Spokane Transit Authority 1230 West Boone Avenue Spokane, WA 99201-2686 (509) 325-6000

#### PLANNING AND DEVELOPMENT COMMITTEE MEETING

Wednesday, June 30, 2021 (July) 10:00 a.m. – 11:30 a.m.

#### Via Video Conference

Committee Members: Click here to join the meeting

General Public: Click here to view the meeting

**Audio Conference:** Call the number below and enter the access code.

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#### **AGENDA**

- 1. Call to Order and Roll Call
- 2. Committee Chair Report (5 minutes)
- 3. Committee Action (5 minutes)
  - A. Minutes of the June 2, 2021 Committee Meeting -- Corrections/Approval
- 4. Committee Action
  - A. Board Consent Agenda (10 minutes)
    - 1. 2022-2027 Transit Development Plan: Approve by Resolution (Otterstrom)
  - B. Board Discussion Agenda

(No items being presented this month.)

- 5. Reports to Committee (10 minutes)
  - A. 2021 FTA Section 5310 Funding Update (Otterstrom)
  - B. Sprague High Performance Transit: Planning Update (Otterstrom)
- 6. CEO Report (15 minutes)
- 7. Committee Information
- 8. September 1, 2021 (No August Meeting) Committee Meeting Draft Agenda Review (5 minutes)
- 9. New Business (5 minutes)
- 10. Committee Members' Expressions (5 minutes)
- 11. Adjourn

Next Committee Meeting: Wednesday, September 1, 2021 (No August Meeting), 10:00 a.m. via Webex.

Agendas of regular Committee and Board meetings are posted the Friday afternoon preceding each meeting at the STA's website: <a href="https://www.spokanetransit.com">www.spokanetransit.com</a>. Discussions concerning matters to be brought to the Board are held in Committee meetings. The public is welcome to attend and participate.

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#### PLANNING AND DEVELOPMENT COMMITTEE MEETING

June 30, 2021

AGENDA ITEM <u>2</u> :	COMMITTEE CHAIR REPORT
REFERRAL COMMITTEE:	N/A
SUBMITTED BY:	Al French, Chair, Planning and Development Committee

<u>SUMMARY</u>: At this time, the Committee Chair will have an opportunity to comment on various topics of interest regarding Spokane Transit.

### PLANNING AND DEVELOPMENT COMMITTEE MEETING

June 30, 2021

AGENDA ITEM $3A$ :	MINUTES OF THE JUNE 2, 2021 COMMITTEE MEETING
REFERRAL COMMITTEE:	N/A
SUBMITTED BY:	Vicki Clancy, Executive Assistant, Planning and Development
SUMMARY: Draft Minutes of for your information, corrections	the June 2, 2021 Planning and Development Committee meeting are attached and/or approval.
RECOMMENDATION TO C	OMMITTEE: Corrections and/or approval.
<b>COMMITTEE ACTION:</b>	
RECOMMENDATION TO T	HE BOARD:
FINAL REVIEW FOR BOAF	RD BY:
Division Head	Chief Executive Officer Legal Counsel

Spokane Transit Authority 1230 West Boone Avenue Spokane, Washington 99201-2686 (509) 325-6000

#### PLANNING AND DEVELOPMENT COMMITTEE MEETING

**DRAFT** Minutes of the June 2, 2021 Meeting Via Video Conference

#### **MEMBERS PRESENT**

Candace Mumm, City of Spokane – Acting Chair Karen Stratton, City of Spokane Tim Hattenburg, City of Spokane Valley Kevin Freeman, Small Cities Representative (Millwood) Ex Officio E. Susan Meyer, Chief Executive Officer Ex Officio

#### **MEMBERS ABSENT**

Al French, Spokane County – *Chair* Hugh Severs, Small Cities Representative (Liberty Lake) *Ex Officio* 

#### STAFF PRESENT

Karl Otterstrom, Director of Planning & Development
Brandon Rapez-Betty, Director of Communications
& Customer Service
Monique Liard, Chief Financial Officer
Nancy Williams, Director of Human Resources &
Labor Relations
Vicki Clancy, Executive Assistant to Director of
Planning and Development

#### PROVIDING LEGAL COUNSEL

Laura McAloon, McAloon Law PLLC

#### 1. CALL TO ORDER AND ROLL CALL

Acting Chair Candace Mumm called the meeting to order at 10:00 a.m. and conducted the roll call.

