

CLACKAMAS COUNTY BOARD OF COUNTY COMMISSIONERS

Policy Session Worksheet

Presentation Date: 3/19/19 **Approx. Start Time:** 11:30am **Approx. Length:** 30 minutes

Presentation Title: Potential Metro Funding Measure for 2020

Department: Transportation and Development

Presenters: Dan Johnson, Mike Bezner

Other Invitees: Karen Buehrig, Ellen Rogalin

WHAT ACTION ARE YOU REQUESTING FROM THE BOARD?

Approve a letter to be sent to the Regional Transportation Funding Task Force Members requesting that key Clackamas County transportation corridors be added to Metro's draft map to be considered as a part of future funding discussions.

EXECUTIVE SUMMARY:

The Metro Council will consider referring a regional transportation investment measure to voters on the November 2020 ballot. In anticipation of this, the Metro Council has drafted a memo entitled "Metro Council Direction on Regional Transportation Investment Measure Framework and Package Development" (attached). This memo outlines general direction on the measure's structure, priorities, process, and desired outcomes. It also indicates that the measure will focus on both regionwide investments (e.g. Safe Routes to Schools, off-street trails, etc.) and key transportation corridors. Corridors are further defined as "major multimodal travel routes that connect and serve neighborhood, town and regional centers, employment lands, and industrial centers, within the metropolitan boundary." Metro has drafted a preliminary list of candidate corridors that the measure could fund (map and key attached). The criteria used to develop the initial list was weighted heavily on existing duration congestion, which measures the level of congestion over the entire day as opposed to just the peak hour. The criteria did not include expected growth. As a result, the following corridors in Clackamas County are on the draft list (map key # in parentheses):

- 82nd Avenue (#20)
- I-205 (#11)
- Highway 212 (I-205 to Foster) (#43)
- 242nd Avenue (#41)
- 82nd Drive (#111)
- Boones Ferry Road (#59)

In February 2019, Metro Council President Lynn Peterson appointed a task force to advise the council in the development of the measure. The members of the task force were chosen by Metro "to reflect the diversity and interests of a wide range of people and communities across greater Portland." Chair Bernard, Mayor Mark Gamba, and Mayor Tim Knapp were all appointed to the task force, as were Laura Edmonds (North Clackamas Chamber of Commerce)

and Dave Nielsen (Clackamas County Economic Development Commission). The task force has held two meetings so far, both of which were informational in nature. The next meeting is on March 20, and this will be the opportunity for task force members to propose new corridors to be added to the list for funding consideration. It is important to note that in future meetings, this same task force will be eliminating corridors from the map to reduce the total number to an amount that is more manageable. Therefore, adding a corridor will not ensure that it will remain on the list, and some corridors that are already on the list might be removed later.

The Board of County Commissioners has previously sent the Metro Council a letter expressing Clackamas County priorities regarding the measure's proposed framework and the proposed corridors under consideration (attached). Since then Metro has considered some flexibility in the corridor selection to include future growth as a possible criterion, and Metro has specifically discussed the Clackamas to Columbia Corridor (C2C) and the Oak Grove to Lake Oswego pedestrian and bike connection (OGLO) as corridors to consider if the criteria were to change. The County can send an additional letter to the task force emphasizing our priorities and indicating the corridors that are important to us. The attached draft letter lists these additional corridors in Clackamas County that are important to improve access to affordable housing and jobs that will be needed to accommodate forecast growth. The additional corridors include:

- C2C- roadway connection from Highway 212 to I-84
- OGLO- ped/bike bridge connecting Oak Grove and Lake Oswego
- Highway 213- from Beavercreek Road to I-205
- Highway 43
- Highway 99E (McLoughlin)
- Highway 224
- I-5 through Wilsonville

FINANCIAL IMPLICATIONS (current year and ongoing):

Is this item in your current budget? YES NO

What is the cost? \$ n/a What is the funding source? n/a

STRATEGIC PLAN ALIGNMENT:

- How does this item align with your Department's Strategic Business Plan goals?

