li>December 11, 2024 (online)</li> <li>Follow up on UGM process (Ted Reid, he/him, Metro; 45 min)</li> </ul>

From: <u>Ted Leybold</u>

To: <u>Tom Kloster</u>; <u>Buehrig, Karen</u>

Cc: Savas, Paul; BCS - Brett Sherman; Grace Cho; Marie Miller; Stasny, Jamie; WES - Jaimie Lorenzini;

"dwebb@orcity.org"; "wfarley@ci.oswego.or.us"; Wilson, Trent; "Buck, Joe"; Catherine Ciarlo

Subject: Re: RFFA Policy Direction

Date: Saturday, May 4, 2024 7:12:56 PM

Attachments: Response to Clackamas inquiry.docx

RFFA Geographic Location Analysis and Bond List.xlsx

## Warning: External email. Be cautious opening attachments and links.

Hello Karen,

Please find the attached responses to the questions asked below, along with an Excel workbook of information that was requested.

Let us know if the response needs any further clarification.

Ted Leybold

Resource Development Section Manager Planning, Development & Research - Oregon Metro 503-797-1759 (to record audio file delivered to my e-mail)

From: Tom Kloster < Tom. Kloster@oregonmetro.gov>

**Date:** Friday, April 26, 2024 at 12:17 PM

To: Buehrig, Karen < Karen B@clackamas.us>

Cc: Savas, Paul <PSavas@clackamas.us>, BCS - Brett Sherman

<bretts@happyvalleyor.gov>, Ted Leybold <Ted.Leybold@oregonmetro.gov>, Grace
Cho <Grace.Cho@oregonmetro.gov>, Marie Miller <Marie.Miller@oregonmetro.gov>,

Stasny, Jamie <JStasny@clackamas.us>, WES - Jaimie Lorenzini

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'wfarley@ci.oswego.or.us' <wfarley@ci.oswego.or.us>, Wilson, Trent

<TWilson2@clackamas.us>, 'Buck, Joe' <jbuck@ci.oswego.or.us>, Catherine Ciarlo

<Catherine.Ciarlo@oregonmetro.gov>

Subject: Re: RFFA Policy Direction

Thank you, Karen - we appreciate the comments! I'll pass this along to Ted Leybold for a specific response to your questions.

**Tom Kloster** (he/him/his)

**Regional Planning Manager** 

Metro

600 NE Grand Avenue Portland, Oregon 97232

tom.kloster@oregonmetro.gov www.oregonmetro.gov

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From: Karen Buehrig < Karen B@clackamas.us>

Date: Friday, April 26, 2024 at 9:23 AM

**To:** Tom Kloster < Tom. Kloster@oregonmetro.gov>

**Cc:** "Savas, Paul" <PSavas@clackamas.us>, BCS - Brett Sherman <br/>
Sherman <br/>
Shertts@happyvalleyor.gov>, Ted Leybold <Ted.Leybold@oregonmetro.gov>, Grace Cho <Grace.Cho@oregonmetro.gov>, Marie Miller <Marie.Miller@oregonmetro.gov>, Karen Buehrig <KarenB@clackamas.us>, "Stasny, Jamie" <JStasny@clackamas.us>, WES - Jaimie Lorenzini

<jaimiel@happyvalleyor.gov>, "'dwebb@orcity.org'" <dwebb@orcity.org>,

"'wfarley@ci.oswego.or.us'" <wfarley@ci.oswego.or.us>, "Wilson, Trent"

<TWilson2@clackamas.us>, "Buck, Joe'" <jbuck@ci.oswego.or.us>

**Subject:** RFFA Policy Direction

Good morning, Chair Kloster,

Thank you for the opportunity to inform the policy direction of the 2028-2030 Regional Flexible Fund Allocation. On April 17, the Clackamas County Coordinating Committee (C4) Metro Subcommittee received a presentation about policy options from Ted Leybold and Grace Cho. Following Ted and Grace's presentation, our elected officials raised several questions about the tradeoffs of proposed policy options. To equip our local JPACT representatives, would it be possible to address the following questions and requests before the next JPACT meeting?

- There needs to be a balance of investments throughout the region, in both Step 1 and Step 2. To inform geographic balance, please produce a geographic analysis of prior RFFA investments.
- What could the region accomplish through a new Step 1A bond? Please:
  - Provide a list of existing bonds, related projects, and schedule including payoffs.
  - Model potential bond packages for regional discussion, including Option A in which one large project is funded, Option B in which some medium-sized projects are funded, Option C in which several small projects are funded. Is there an optimal blend between the packages?
- How can RFFA investments best support near term reduction in GHG throughout the region, such as in Clackamas County?
- Must a project be named in the RTP prior to seeking Step 2 RFFA dollars? Would Metro be willing to consider non-RTP projects on the condition that such projects be amended into the RTP constrained list if selected for RFFA funding?

Sincerely,

Karen Buehrig Clackamas County TPAC representative

Karen Buehrig, Long Range Planning Manager Pronouns: she/hers

Clackamas County - Transportation & Development: Long Range Planning

150 Beavercreek Road, Oregon City OR 97045

Phone – (503) 742-4683 Mobile – (971) 291-8127

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This is not a land use decision as defined by Oregon Revised Statutes 197.015(10).

## **Geographic Distribution of Projects**

There needs to be a balance of investments throughout the region, in both Step 1 and Step 2. To inform geographic balance, please produce a geographic analysis of prior RFFA investments.

As you know, federal regulations prohibit federal funds from being sub-allocated to geographic areas. However, the Regional Flexible Fund program direction includes an objective to "fund project throughout the region". I have attached a workbook of recent RFFA investments that lists the project location. The first spreadsheet in the workbook is of RFFA Step 2 investments from the previous 6 allocation processes. The second spreadsheet provides a list of projects supported by the prior Step 1 bond proceeds, the bond proceed amount provided to each project, and the location of those projects by a sub-regional construct of Clackamas County, East Multnomah County, Portland, and Washington County. Finally, the other "Step 1B" region-wide programs have also made investments throughout the region.

This information shows how the program has addressed the RFFA program direction regarding the geographic distribution of projects. Clackamas County has been the location for many regional/corridor scale RFFA funded projects. These corridor scale projects in other parts of the region also provide benefits to Clackamas County and its residents. Agencies within Clackamas County have also been the recipients of many RFFA funding awards for more local scale projects that aligned with the RFFA Program Direction and priority Regional Transportation Plan investment priorities.

## Step 1A Bonding

What could the region accomplish through a new Step 1A bond? Please:

- Provide a list of existing bonds, related projects, and schedule including payoffs.
- Model potential bond packages for regional discussion, including Option A in which one large project is funded, Option B in which some medium-sized projects are funded, Option C in which several small projects are funded. Is there an optimal blend between the packages?

What the region can accomplish through a new Step 1A bond is described in the Purpose statement for development of a bond proposal of the recent TPAC material on the 2028-30 Program Direction. A new Regional Flexible Fund project bond proposal would serve the following purposes, consistent with previous project bond commitments undertaken with Regional Flexible Funds:

- A method to utilize regional revenues on regional or corridor scale projects.
- Advance the ability to construct projects earlier than would otherwise be possible.
- Leverage significant discretionary federal revenue that will otherwise be allocated to other metropolitan areas.

 Continuing the past practice to use bonded RFFA revenues to advance transportation projects that improve equitable access to jobs and services, reduce climate impacts, and improve safe travel on the transportation system.

A table of the bonding investments, amounts, and payment schedule commitments is provided in the third worksheet of the attached workbook, as requested.

The number and size of projects in the upcoming bond proposal could be a blend of projects with different funding amounts. The total revenues and mix of projects to be included in a bond proposal will be guided by the Purpose, Principles, and Project Category Themes to be finalized in the 2028-30 RFFA Program Direction. Upon adoption of the Program Direction, assuming it includes direction to develop a bond proposal, Metro staff will initiate discussions with stakeholders to craft a proposal for public comment and eventual JPACT and Metro Council consideration of approval. Those discussions are the time to discuss interest in the composition of the proposal between project elements, including the mix of project sizes that can optimize and balance the direction provided by the bond Purpose, Principles, and Project Category Themes.

## **Reduction in GHG emissions**

How can RFFA investments best support near term reduction in GHG throughout the region, such as in Clackamas County?

The region's Climate Smart Strategy (CSS) provides us with the answer to your question regarding what RFFA investments best support near term reduction in GHG throughout the region, such as in Clackamas County. Of the nine strategies identified to reduce GHG emissions in the CSS, five of them are about how to invest transportation funding to make the biggest impact on carbon emission reduction. The most effective of the five options iss investment in transit.