#### 2. COMMITTEE CHAIR REPORT

#### 3. COMMITTEE ACTION

#### A. MINUTES OF THE MAY 5, 2021 COMMITTEE MEETING

Mr. Tim Hattenburg moved to approve the May 5, 2021, Planning and Development Committee meeting minutes. Chair Candace Mumm seconded, and the motion was approved unanimously.

# B. <u>DIVISION BRT: DESIGN AND ENGINEERING SERVICES SCOPE OF WORK APPROVAL</u>

Mr. Karl Otterstrom presented. The Division Street Bus Rapid Transit (BRT) project is envisioned to be the second BRT line in the City of Spokane. Division Street is among the busiest urban arterials with significant transit ridership in Spokane County. This nine-mile project will be a fixed, guideway BRT operating easy to use, high frequency service. There will be at least 28 substantial stations. The bus will operate in Business Access & Transit (BAT) lanes for most of the corridor. The project will include a major rebuild of the Division/Ruby couplet to improve transit and non-motorized accessibility and is estimated to cost between \$120 million and \$150 million. Mr. Otterstrom reviewed a map of the alignment and stations, the locally preferred alternative (LPA), the four major phases of the project, the conceptual contracting plan, and the budget and cost estimate. The total value of the contract is estimated at \$16.1M to \$20.1M and does not include all professional services identified in the conceptual contracting plan. Work will only be authorized as approved funding allows. Mr. Otterstrom reviewed the proposed evaluation

criteria, and the proposed procurement timeline. Contract is expected to be negotiated and executed by November 1, 2021.

Mr. Tim Hattenburg moved to approve the general Scope of Work and authorize staff to release a Request for Qualifications for Division BRT Design and Engineering Services. Ms. Karen Stratton seconded, and the motion was approved unanimously.

# C. <u>CITY LINE</u>: <u>STATIONS 13, 15, 17 – RIVERSIDE AVENUE CONSTRUCTION SCOPE OF</u> WORK APPROVAL

Mr. Otterstrom presented. As part of the City Line project, STA has three (3) stations planned on westbound Riverside Avenue: Stations 13, 15, and 17. Stations were removed from the original overall City Line design due to the City of Spokane's plan to incorporate station design into a complete rebuild of Riverside Avenue. The City did not secure grant funding for this project, therefore, design and construction of these stations will be completed by STA. STA has elected to release these stations as one bid package for the purpose of reducing contract administration efforts and receiving more competitive bids. The current engineer's estimate for these stations is \$1,213,441. The costs for the project are anticipated to be within the overall City Line budget of \$92.231 million comprised of local, state, and federal resources. Mr. Otterstrom reviewed the anticipated timeline, estimating the start of construction to take place September 1, 2021.

Ms. Karen Stratton moved to recommend the Committee to approve the Scope of Work and authorize staff to release an invitation for bid for the City Line Stations 13, 15, and 17 – Riverside Avenue Construction Project. Mr. Tim Hattenburg seconded, and the motion was approved unanimously.

Mr. Hattenburg thanked STA staff for their hard work and diligence in following project timelines. He enjoys sharing the STA process with the public and having an avenue for answering the public's questions via the website. Chair Mumm thanked CEO Susan Meyer and Mr. Otterstrom for educating the public regarding these stations which took concerted effort.

#### 4. COMMITTEE ACTION

#### A. BOARD CONSENT AGENDA

(No items being presented this month.)

#### B. BOARD DISCUSSION AGENDA

(*No items being presented this month.*)

#### 5. REPORTS TO COMMITTEE

#### A. 2022-2027 TRANSIT DEVELOPMENT PLAN: COMPLETE DRAFT PLAN

(Public hearing at the June 17, 2021 Board Meeting.)

Mr. Otterstrom presented. The Transit Development Plan (TDP) is an annual state-required agency implementation plan which includes related capital and operating projects over a six-year period. It informs the Transportation Improvement Program (TIP) that is prepared by Spokane Regional Transportation Council (SRTC). It is a snapshot of our latest understanding of cost service levels, and the region's development and lays on top of it our plans and efforts. The draft TDP for 2022-2027 can be found online as of last week. Mr. Otterstrom reviewed the updated

Hierarchy of STA Plans, a map of the Conceptual 2024 Fixed Route Network and a map of the Recent Requests for New Service.