This aligns with DTD's Mission to provide services so that future generations can experience and invest in a healthy, safe and livable community. This also aligns with the Long Range Planning goals of securing outside funding for projects, and of adding projects to the 5-year Capital Improvement Plan.

- How does this item align with the County's Performance Clackamas goals?

This aligns with the County's goals of developing more affordable housing, funding I-205 expansion, and funding Sunrise Phase II.

LEGAL/POLICY REQUIREMENTS:

n/a

PUBLIC/GOVERNMENTAL PARTICIPATION:

As described above, Clackamas County has representation on the task force that will be making the recommendation to the Metro Council. Once corridors are selected, public processes will be developed for each to then identify projects within those corridors.

OPTIONS:

- Approve and send the attached letter to provide comments to the task force.
- Make modifications to and send the attached letter to provide comments to the task force.
- Do not send a letter, but provide input to Chair Bernard to represent at the task force meeting.

RECOMMENDATION:

- Staff respectfully recommends that the Board approve and send the attached letter to provide comments to the task force.

ATTACHMENTS:

- “Metro Council Direction on Regional Transportation Investment Measure Framework and Package Development”
- Regional Investment Strategy Proposed Corridors
- Corridor Map Key
- January 29, 2019 letter from Board to Metro Council
- Draft letter from BCC to task force

SUBMITTED BY:

Division Director/Head Approval _____

Department Director/Head Approval _____

County Administrator Approval _____

For information on this issue or copies of attachments, please contact Mike Bezner @ 503-742-4651

Memo



Metro

600 NE Grand Ave.
Portland, OR 97232-2736

Metro Council Direction on Regional Transportation Investment Measure Framework and Package Development

Reflects direction at Council work sessions on Jan. 24 and 31, 2019

Council Direction on Structure

The Metro Council envisions a three-part structure for the regional investment measure, with two components focusing on a system of key transportation corridors, and one component focusing on regionwide investments.

- Corridor Definition
 - Corridors are major multimodal travel routes that connect and serve neighborhood, town and regional centers, employment lands, and industrial centers, within the metropolitan boundary
- Three Components
 - Corridors
 - First-Phase Project Lists: Specific projects ready to be built that will help a corridor meet regional safety, mobility, and accessibility goals.
 - Second-Phase Community Directed Investments: Projects needed to address long-term corridor challenges, but not ready to be built within a 5-year timeline. These investments will have to meet specific criteria and address an identified need on the corridor.
 - Regionwide Investments
 - Regionwide programs to provide stabilized, long-term funding to support regional goals, possibly including:
 - Regionwide intelligent transportation and smart city investments
 - Regionwide Safe Routes to Schools and Safe Routes to Transit funding
 - Regionwide off-street trails funding
 - Regionwide fare reduction programs in addition to those already funded
 - Regionwide efforts to electrify transit vehicles

Council Direction: Priorities

- A growing economy and a growing population mean increased traffic congestion, making it harder for people and goods to move around our region. The regional investment measure should prioritize investments that help manage congestion.
- Our imperative to reduce greenhouse gas emissions and prepare for a climate-change future is increasing. The regional investment measure should make it easier, faster, more reliable, and more affordable for everyone to get around by transit.
- Regionally-raised revenue will be invested in regional corridors, including State Highways that serve as arterials, and city and county arterial streets. Regional investment can help these corridors better serve their communities and regional

transportation goals. Safety and mobility improvements for all users in these corridors is a key requirement for regional investment.

- **Interstate System:** These corridors move people and goods through the state. The Metro Council expects the state to continue its responsibility for investment in this statewide system. If necessary, regional investment will be considered on components of the interstate system within our region in order to advance strategic regional priorities by supporting planning and design and off-system improvements that help better connect the interstate system with the regional system.
- **State Highways:** Key projects that help limited-access state highways and expressways better integrate with the regional system may be considered for the regional investment measure.
- The regional investment measure will leverage regional and local investments in affordable housing, open space, wildlife habitat, and air and water quality.
- The transportation measure will invest in increasing transit access and improving safety, with priority for parts of the region that have historically been underserved. Engagement processes from the affordable housing measure and the Regional Transportation Plan have emphasized that the most important investments for improving outcomes for people of color are improving safety, increasing transit access, and stabilizing the community to minimize the risk of gentrification in places where people of color live, work, and play.
- The regional investment measure will help the region continue using emerging technologies to support transit and better manage and optimize the system.