RFFA is also the primary investment mechanism in the region to programmatically support two of the other strategies most effective in reducing GHG emissions from the transportation sector: transportation system management, transportation demand management. RFFA funding also supports implementation of land use plans, the other most effective strategy for reducing GHG emissions, through the Transit Oriented Development (TOD) program. Many of these investments have been and will continue to be made in Clackamas County.

## RTP and RFFA project eligibility

Must a project be named in the RTP prior to seeking Step 2 RFFA dollars? Would Metro be willing to consider non-RTP projects on the condition that such projects be amended into the RTP constrained list if selected for RFFA funding?

Projects must be included in the Regional Transportation Plan's constrained project list to be eligible for RFFA funding. Given the recent timeframe for development of the 2023 RTP, we will not be accepting applications for projects not included in the RTP financially constrained project list. If you have questions regarding whether a project is included (there are some "programmatic" type projects in the RTP that may cover a location specific project element of that programmatic entry), please let us know and we can discuss.

## Comparison of Metro Council Resolution 17-4800 and MTIP May 2016 Policy Direction

	Proposed May 2017 R	es. No. 17-4800			Action N	lay 2016	
	Existing Transit Bond		<b>Existing Transit Bond</b>				
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2018	\$16,000,000		\$16,000,000	\$16,000,000			\$16,000,000
2019	\$16,000,000	\$3,250,000	\$19,250,000	\$16,000,000	\$5,140,000	\$1,260,000	\$22,400,000
2020	\$16,000,000	\$3,250,000	\$19,250,000	\$16,000,000	\$5,140,000	\$1,260,000	\$22,400,000
2021	\$16,000,000	\$3,250,000	\$19,250,000	\$16,000,000	\$5,140,000	\$1,260,000	\$22,400,000
2022	\$16,000,000	\$3,250,000	\$19,250,000	\$16,000,000	\$6,100,000	\$1,260,000	\$23,360,000
2023	\$16,000,000	\$3,250,000	\$19,250,000	\$16,000,000	\$6,100,000	\$1,260,000	\$23,360,000
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2025	\$16,000,000	\$3,250,000	\$19,250,000	\$16,000,000	\$6,100,000	\$1,260,000	\$23,360,000
2026	\$16,000,000	\$3,250,000	\$19,250,000	\$16,000,000	\$6,100,000	\$1,260,000	\$23,360,000
2027	\$16,000,000	\$3,250,000	\$19,250,000	\$16,000,000	\$6,100,000	\$1,260,000	\$23,360,000
2028		\$12,100,000	\$12,100,000		\$17,690,000	\$1,260,000	\$18,950,000
2029		\$12,100,000	\$12,100,000		\$17,690,000	\$1,260,000	\$18,950,000
2030		\$12,100,000	\$12,100,000		\$17,690,000	\$1,260,000	\$18,950,000
2031		\$12,100,000	\$12,100,000		\$17,690,000	\$1,260,000	\$18,950,000
2032		\$12,100,000	\$12,100,000		\$17,690,000	\$1,260,000	\$18,950,000
2033		\$12,100,000	\$12,100,000		\$17,690,000	\$1,260,000	\$18,950,000
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		Clackamas Sub-Region	East Multnomah County Sub- Region	City of Portland Sub-Region	Washington County Sub- Region
	RFFA Bond		<b>g</b>	g	
Project Name	Funding				
Division BRT Project	\$25,000,000		1	1	
Better Bus	\$5,000,000				
Southwest Corridor	\$65,000,000			1	1
Portland-Milwaukie Transit Project	\$99,900,000	1		1	
I-205/Portland Mall Transit Project	\$48,500,000	1		1	
Interstate Transit Project	\$41,500,000			1	
Washington County Commuter Rail	\$13,300,000				1
Streetcar	\$15,000,000			1	
Major Arterials*					
I-5 Rose Quarter				1	
Highway 217	\$10,000,000				1
I-205		1			
Active Transportation Project Development	\$2,000,000	1	1	1	1
Totals	\$ 325,200,000	4	. 2	8	4

	Res 96-2442	Res 99-2804A	Res 03-3290	Res 04-3468	Res 08-3942	Res 10-4133	Res 17-4800	Res 17-4848	Total
			South Corridor						
			(\$15 M),			Milwaukie LRT			
			Commuter Rail		Milaukie LRT	(\$27.4 M),	SW Corridor (\$	60 M). Division	
	South/i	North	(\$10 M), N	I-205/Mall LRT	(\$72.5 M),	Streetcar (\$6	Transit (\$25 M		
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2008	\$5.00	\$1.00	\$2.00	\$1.30					\$9.30
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2015			\$8.00	\$1.30	\$3.70				\$15.00
2016			*	,	\$13.00				\$16.00
2017					\$13.00				\$16.00
2018					\$13.00				\$16.00
2019					\$13.00		\$3.25	\$1.13	\$20.38
2020					\$13.00		\$3.25		\$21.39
2021					\$13.00				\$21.39
2022					\$13.00	\$3.00	\$3.50	\$2.34	\$21.84
2023					\$13.00	\$3.00	\$3.50	\$2.33	\$21.83
2024					\$13.00				\$21.80
2025					\$13.00	\$3.00	\$3.50		\$21.78
2026						\$16.00	\$3.50	\$2.26	\$21.76
2027						\$16.00	\$3.50	\$2.24	\$21.74
2028							\$12.10		\$17.28
2029							\$12.10	\$5.16	\$17.26
2030							\$12.10		\$17.24
2031							\$12.10	\$5.12	\$17.22
2032								\$17.19	\$17.19
2033								\$17.17	\$17.17
2034								\$17.15	\$17.15

Date: Thursday, April 25, 2024
To: TPAC and Interested Parties

From: Ted Leybold, Resource Development Section Manager

Subject: Redistribution Funds – Allocation Proposal

**Purpose:** To propose an approach to allocating redistribution funds.

**Background:** As a reward for meeting our Metropolitan Planning Organization (MPO) funding obligation target schedule, The Oregon Department of Transportation (ODOT) has made available additional funds for allocation to Metro area transportation projects and programs. Approximately \$13.6 million is available for allocation.

To improve on-time local project delivery, several initiatives have been undertaken in recent years. These efforts have contributed to the region's initial success in meeting our obligation targets and qualifying for the additional redistribution funding. These efforts include:

- better project monitoring and active management of project development progress
- an updated approach to programming of funds for local projects that emphasize local agency demonstration of readiness to proceed
- a more rigorous application question and assessment process for candidate projects regarding risks to project readiness
- improved reporting tools on project progress

It will be necessary to continue to utilize and refine these initial efforts and to instigate new efforts to achieve a sound project delivery pipeline and continue to qualify for additional redistribution funding. MTIP staff want to use this redistribution funding opportunity to share with the MPO stakeholders the rewards for undertaking recent project delivery initiatives and to support additional initiatives that will further reduce risks to meeting the region's obligation targets.

**Funding Allocation Direction Proposal:** The funding program direction for the following proposal is to invest these funds to ensure the region continues to meet our obligation targets and remains eligible to continue to receive additional redistribution funds in the future, and not subject the region to funding penalties for not meeting our obligation targets.

**Allocation Proposal:** Following is a proposal for how to allocate the funds in an efficient manner to continue to improve our on-time and on-scope delivery of projects.

**Supplemental funding to current capital projects:** \$10 Million to address higher than normal inflationary impacts to projects from the 2019-24 RFFA funding cycles that have not yet completed construction delivery contracts for implementation. Metro staff will identify eligible projects and then ask the project lead agencies to nominate requests. Metro and potentially ODOT staff will evaluate the requests to factors attributable to inflation or changes outside agency control (e.g., changes in ODOT administrative practices or in regulations). With this information, staff will recommend an allocation package for TPAC consideration and recommendation to JPACT and the Metro Council. In addition to project funding need, the existing RFFA program direction will guide the staff recommendation

package. This includes providing the redistribution funding to projects throughout the region

**Early project development assistance:** \$3 Million for project development assistance needed to adequately complete the Technical Scoping Sheet (TSS) and Environmental Prospectus (EP) for all 2028-30 RFFA projects recommended for funding. The TSS and EP are documents that must be completed for all federal aid projects before instigating the Preliminary Engineering phase of a project. Not having enough support and project information to complete these activities has been a major source of project delay.