Ms. Monique Liard reviewed the 2022-2027 TDP Financial Forecast table that outlines and quantifies all of the assumptions that were reviewed with the Committee and the Board during the April cycle. Some of the key assumptions included a reset of the sales tax to a 2020 actual baseline with an increase of 3%, the addition of Federal stimulus packages, expenses having a 3% year over year increase, and STA Moving Forward continued implementation. Mr. Otterstrom reviewed next steps with an estimated delivery to WSDOT by September 2021.

#### B. I-90 / VALLEY HIGH PERFORMANCE TRANSIT CORRIDOR PLANNING UPDATE

Mr. Otterstrom presented. Interstate 90 between downtown Spokane and Spokane Valley is one of the most congested corridors in eastern Washington. As part of the *STA Moving Forward* plan, Spokane Transit is preparing to deliver new services and infrastructure to provide residents with expanded mobility choices. The project will include improved service, stations, increased park and ride capacity and a new transit center, with pilot extension to Coeur d'Alene (subject to a cross-state partnership). Funding for the corridor includes state and federal grants and were recently awarded the first biennium's worth funding toward a Regional Mobility Grant for the amount of \$7.5M. Current activities include gathering baseline data on travel, demographics, economic activity, and property ownership in the corridor; developing public and stakeholder engagement strategies and plan; initiating contact with stakeholders; and developing baseline forecast of travel demand, including long-term ramifications of COVID-19 Global Pandemic. Mr. Otterstrom reviewed the Corridor Development Plan Process, and the Stakeholder Participation Timeline for the Technical Advisory Committee (TAC).

Mr. Hattenburg shared his support and excitement for this corridor as the Northeast industrial area off Barker Road has grown exponentially. Mr. Otterstrom confirmed that connectivity to this area will be evaluated in the planning process. He added that Millwood is also one of the stakeholders for this corridor plan.

#### 6. CEO REPORT

Ms. Meyer presented the CEO Report:

- May 2021 Voter-Approved Sales Tax Update Revenue collected on March retail sales: 56.3% above May 2020 actual (\$3.4M), 16.4% YTD above 2020 actual (\$5.7M), and 34.2% YTD above budget (\$10.2M).
  - Retail trade increased by 74% in March (May Revenue) and is up 39%, auto dealers increased 51%, other miscellaneous retailers increased 62%, other motor vehicle dealers increased 138%, building materials and supplies increased 33%, general merchandise (warehouse clubs and super stores) increased 20%, construction increased 43%, accommodation and food service increased 67%.
- <u>Division BRT Project</u> The CEO provided an update on the Federal funding opportunities including the Capital Investment Grant Program for which the Division BRT Project will be eligible. She highlighted the value of Cardinal infrastructure involvement in seeking funding and noted the Division Line has been submitted for the FY2022 community projects appropriations process.

#### 7. COMMITTEE INFORMATION

# A. <u>FTA SECTION 5310 FUNDING CALL FOR PROJECTS UPDATE</u> Information in the packet; no presentation.

#### 8. JUNE 30, 2021 COMMITTEE MEETING DRAFT AGENDA REVIEW

#### 9. NEW BUSINESS

Chair Mumm shared that the City of Spokane is having discussions to decide how to spend ARP money. Councilmember Stratton is on that Committee. The City has \$42M now and will receive the same amount next year. The Spokane Valley has received \$17M. If there is cross-over, it will be important for discussions to take place.

Mr. Hattenburg shared that the Spokane Valley is developing a lot of parks; more parks have been improved within the last 18 months than since 2003 when the Valley incorporated.

Ms. Stratton shared that comments and/or suggestions for the ARP Committee (which is distributing the funding), let her know.

Mr. Kevin Freeman shared that Millwood is working on beginning right away acquisition for the Argonne Corridor improvements, including some transit improvements.

#### 10. COMMITTEE MEMBER'S EXPRESSIONS -- None.

#### 11. ADJOURN

With no further business to come before the Board, Acting Chair Mumm adjourned the meeting at 11:04 a.m.

NEXT COMMITTEE MEETING: WEDNESDAY, JUNE 30, 2021 (JULY) at 10:00 a.m. VIA WEBEX.