Council Direction: Process

- The process of creating and implementing the regional investment measure will build a broad coalition and bring together diverse stakeholders.
- The process will align with Metro Council's Strategy to Advance Racial Equity and ensure that people of color, who have been negatively impacted by past transportation investments, are well represented in the decision-making process.
- The process will be transparent with materials and decision-making readily available to the public.

Council Direction: Design and Risk Management

- Funds from the regional investment measure will be committed at the time of the measure's referral and will not be used to support project cost overruns.
- Projects must increase safety, mobility, and accessibility for people of all ages and abilities.
- Any regional investment, regardless of facility ownership, will require that the projects meet regional design guidelines and regional needs, particularly around safety, accessibility, and transit mobility. Jurisdictional transfer from the state may be necessary in some situations.
- Projects shall be designed using Performance Based Practical Design principles and will adhere to regional design guidelines. These design guidelines will also serve as the basis for all cost estimates.

- The Metro Council will factor a project's delivery risk assessment into its decision about including projects in the regional investment measure. The Metro Council expects projects to be delivered on time, on budget and consistent with the scope of the project as described to voters.
- Given the volatility of the federal government, any potential New Starts projects, except for the SW Corridor, will assume no more than a 30% federal match for planning purposes.

Council Direction: Outcomes

- The Metro Council will ensure that the regional investment measure it refers to the ballot will meet the following outcomes:
 - Improves Safety
 - Significant progress toward zero deaths in all modes of transportation
 - Makes It Easier to Get Around
 - Decrease in average commute times between major employment and residential centers
 - Increase in freight throughput
 - Increase in parts of the region served by transit
 - Improvements in roadway and transit reliability
 - Helps People Get Where They Need to Go
 - Increase in access to living wage jobs, schools, social services, open spaces
 - Overall increase in accessibility in areas with a high proportion of low-income people and people of color
 - Supports Resiliency
 - Package overall should invest in key resiliency needs in the region
 - Protects Clean Air
 - Overall decrease in vehicle miles traveled
 - Overall decrease in greenhouse gas emissions that meets the regional Climate Smart Strategy targets to the extent achievable by the scale of the overall investment
 - Overall increase in transit reliability and speed
 - Overall reduction in diesel particulate matter in the air
 - Supports Economic Growth
 - Number of jobs created
 - Number of jobs created for people of color