Staff anticipates utilizing these funds for approximately 10 to 12 RFFA Step 2 capital projects awarded funding for project completion. A portion of the funds is proposed to be utilized by ODOT technical staff to assist with completion of the TSS and EP. All funds remaining after budgeted ODOT support costs would be made available proportionately to the awarded projects. Depending on ODOT costs and the number of funded projects, it is anticipated somewhere between \$150,000 to \$250,000 per project will be made available.

Immediately following RFFA awards, Metro and ODOT staff would work with local project management staff to determine an appropriate scope of work and budget necessary to adequately complete the TSS and EP. Adequate scope means completing tasks that will provide for a project to enter Preliminary Engineering (PE) with a refined cost estimate, project scope description, and schedule that has a high level of confidence for implementation and contingency plans for known risk factors. The findings of the project risk assessments completed during the RFFA project evaluation process will be used as a starting point for identification of the scope of work for this early project development assistance for each project. Timeframe for this initial project development work would occur by federal fiscal year 2026.

To continue to incentivize well prepared applications that have completed sufficient project development work, funds not needed to do additional project development work to complete the TSS and EP are proposed to be made available to such projects as additional contingency funds. These contingency funds can be programmed in a future project phase to address unidentified risks or for additional project elements that would advance priority RFFA goals. As always, awarded RFFA funds remaining after project completion return to the regional funding pool for distribution in the next allocation process.

**New tools and assistance:** The following tools and assistance will increase the ability of local agencies to complete applications for funding that are better prepared to be implemented on time and on budget, and for Metro to better prepare and manage the programming of funds to realistic and accurate obligation schedules. The tools and assistance elements and anticipated budget include:

- \$225,000 for on-call consultant technical assistance in completing project applications for qualifying small agencies.
- \$125,000 for project delivery risk assessment of applications for upcoming 2028-30 RFFA process.
- \$250,000 for improvements to data management systems to track project development and progress toward obligation and implementation.

**Next Steps:** If TPAC, JPACT and Metro Council input generally indicates comfort with this allocation proposal, Metro staff will return in June and request your recommendation to JPACT and the Metro Council to pursue a process and direction for the allocation of the redistribution funds.

**Question for TPAC:** Do you have any input on the allocation proposal for redistribution funds?

## **Redistribution Funding – Overview**

- Federal funding awarded to Metro by ODOT
- Region contractually obligated more than 80% of project funding on schedule
- Approximately \$13.6 million available

## Redistribution Funding – allocation approach

- Support ability of region to meet future obligation targets
  - Qualify for additional redistribution funds
  - Avoid penalties

## Redistribution Funding – allocation approach

- Address inflation impacts to previous project awards approaching construction
- Prepare new projects to minimize risk of schedule delays
- Provide region with tools to improve project delivery

## Redistribution Funding – proposal

- Supplemental allocation to prior awarded Step 2 capital projects \$10M
- Early project development support of 2028-30 RFFA Step 2 projects - \$3M
- RFFA process support \$.6M
  - 2028-30 project risk assessment
  - 2028-30 local agency application support
  - Project development monitoring and reporting tools

## Redistribution Funding Proposal Supplemental Step 2 Project Funding: \$10 M

- Prior awarded RFFA Projects not already contracted for construction are eligible
- Request based
- Proposed allocation
  - Address inflation and other impacts outside of agency control
  - Likelihood to resolve funding gap
  - Fund projects throughout the region

## Redistribution Funding Proposal Early Project Development: \$3 M

- 2028-30 RFFA awarded construction projects
- Support early project development, prior to start of Preliminary Engineering work
  - Agency staff work
  - Access to ODOT technical and project liaison staff
  - Consultant services
- Utilize Risk Assessment findings
- Equal allocation of funds among eligible projects

## Redistribution Funding Proposal RFFA Process Support: \$.6 M

- 2028-30 project risk assessment
- 2028-30 local agency application support
- Project development monitoring and reporting tools

## Memorandum

**To:** C4 Metro Subcommittee

From: Team TPAC, Representing Clackamas County & Clackamas Cities

Re: May 3, 2024 TPAC Highlights

**Date**: May 14, 2024

### Overview

Following is a summary of the March TPAC Meeting. Meeting materials can be found here.

## **General Updates**

- TPAC recommended Resolution No. 24-5412 to JPACT for the purpose of adding two new ODOT managed projects to the 2024-2027 MTIP. Project 23638 (ODOT Key) proposes to design, construct and implement a bus-on-shoulder dedicated transit lane along the I-205 corridor from Stafford Rd to Sunnybrook Rd. Note: These improvements are limited to infrastructure and do not include service operations.
- As of 5/2, there have been eight additional traffic facilities. Three fatalities occurred in Clackamas County.

## Metro Transportation Improvement Program (MTIP) Program Direction

### Background

Metro, as the metropolitan planning organization (MPO) for the Portland region, is responsible for the development and administration of the Metropolitan Transportation Improvement Program (MTIP), a four-year, near-term transportation capital improvement plan for the metropolitan region.

The development of the 2027-2030 MTIP formally began in spring 2023. The purpose of the 2027-2030 MTIP program direction is to incorporate and operationalize RTP policy objectives and investment priorities in the early stage of MTIP development.

<u>Note</u> The MTIP program direction is different and separate from the Regional Flexible Fund program direction currently under discussion by TPAC and JPACT.

### Update

TPAC recommended a policy direction for the 2027-2030 MTIP. The draft MTIP program direction accomplishes four key outcomes:

- 1. Advances 2023 RTP implements (e.g., evaluating investments towards RTP goals)
- Apply the "Strategic Regional Funding Approach", which is a document that loosely outlines tools that may be applied to different project types, such STIF funding for transit capital improvements, street utility fees for road maintenance, and urban renewal for arterial expansion.
- 3. Foster regional funding coordination
- 4. Ensure federal compliance

TPAC, however, did raise interest in refining the Strategic Regional Funding Approach to clarify the menu of project types listed, expanding the list of potential funding tools to include grant programs, and clarifying the applicability of certain footnotes.

### **FOOD FOR THOUGHT**

As the regional prepares for a 2025 state transportation, the Strategic Regional Funding Approach may be a beneficial tool for grounding conversation around JPACT and identifying outstanding needs

## Federal Transportation Redistribution Funding to Local Projects and Project Delivery – Introduction and Proposed Options

### Background

As a reward for meeting our MPO funding obligation target schedule, The Oregon Department of Transportation (ODOT) has made available additional funds for allocation to Metro area transportation projects and programs. Approximately \$13.6 million is available for allocation.

Following is a proposal for how to allocate the funds with the hope of continuing to improve our on-time and on-scope delivery of projects.

- \$10 Million to address higher than normal inflationary impacts to projects from the 2019-24 RFFA funding cycles that have not yet completed construction delivery contracts for implementation. Metro staff will identify eligible projects and then ask the project lead agencies to nominate requests. Metro and potentially ODOT staff will evaluate the requests to factors attributable to inflation or changes outside agency control (e.g., changes in ODOT administrative practices or in regulations). With this information, staff will recommend an allocation package for TPAC consideration and recommendation to JPACT and the Metro Council.
  - Metro staff may also give some thought to projects that are short in their project development/engineering phases.
- \$3 Million for project development assistance to complete the Technical Scoping Sheet (TSS) and Environmental Prospectus (EP) for all 2028-30 RFFA projects recommended for funding. Staff anticipates utilizing these funds for approximately 10 to 12 RFFA Step 2 capital projects awarded funding for project completion.
- \$600 Thousand in new tools and assistance to increase the ability of local agencies to complete
  applications for funding that are better prepared to be implemented on time and on budget.
  - \$225,000 for on-call consultant technical assistance in completing project applications for qualifying small agencies.
  - o \$125,000 for project delivery risk assessment of applications for upcoming 2028-30 RFFA process.
  - \$250,000 for improvements to data management systems to track project development and progress toward obligation and implementation.

A final proposal is anticipated to come back to TPAC in June for action, and awards themselves would need to come back for incorporation in the MTIP.

## 2028-2030 Regional Flexible Fund Direction - Discussion of Options

### Background

This fall, Metro will allocate regional flexible funds for 2028-2030. Regional flexible funds are federal transportation dollars comprised of the Surface Transportation Block Grant (STBG) and Congestion Mitigation & Air Quality (CMAQ) funds. In total, **flexible funds only account for about 5%** of all transportation funding in the region. In the 2025-2027 allocation, that amounted to approximately \$152M.