Respectively submitted,

Vicki Clancy

Vicki Clancy, Executive Assistant

Planning and Development Department

#### PLANNING AND DEVELOPMENT COMMITTEE MEETING

June 30, 2021

AGENDA ITEM 4A1:2022-2027 Transit development plan: Approve by

RESOLUTION

**REFERRAL COMMITTEE: N/A** 

**SUBMITTED BY:** Karl Otterstrom, Director of Planning and Development

Mike Tresidder, Associate Transit Planner

<u>SUMMARY</u>: Each year, Spokane Transit is required by state law to develop a Transit Development Plan (TDP) for a six-year planning horizon and submit it to the Washington State Department of Transportation (WSDOT). The TDP is one of a series of planning documents that is built upon the goals, principles and policies contained within *Connect Spokane: A Comprehensive Plan for Public Transportation*.

Major elements of the TDP include:

- Mid-Range Planning Guidance
- Major Activities
- 2022-2024 Service Improvement Program
- 2022-2027 Capital Improvement Program
- Programs of project for:
  - o Section 5307 Urbanized Area Formula Funding Program
  - o Section 5310 Mobility for Seniors and Persons with Disabilities Funding Program
  - o Section 5339 Bus and Bus Facilities Funding Program
- 2022-2027 Operating and Financial Projections

The Planning and Development Committee have been engaged in developing the various elements of the draft plan since February of 2021. The Board of Directors held a public hearing on the draft TDP on June 17, 2021. There were no public comments provided at the Public Hearing.

The draft TDP 2022-2027 is available at:

https://www.spokanetransit.com/files/content/draft tdp 2022-2027.pdf

A draft of the Board resolution to adopt the plan is included in the packet.

RESOLUTION NO.	
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# A RESOLUTION FOR THE PURPOSE OF ADOPTING THE TRANSIT DEVELOPMENT PLAN: 2022-2027; AND OTHER MATTERS PROPERLY RELATING THERETO.

# SPOKANE TRANSIT AUTHORITY Spokane County, Washington

#### BE IT RESOLVED BY THE SPOKANE TRANSIT AUTHORITY as follows:

WHEREAS, the Spokane Transit Authority (STA) is a municipal corporation operating and existing under and pursuant to the Constitution and Laws of the State of Washington, including RCW Title 36, Chapter 57A, Public Transportation Benefit Area; and,

WHEREAS, it is to the benefit of STA to define the general direction for the delivery of public transportation service in the future, assign a general timeline for future improvements to the public transportation system, and assign general cost and revenue requirements for future improvements to the public transportation system; and,

WHEREAS, RCW 35.58.2795 requires all transit agencies prepare a six-year transit development plan for that calendar year and the ensuing five years; and,

WHEREAS, STA has prepared the Transit Development Plan: 2022-2027, which includes the previously approved 2021 Annual Strategic Plan, the 2022-2027 Capital Improvement Program, Federal Transit Section 5307, 5310 and 5339 anticipated programs of expenditure, Service Improvement Program 2022-2024, and other sections and information included in the Plan for the aforementioned purposes; and,

WHEREAS, STA sought input from other transportation agencies, including private transportation operators pursuant to requirements related to Federal Transit Section 5307 funding; and,

WHEREAS, the STA Board of Directors conducted a duly noticed public hearing on June 17, 2021; and,

WHEREAS, a Washington State Environment Policy Act (SEPA) Checklist was completed for the proposed amendments and a determination of Non-Significance (DNS) was issued on June 1, 2021; and,

WHEREAS, the Transit Development Plan: 2022-2027, is consistent with the policies of *Connect Spokane*, STA's comprehensive plan for public transportation; and,

NOW, THEREFORE, BE IT RESOLVED by the Board of Directors of STA as follows:

- Section 1. The STA Board of Directors hereby adopts the Transit Development Plan: 2022-2027. <a href="https://www.spokanetransit.com/files/content/STA\_TDP\_2022-2027.pdf">https://www.spokanetransit.com/files/content/STA\_TDP\_2022-2027.pdf</a>
- Section 2. The STA Board of Directors hereby authorizes the Chief Executive Officer to administer the Transit Development Plan: 2022-2027.
- <u>Section 3.</u> This resolution shall take effect and be in force immediately upon passage.