Regional Investment Strategy Proposed Corridors

RIS Corridors

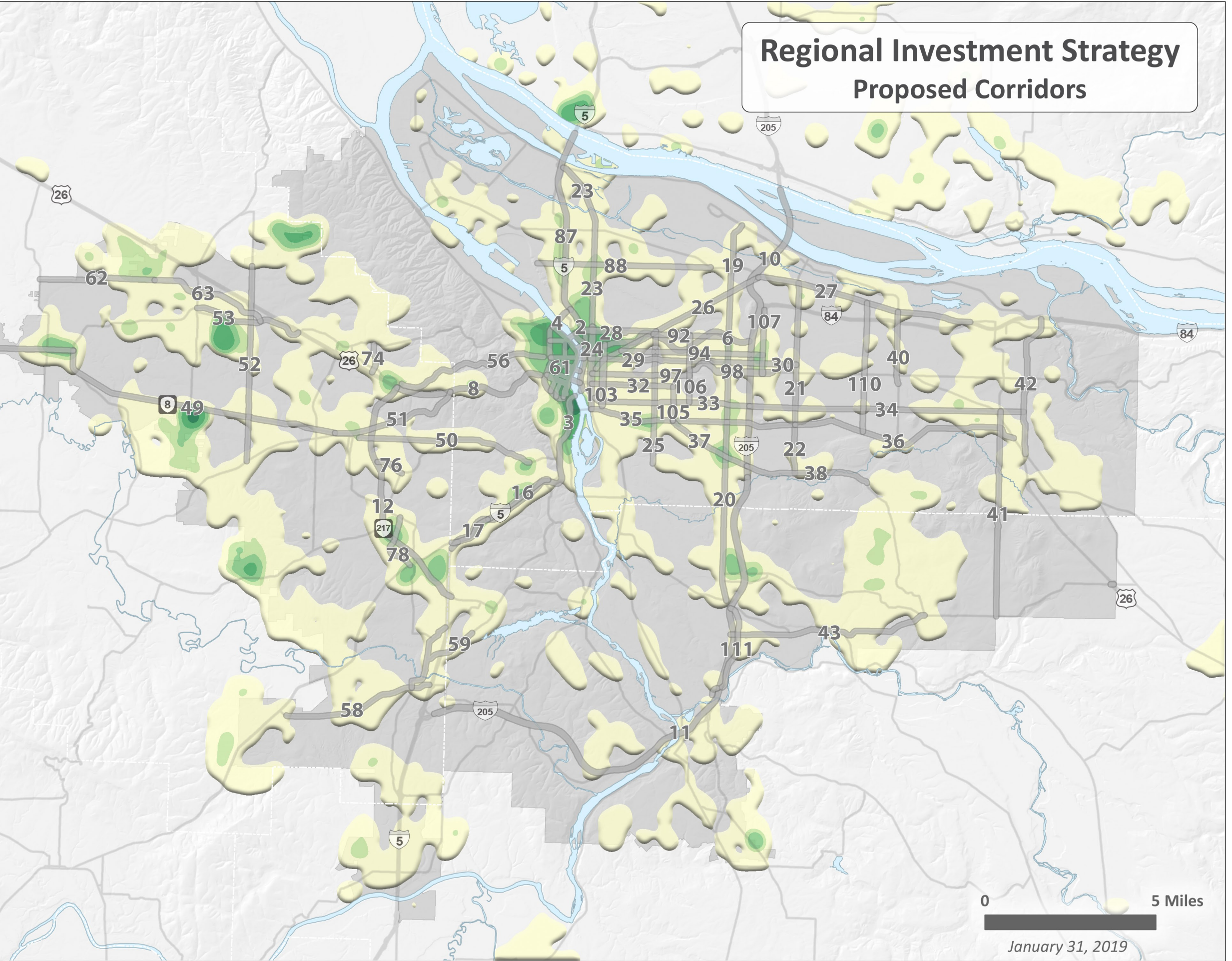
— Top 60 Corridors

**Expected Growth
2015 - 2040**
Population and Employment

Less growth ↑
↓ More growth

Metro Jurisdictional Boundary

↑



January 31, 2019

60 Corridor Map Key

ID Corridor Name

- 2 I5 downtown
- 3 I5 Marquam Br to Tigard Triangle
- 4 I-405
- 5 I5 south of Tigard Triangle
- 6 I84 west of I-205
- 7 I84 east of I-205
- 8 US-26 east of OR-217
- 9 US-26 west of OR-217
- 10 I-205 Multnomah Co
- 11 I-205 Clackamas Co
- 12 OR-217
- 13 McLoughlin
- 15 Barbur (Woods)
- 16 Barbur (Terwilliger to Crossroads)
- 17 Barbur (Crossroads to Tigard line)
- 18 Pacific Hwy
- 19 82nd north of Powell
- 20 82nd south of Powell
- 21 122nd north of Powell
- 22 122 south of Powell
- 23 MLK north of Broadway
- 24 MLK/Grand south of Broadway
- 25 Cesar Chavez
- 26 Sandy west of Killingsworth
- 27 Sandy east of Killingsworth
- 28 Broadway/Weidler, Willamette to Chavez
- 29 Burnside west of Thorburn
- 30 Burnside Thorburn to 122nd
- 31 Burnside east of 122nd
- 32 Hawthorne
- 33 Division west of I-205
- 34 Division I205 to 190th
- 35 Powell west of 122nd
- 36 Powell 122ndnd to Burnside
- 37 Foster (Powell to I205)
- 38 Foster (I205 to 172nd)
- 39 Foster (172nd to Hwy 212)
- 40 NE/SE 181st
- 41 NE/SE 242nd/Hogan
- 42 NE Kane/247th
- 43 Hwy 212 (I205 to Foster)
- 44 Hwy 212 (Foster to US26)
- 45 82nd Dr/Hwy 224 (McLoughlin to I205)
- 46 Hwy 224 (I205 to Hwy 212)
- 47 Hwy 43/Macadam north of Sellwood Br
- 48 Madadam/Riverside Sellwood Br to LO
- 49 Tualatin Valley Hwy
- 50 Beaverton Hillsdale Hwy
- 51 Canyon Road
- 52 185th (Wash Co)
- 53 Cornell west of Saltzman
- 54 Cornell east of Saltzman / Lovejoy
- 55 Cornelius Pass south of US-26
- 56 Burnside/Barnes (w of Portland)
- 57 Pacific Ave/ Baseline St