The allocation of RFFA funding this fall will be guided by RFFA program direction. The program direction articulates the region's intent for how regional funds should be targeted to achieve RTP priorities, sets objectives for the allocation process (e.g., technical evaluation criteria) and defines funding categories. Currently, the RFFA is allocated through a two-step process. Step 1 satisfied debt repayments and funds regional programs. Step 2 funds competitive capital grants to local governments. At this time, Metro staff estimates that there could be about \$60M available in Step 2 funding. For context, there was just under \$47.5M in Step 2 funding available last cycle.

## **Key Program Direction Options**

New Step 1 Project Bond. The region's scheduled bond repayments are anticipated to be a little under \$52M in total over the 2028-2030 timeframe, which is a decrease over last cycle when the total scheduled bond repayments were a little over \$65M. With the increased funding capacity, the region could consider a new project bond commitment of Regional Flexible Funds to implement regional or corridor scale projects to advance RTP goals and outcomes. Potential recipients of bond dollars are not yet determined.

**Step 2 (Local Grants) Evaluation Criteria.** Minor refinements are proposed for some goal areas. More significant refinements are proposed to Climate criteria to reflect on resiliency, as well as the addition of "Thriving Economy" as an evaluation category.

Step 2 (Local Grants) Eligibility Criteria. Metro staff has recommended the following options:

- Increase the minimum funding request for project development work from \$500,000 to \$800,000 (a reduction from initial option of a \$1 million minimum, to respond to feedback regarding support of smaller agency accessibility to these funds).
- Increase the minimum funding request for capital projects from \$3 million to \$4 million (given the requirements associated with federal transportation funds, the \$4 million threshold is recommended to better ensure projects are adequately funded and to have an impact on advancing RTP policy outcomes, particularly relative to their development costs)
- Projects which received funding for construction in the 2025-2027 RFFA cycle are ineligible for applying for the upcoming cycle.
- Provide technical assistance to small jurisdictions for developing applications.
  - The technical assistance is pending approval of funding
- Institute a pre-application **notice of intent to apply letter** prior to the opening of the Step 2 application window, to identify which jurisdictions are applying and help identify support activities to undertake during the application window.
- The option to reduce the limit on the number of Step 2 applications from 42 to 34 is not proposed at this time to be responsive to input regarding making the RFFA process more accessible to smaller agencies. The trade-off of not proposing this option, however, is that the technical assistance proposed to help smaller to mid-size agencies with the application process is likely to be restricted to fewer agencies than may request or need the assistance due to the capacity of technical support personnel.

**Upcoming Agenda Highlights** 

JUNE 7 – REGULAR MEETING	JUNE 12 – TPAC WORKSHOP
Federal Redistribution – Recommendation to JPACT     2028-2030 Regional Flexible Fund Program Direction – Recommendation to JPACT     Discussion on EPA Climate Pollution Reduction Grant	<ul> <li>ODOT update on funding applications for 2028-2030</li> <li>2028-2030 RFFA technical evaluation criteria (refinements and inputs)</li> <li>Project delivery training series – project scoping</li> </ul>
JULY 12 – REGULAR MEETING	AUGUST 2 - REGULAR MEETING
<ul> <li>Forward Together 2.0 Vision</li> <li>2028-2030 Step 2 – Next steps and proposed technical evaluation criteria</li> <li>Kick-off to the Transportation Demand Management and Regional Travel Options Strategy Update</li> </ul>	• -

## For More Information, Contact Team TPAC

## **COUNTY REPS**

Karen Buehrig, Clackamas County <a href="mailto:karenb@clackamas.us">karenb@clackamas.us</a>

Jamie Stasny, Clackamas County jstasny@clackamas.us

## **CITY REPS**

Jaimie Lorenzini, City of Happy Valley jaimiel@happyvalleyor.gov

Dayna Webb, City of Oregon City <a href="mailto:dwebb@orcity.org">dwebb@orcity.org</a>

Will Farley, City of Lake Oswego wfarley@ci.oswego.or.us



# Urban growth management update: Preliminary analysis results

C4 Metro Subcommittee May 22, 2024

## Urban growth management - why?

- Protect farms and forests
- Focus investment in existing communities
- Encourage a greater variety of housing choices
- Reduce carbon emissions by keeping destinations close



## Technical work and analysis: Developing the urban growth report

## City expansion proposals

## Metro Council decision

- Buildable land inventory (BLI)
- Regional forecast
- · Capacity analysis
- Employment trends and site characteristics
- Housing needs analysis
- Residential readiness analyses
- Draft urban growth report (UGR)

- Letters of interest
- Expansion proposals

2040 planning and development grants available

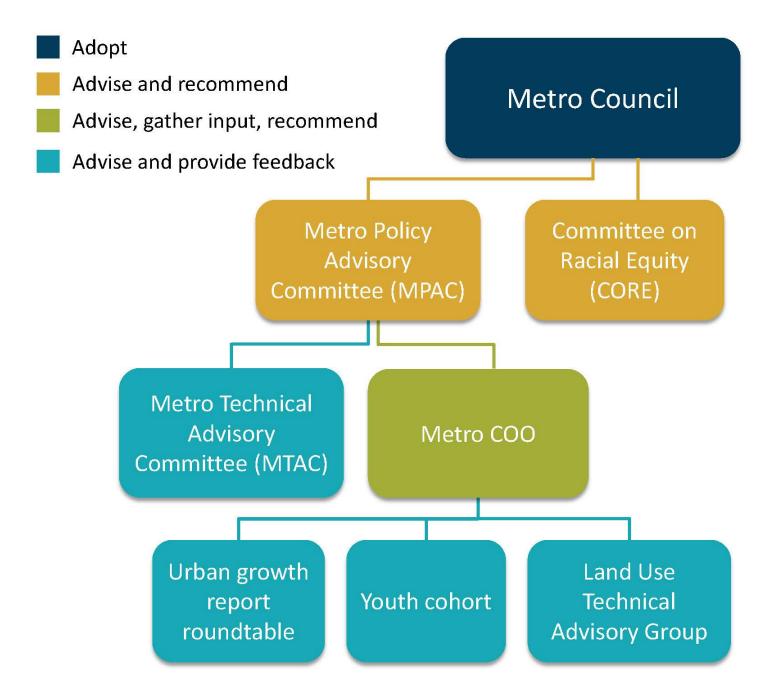
- Consider Metro staff and advisory group recommendations
- Public hearings
- Policy direction
- Final decision



## Engagement

- MTAC
- MPAC
- CORE
- Land Use Technical Advisory Group
- Jurisdictional outreach
- Urban growth report roundtable
- Youth cohort
- Interest group presentations

## Project timeline



## Decisionmaking framework

## Where have we been this year?

Metro Council Work Sessions

Metro Policy Advisory Committee (MPAC)

Metro Technical Advisory Committee (MTAC)

**Urban Growth Report Roundtable** 

Land Use Technical Advisory Group (LUTAG)

Home Building Association (HBA)

Youth cohort

Economic and demographic trends

Draft regional forecast

Preliminary residential capacity

Preliminary housing needs analysis

Project and process overview

Sherwood
West Concept
Plan 33

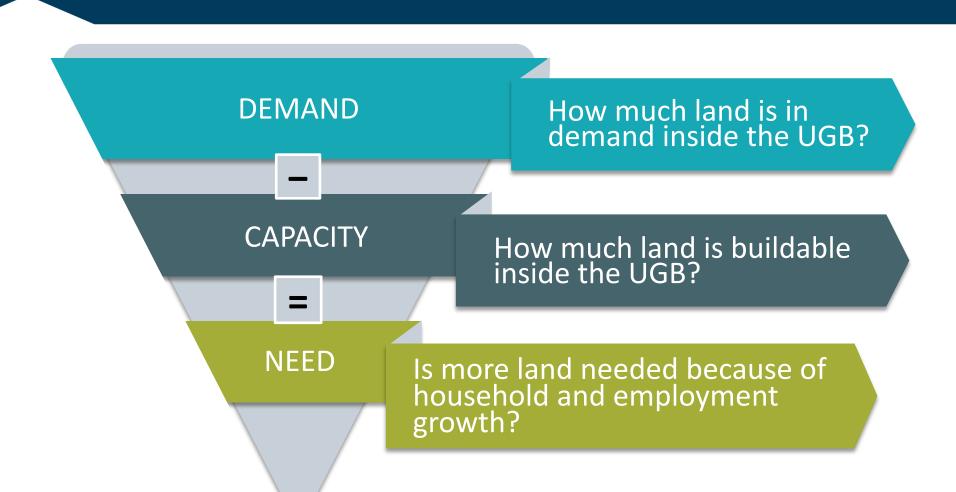
## A decision support tool

The Urban Growth Report (UGR) is a decision-making tool for the Metro Council.