## ADOPTED by STA at a regular meeting thereof held on the 15<sup>th</sup> day of July 2021.

ATTEST:	SPOKANE TRANSIT AUTHORITY
Dana Infalt	Pam Haley
Clerk of the Authority	STA Board Chair
Approved as to form:	
Laura McAloon	
Legal Counsel	

#### PLANNING AND DEVELOPMENT COMMITTEE MEETING

June 30, 2021

**AGENDA ITEM 5A**: 2021 FTA SECTION 5310 FUNDING UPDATE

**REFERRAL COMMITTEE:** Planning and Development

**SUBMITTED BY:** Karl Otterstrom, Director of Planning and Development

Kristine Williams, Principal Transit Planner Madeline Arredondo, Assistant Transit Planner

<u>SUMMARY</u>: The Section 5310 program is intended to support the mobility of seniors and individuals with disabilities by increasing or expanding transportation options. Spokane Transit Authority is a designated recipient of these FTA funds, and awards funding to local agencies to provide transportation services. The following report provides an update on the revised approach and timeline for the 2021 Section 5310 Call for Projects.

**BACKGROUND:** On April 2, 2021, a total of \$683,500 in Section 5310 federal grant and local (STA) funds was made available for the 2021 Section 5310 Call for Projects as follows:

Table 1: 2021 Section 5310 Funding Breakdown

Funding Source	Federal Amount	STA Match Contribution	Description
FY 2021 Apportionment (100% Federal)	\$419,427	\$0	Current federal funding allocation
CRRSAA Apportionment (100% Federal)	\$71,213	\$0	Coronavirus Response and Relief Supplemental Appropriations Act allocation
ARPA Apportionment (100% Federal)	\$71,214	\$0	American Rescue Plan Act allocation
FY19 & FY18 Returned Funds	\$96,974	\$24,886	Subrecipient relinquished federal award, match requirement applies
Total	\$658,828	\$24,886	Federal awards and STA match contribution
<b>Total Funding Available</b>	\$68	33,500	

STA received eight applications from five different agencies on May 3, 2021; the total of which exceeds the total funding available (\$1,085,757.46) These applications were reviewed by staff for eligibility and completeness and then forwarded to a scoring committee consisting of STA employees and a representative from the SRTC. The scoring criteria included in the application materials was carried over from the 2020 Call for Projects and did not adequately evaluate the project's merit (specifically, the direct benefit provided to seniors and/or persons with disabilities) which was essential for the scoring committee

Agenda Item: 2021 FTA Section 5310 Funding Update

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to assess projects that would not receive the full amount requested. As a result, the 2021 Call for Projects is being re-issued on June 25, 2021. All project applicants have been notified and informed that they will need to re-submit application(s) in order to be considered in this new call for projects. The application materials have been updated to include the new, revised scoring criteria. STA staff will provide training for the scoring committee on the scoring criteria prior to the committee meeting. The updated 2021 Section 5310 Call for Projects timeline is provided below:

### 2021 Section 5310 Call for Projects Timeline (Revised)

Date	Action
June 25, 2021	2021 Call for Projects Notice posted on STA and SRTC websites, emails sent to eligible applicants and other interested parties
June 27, 2021	Public Notice published in the Spokesman Review
July 1, 2021	Informational meeting for interested applicants (details provided in the Public Notice
July 15, 2021	Project Applications Due
September 1, 2021	Present to P&D Committee for funding recommendations
September 16, 2021	STA Board acts on recommended project applications
November 2021	Application to FTA
February 2022	FTA approval and funds obligated

#### PLANNING AND DEVELOPMENT COMMITTEE MEETING

June 30, 2021

AGENDA ITEM 5B: SPRAGUE HIGH PERFORMANCE TRANSIT: PLANNING UPDATE

REFERRAL COMMITTEE: N/A

**SUBMITTED BY:** Karl Otterstrom, Director of Planning and Development

Ryan Brodwater, Capital Projects Manager

<u>SUMMARY</u>: This report provides an overview of planning and development activities for the Sprague High Performance Transit (HPT) Line, an integral component of the *STA Moving Forward* plan.

**BACKGROUND:** For over a century, Sprague Avenue has been an important transit corridor for the Spokane region. As part of the *STA Moving Forward* plan, Spokane Transit is investing in its reliability, quality and accessibility to better serve existing riders, improve connectivity and support urban growth plans of the cities of Spokane and Spokane Valley.