Draft UGR will be released June 28<sup>th</sup> for public comment.



## Back to the math equation



## Regional demographic and employment forecast

# Columbia Clark

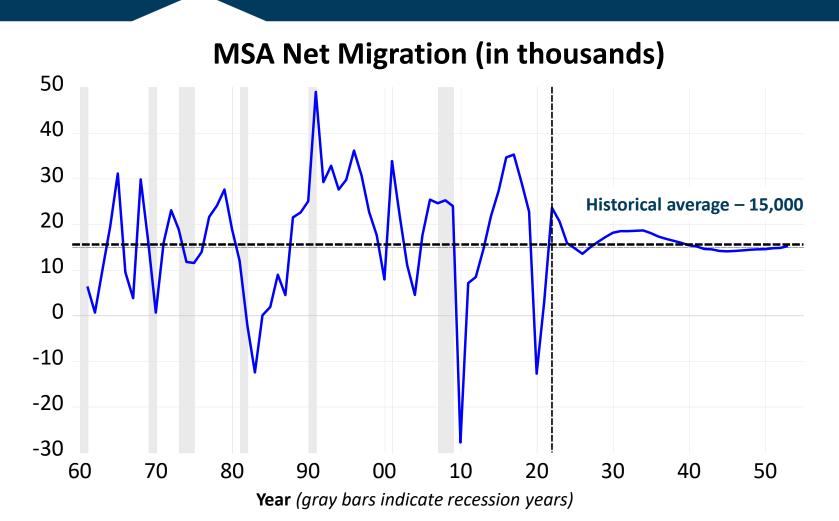
Regional forecast geography

### Natural change

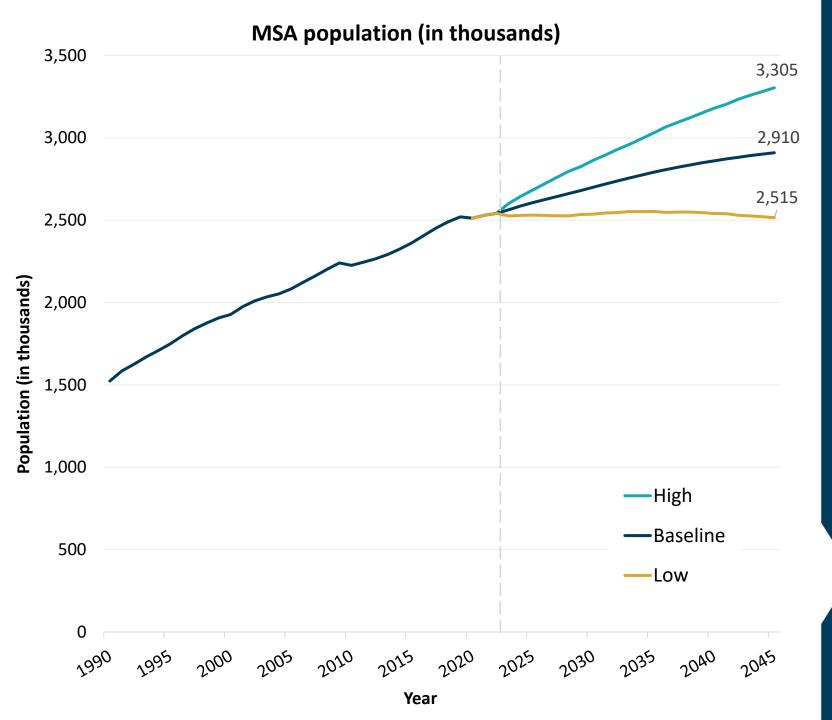


- Declining birth
   rates are the
   biggest factor that
   make this forecast
   different than past
   forecasts
- National trend

#### **Net migration**



- Expect quality of life to continue attracting migrants
- Affordability and cost of living
- Climate refugees?



# Regional demographic outlook

#### MSA payroll employment (in thousands) 1,600 1,469 1,374 1,400 1,279 1,200 Jobs (in thousands) 1,000 800 600 400 —High Baseline 200 —Low

Year

# Regional employment outlook

# Residential capacity analysis

### Where do we estimate capacity?

Vacant and partially vacant land

Land used for redevelopment and infill

Land in concept planned areas without urban level zoning

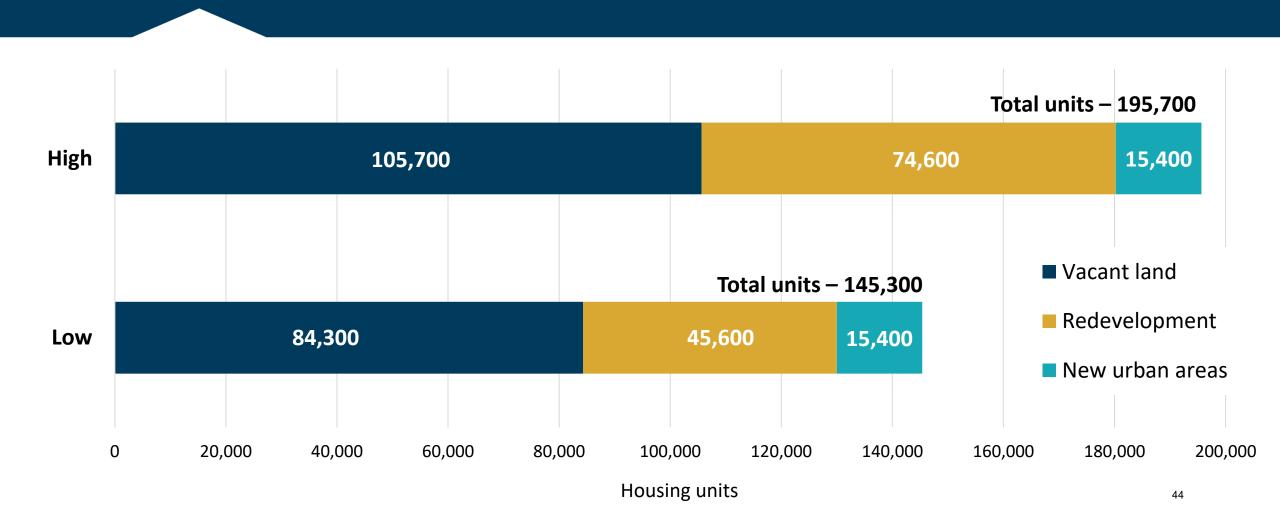






All capacity calculations are done on lands within the existing urban growth boundary and summarized on a regional scale

# Combined preliminary capacity results



# Housing Needs Analysis

### The housing needs analysis will include assessments of future and existing needs

### **FUTURE** 20-year forecast

Housing demand based on:

Regional population forecast & Household forecast

#### **EXISTING**

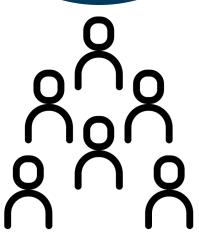
Housing needed for those experiencing houselessness &

Historic underproduction - what is the backlog of housing units to

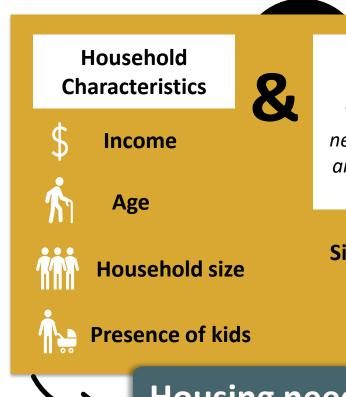
date?

### So how do we translate the household forecast into land demand?

People in the region in 2044



Regional 7-county household forecast x capture rate



Housing Characteristics

What housing types are needed to match the needs and choices of the region's households?

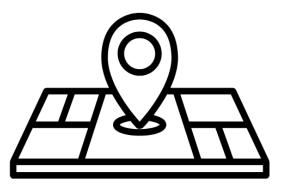
Single family detached

Middle housing

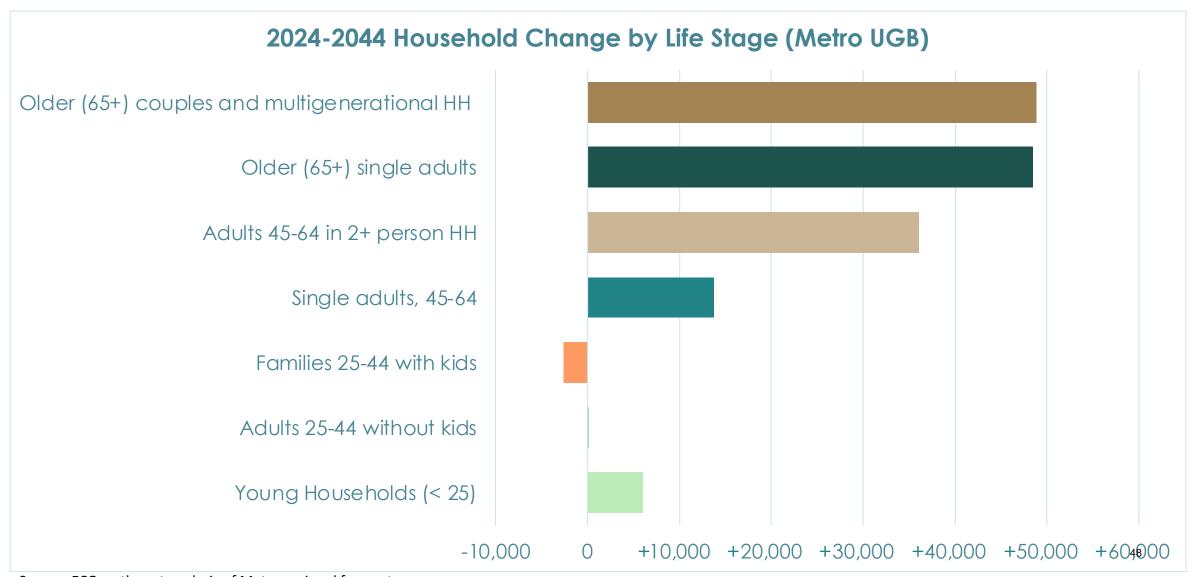
**Multi-family** 

Housing needs analysis

**Demand** for land

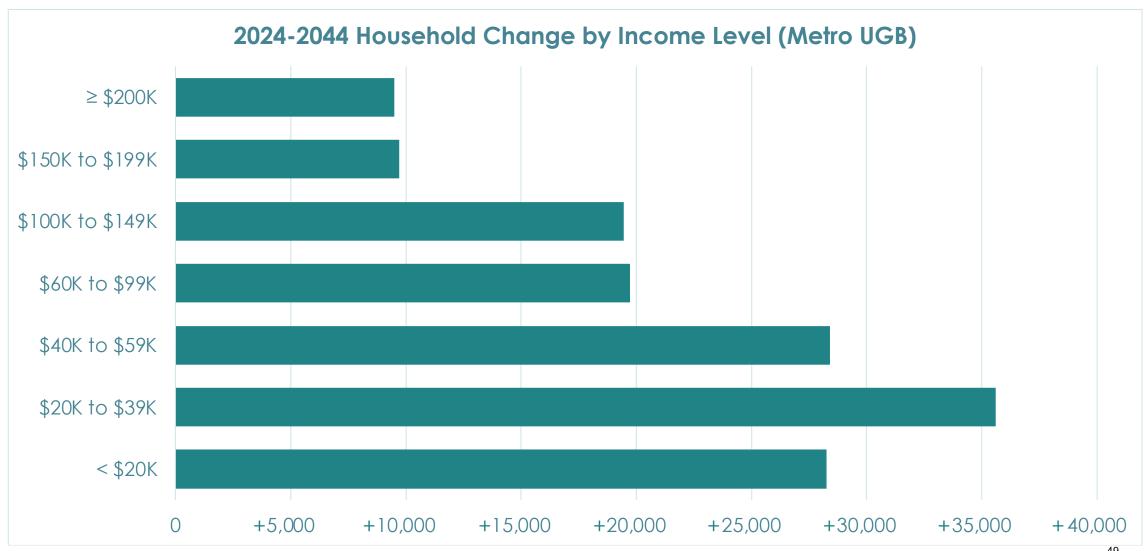


#### Net growth is in older households



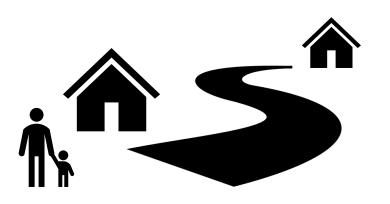
Source: ECOnorthwest analysis of Metro regional forecast

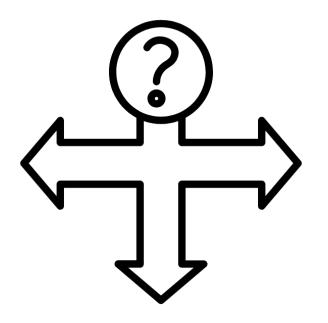
#### More retirees = lower incomes



#### Housing demand scenarios

Following in footsteps: Housing choices at each life-stage remain constant – as current households age, their housing choices look the same as those of older households today.





Fundamental shifts: Housing choices shift substantially towards attached housing based on affordability.

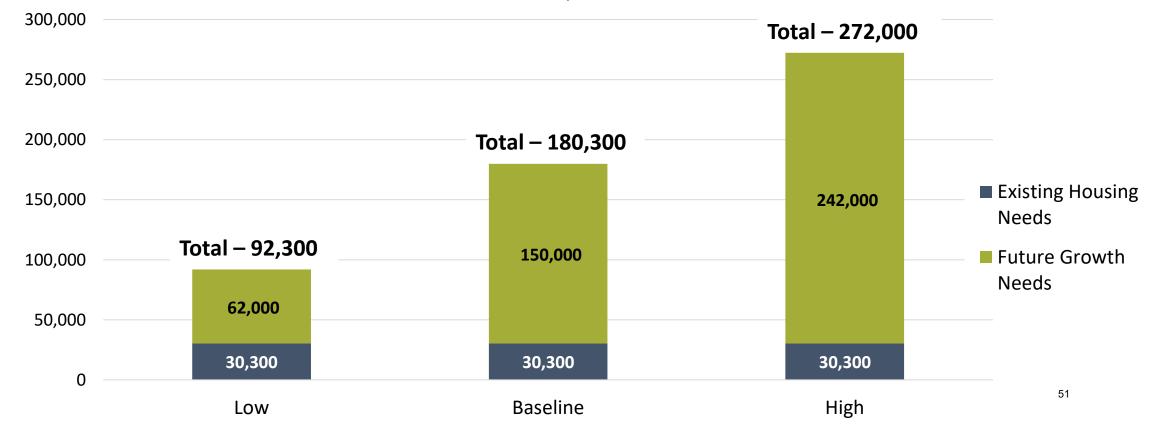


**New normal:** As households age, their housing choices shift towards those of older households today, but not to same extent.