This project currently has an approved budget of \$6.55 million. Recently, STA was awarded the first biennium's appropriation of a \$2.9 million Washington State Regional Mobility Grant. In addition to these approved funds, there is an additional \$1.2 million in local funds pending as part of the 2022-2027 CIP budget for corridor-wide HPT branding and wayfinding, previously not included in the scope. IBI Group is under contract with STA to provide planning support, engineering, and construction management.

In concert with previous and ongoing City of Spokane Sprague Avenue Rebuild projects, STA staff has worked closely with the City, impacted businesses, the East Sprague Business Association, and the East Central Neighborhood Council to provide early transit improvements to this corridor. This includes stop and station improvements, built by the City of Spokane on behalf of STA, between Division Street and Altamont Street in the East Central Neighborhood.

Staff plan to prepare a Corridor Development Plan for public input and board approval by the end of 2021. Design activities for remaining improvements in the corridor will begin in 2022, with construction planned to begin in 2023 with substantial completion in 2024.

# SPOKANE TRANSIT AUTHORITY PLANNING AND DEVELOPMENT COMMITTEE MEETING

June 30, 2021

AGENDA ITEM $6$ :	CEO REPORT - INFORMATION
REFERRAL COMMITTEE:	N/A
SUBMITTED BY:	N/A

**<u>SUMMARY</u>**: At this time, the CEO will have an opportunity to comment on various topics of interest regarding Spokane Transit.

**RECOMMENDATION TO COMMITTEE:** Information only.

#### PLANNING AND DEVELOPMENT COMMITTEE MEETING

June 30, 2021

AGENDA ITEM \_\_\_\_\_\_ : SEPTEMBER 1, 2021 COMMITTEE MEETING DRAFT AGENDA REVIEW

REFERRAL COMMITTEE: N/A

SUBMITTED BY: Karl Otterstrom, Director of Planning and Development

**<u>SUMMARY</u>**: At this time, members of the Planning and Development Committee will have an opportunity to review and discuss the items proposed to be included on the agenda for the meeting of September 1, 2021.

Spokane Transit Authority 1230 West Boone Avenue Spokane, WA 99201-2686 (509) 325-6000

#### PLANNING AND DEVELOPMENT COMMITTEE MEETING

Wednesday, September 1, 2021 10:00 a.m. – 11:30 a.m.

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#### **DRAFT AGENDA**

- 1. Call to Order and Roll Call
- 2. Committee Chair Report (5 minutes)
- 3. Committee Action (5 minutes)
  - A. Minutes of the June 30, 2021 (July) Committee Meeting -- Corrections/Approval
- 4. Committee Action
  - A. Board Consent Agenda (40 minutes)
    - 1. Division BRT: Design and Engineering Services Award of Contract (Otterstrom)
    - 2. FTA Section 5310 Funding Awards Recommendation (Otterstrom)
  - B. Board Discussion Agenda

(No items being presented this month.)

- 5. Reports to Committee (10 minutes)
  - A. I-90 / Valley High Performance Transit Corridor Planning Update (Otterstrom)
  - B. Connect Spokane Major Update: Document Review (Otterstrom)
- 6. CEO Report (15 minutes)
- 7. Committee Information
- 8. October 6, 2021 Committee Meeting Draft Agenda Review (5 minutes)
- 9. New Business (5 minutes)
- 10. Committee Members' Expressions (5 minutes)
- 11. Adjourn

Next Committee Meeting: Wednesday, October 6, 2021, 10:00 a.m. via Webex.

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#### PLANNING AND DEVELOPMENT COMMITTEE MEETING

June 30, 2021

AGENDA ITEM9:	NEW BUSINESS
REFERRAL COMMITTEE:	N/A
SUBMITTED BY:	N/A

**<u>SUMMARY</u>**: At this time, the Committee will have the opportunity to initiate discussion regarding new business relating to Planning and Development.

#### PLANNING AND DEVELOPMENT COMMITTEE MEETING

June 30, 2021

AGENDA ITEM 10:	COMMITTEE MEMBER'S EXPRESSIONS
REFERRAL COMMITTEE:	N/A
SUBMITTED BY:	N/A

**<u>SUMMARY</u>**: At this time, members of the Planning and Development Committee will have an opportunity to express comments or opinions.