#### Total need

#### **Total Additional Housing Units Needed in Metro UGB 2024-2044**

Assumes 70% capture rate

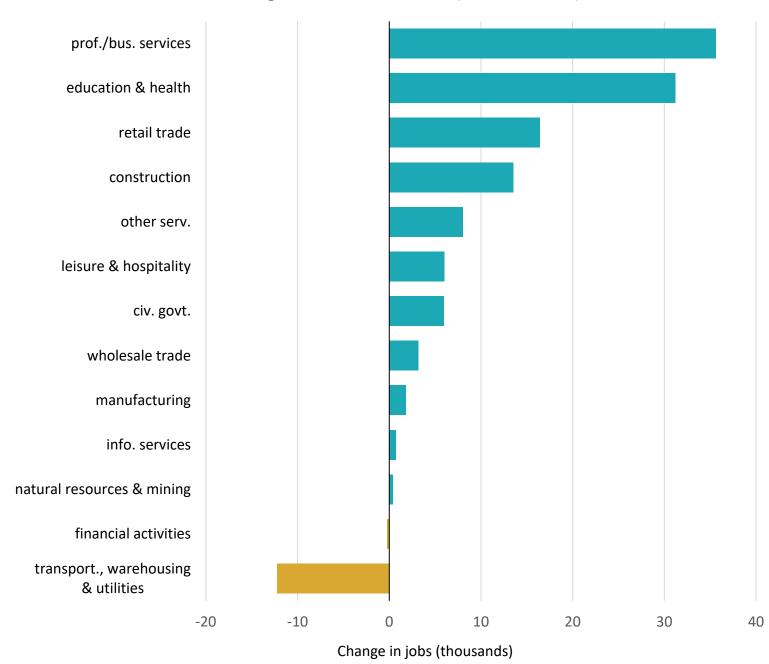


### Questions?

#### oregonmetro.gov



#### MSA change in Jobs 2024-2044 (in thousands)

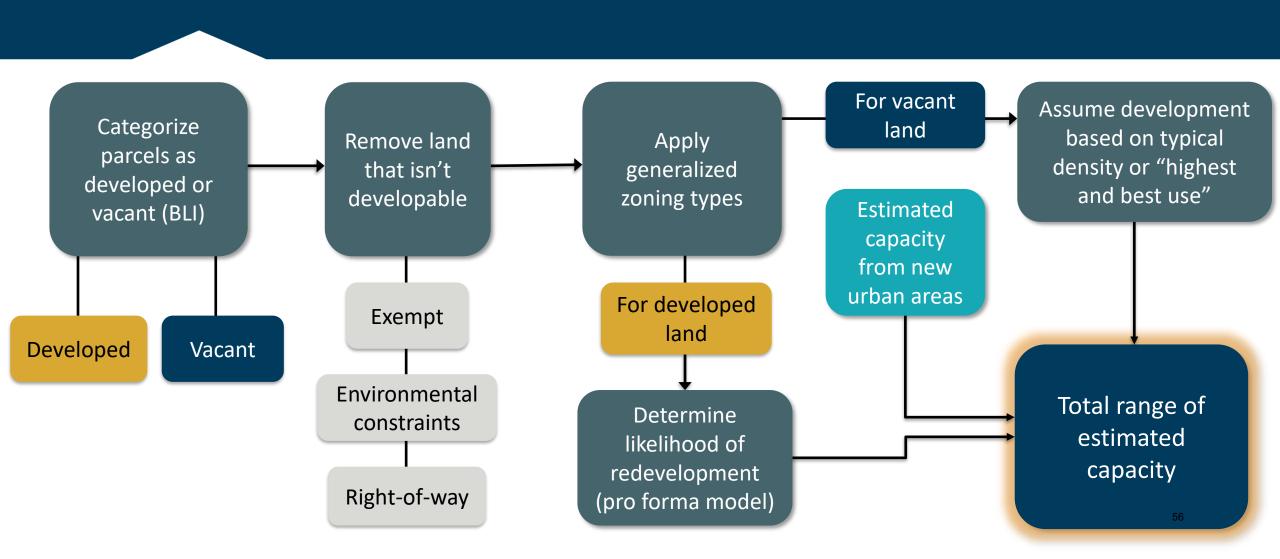


### Sectorspecific forecast

#### Regional forecast - overview

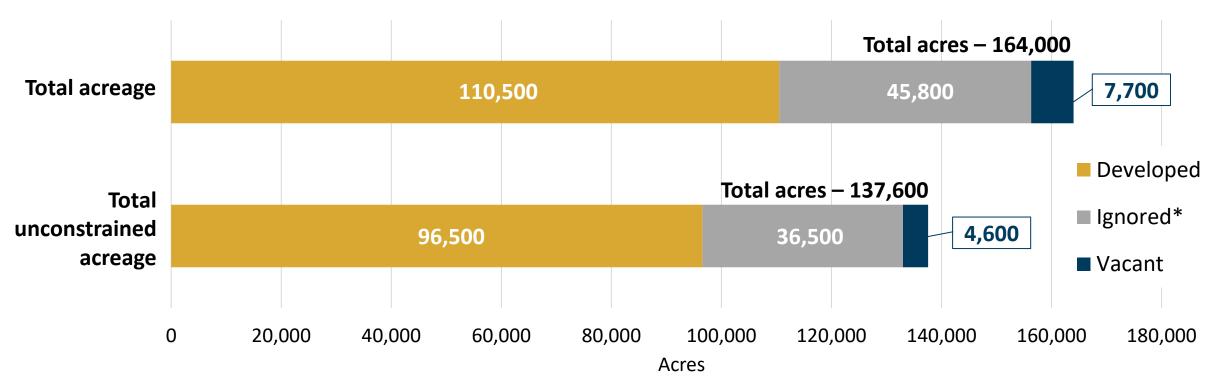
- Data have limitations
  - Census data and employment categories miss people and unique kinds of work
  - Anyone who analyzes data brings a perspective
- We compare our data and seek peer review
- Produce a range to acknowledge uncertainty
- This is a forecast, not a plan
- The forecast is updated every 6 years

### How do we estimate capacity?



# Results of the Buildable Lands Inventory (BLI)

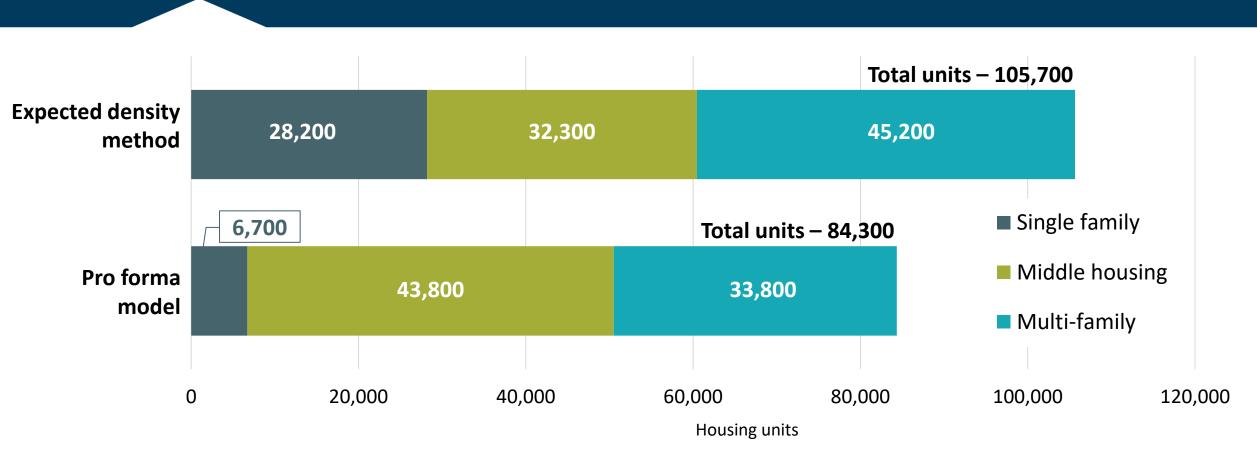
#### Residential land within the existing UGB by type



<sup>\*</sup>Ignored taxlots include right-of-way, tax exempt, parks, open space, HOA, golf courses, rail property, schools, and small taxlots under 1000 sq. ft.

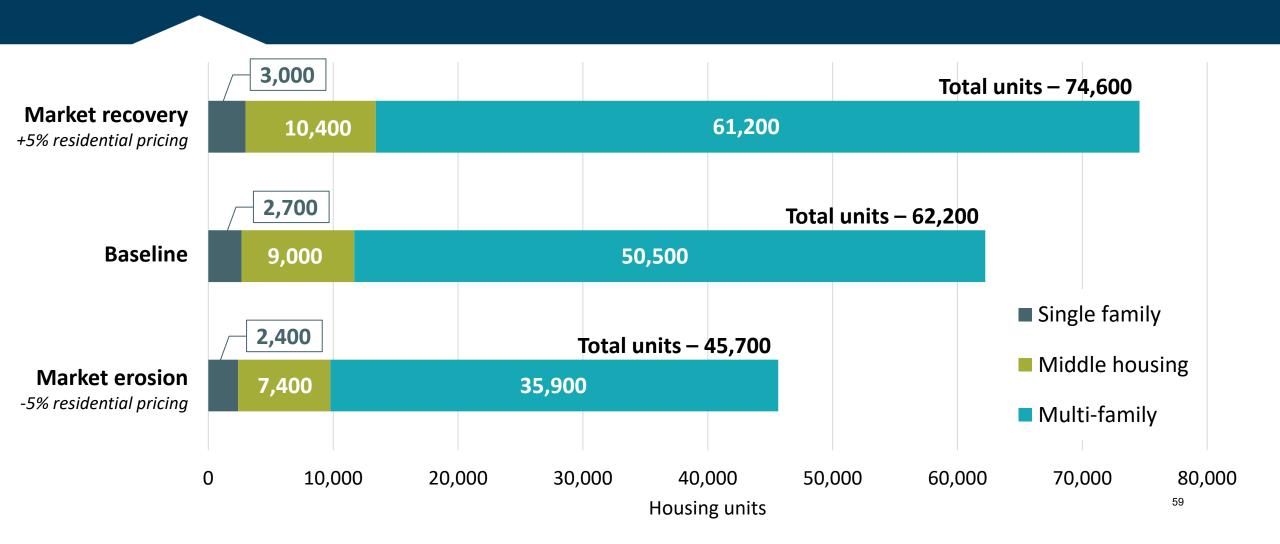
<sup>\*\*</sup>Unconstrained land removes environmental constraints such as flood plains, wetlands, steep slopes, and important habitat

### Vacant land – preliminary results



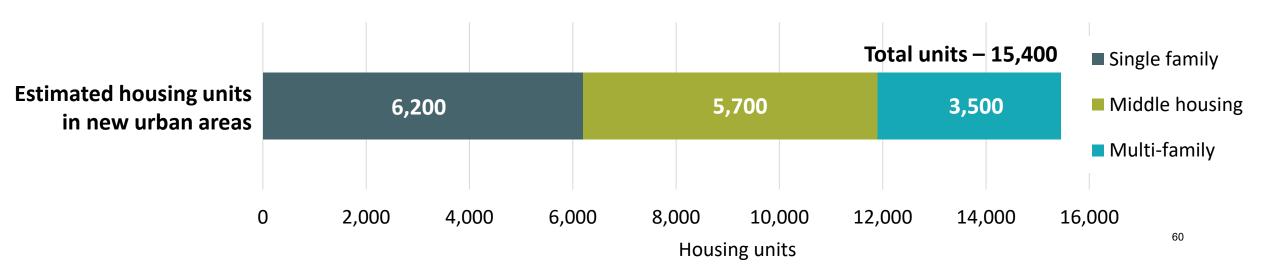
Note: Small lot detached units are counted under the "single family" category rather than middle housing, due to the market response to this housing type

## Redevelopment – preliminary results

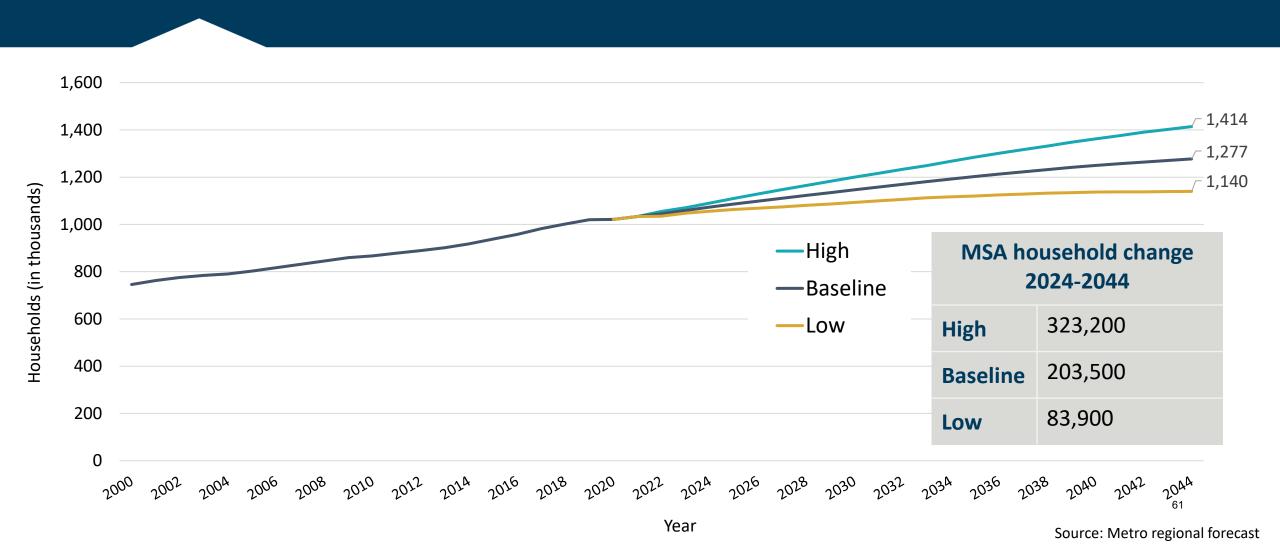


#### New urban areas

- Areas that have been added to the UGB but have not yet received urban level zoning – Frog Pond, Cooper Mountain, Kingston Terrace, River Terrace 2.0, Clermont Wilsonville
- Capacity based on local concept plan designations



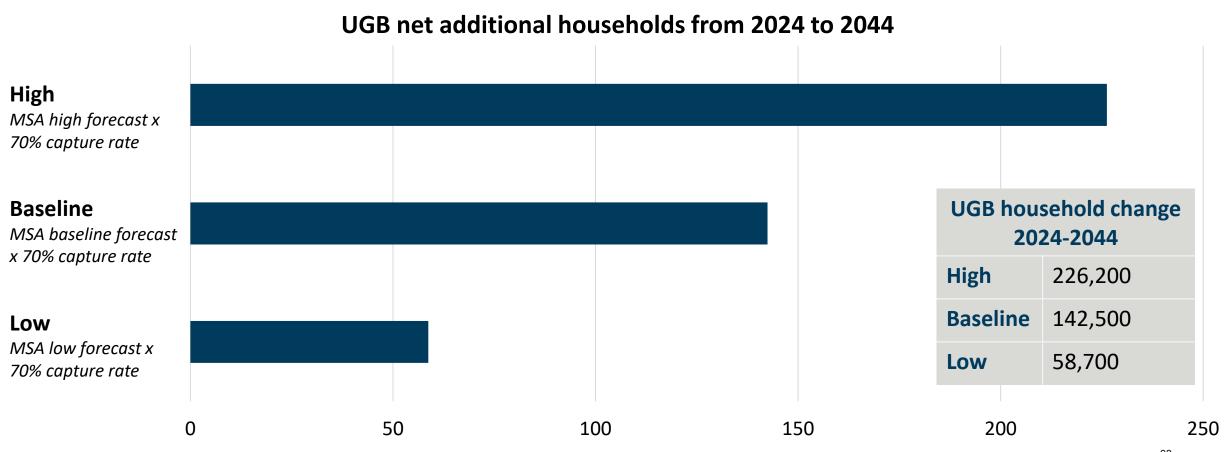
#### MSA household forecast



#### **UGB** capture rate

How much of the household forecast is expected to fall within the UGB compared to the overall MSA?

# UGB household forecast = (MSA forecast) X (capture rate)



#### Future housing needs

#### MSA (7county) forecast

UGB capture rate

#### **Demographics**

#### Housing needs

- Total growth rate
- 20-year time horizon
- Peer reviewed

- Metro UGB vs. other areas
- Based on past trends
- Age (of householder)
- Household Size (number of people)
- Presence of Kids (<18)</li>
- Income

- Affordability / price point
- Housing type

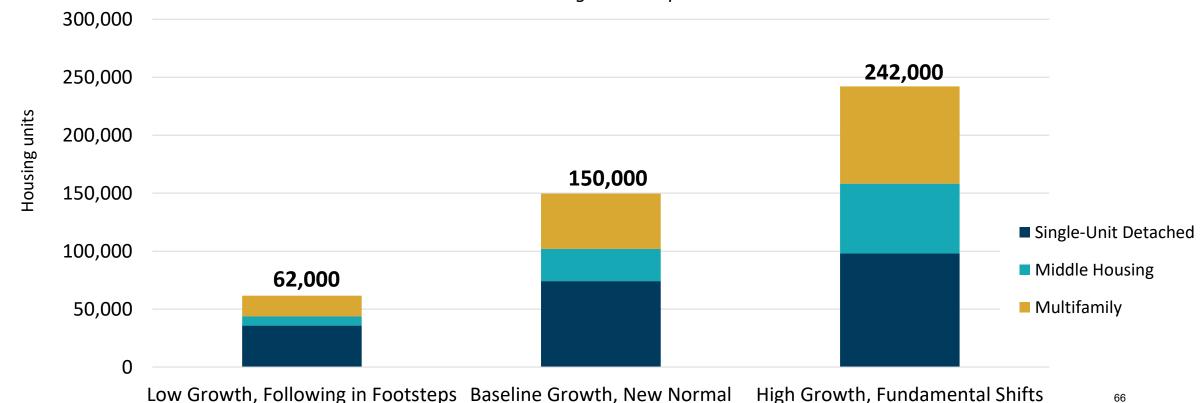
# Fundamental shifts mean more multifamily and middle housing



### Putting it together – future demand by housing type



All assuming a 70% capture rate



### Existing housing needs inside UGB



67

Source: ECOnorthwest

### City proposals received: Sherwood West

- 1,300 acres
- Mix of residential, employment, and open space
- 75-acre hospitality zone
- Protection of Chicken Creek and Goose Creek and preservation of open space
- Land use designations for middle housing

### SHERWOOD WEST CONCEPT PLAN