ID Corridor Name

- 58 Tualatin-Sherwood Rd
- 59 72nd/Boones Ferry
- 60 US 30
- 61 Downtown Portland
- 62 Evergreen Parkway west of Brookwood
- 63 Evergreen Parkway east of Brookwood
- 64 Main west of Brookwood (Hillsboro)
- 65 Main/Baseline Brookwood to 170th
- 66 Jenkins
- 67 25th/28th Hillsboro
- 68 Brookwood/Helvetia
- 69 West Union
- 70 158th/Behany
- 71 Walker w of 158th
- 72 Walker 158th to Cedar Hills
- 73 170th Washington County
- 74 Cedar Hills north of US 26
- 75 Cedar Hills Walker to Canyon
- 76 Allen (OR 217 to Scholls Fy)
- 77 Scholls Ferry (BH to US 26)
- 78 Greenburg Road
- 79 Beef Bend Rd
- 80, 72nd Ave
- 81 Terwilliger
- 82 Bertha/Capitol
- 83 Multnomah Blvd
- 84 Taylors Ferry
- 85 Columbia Blvd
- 86 Rosa Parks west of I-5
- 87 I5 north of downtown
- 88 Killingsworth
- 89 33rd Broadway to Killingsworth
- 90 42nd north of Fremont
- 91 Greeley Ave
- 92 NE Halsey west of 82nd
- 93 NE Halsey east of 82nd
- 94 NE Glisan west of 102nd
- 95 NE Glisan east of 102nd
- 96 SE Morrison
- 97 SE Belmont
- 98 SE Stark/Washington couplet
- 99 SE Holgate
- 100 SE Johnson Creek Blvd
- 101 SE Jennings
- 102 SE Harmony
- 103 SE 11th/12th
- 104 SE Milwaukie Ave
- 105 SE 50th Hawthorne to Powell
- 106 NE/SE 60th
- 107 NE/SE 102nd
- 108 SE 52nd
- 109 SE 92nd (Powell to Flavel)
- 110 NE 162nd
- 111 SE 82nd Dr Clackamas



BOARD OF COUNTY COMMISSIONERS

PUBLIC SERVICES BUILDING

2051 KAEN ROAD | OREGON CITY, OR 97045

January 29, 2019

Metro Council
600 NE Grand Ave.
Portland, OR 97232

Dear Metro Councilors:

We appreciate Metro's efforts to address the transportation challenges that are facing the residents of our region with a 2020 Regional Transportation Investment Measure (T2020).

The top priority transportation corridor for the Clackamas County Board of Commissioners is the **Sunrise Corridor: Phase 2**. We have projects along the Sunrise Corridor that are designed to significantly improve safety, mobility, accessibility, Green House Gas (GHG) reduction and workforce development. This corridor provides the anchor to accessing employment and housing lands in one of the region's fastest growing areas.

Over the past few years, the region's leaders have had conversations and have visited with other regions (e.g. Seattle, Los Angeles) who have successfully passed regional transportation measures. We believe that the key lesson learned is that the best approach requires an all-inclusive process. Currently, things are moving very fast and decisions are being made without giving JPACT, MPAC, and regional partners time to be included, especially during these early stages. Folding in local knowledge of the issues facing our communities will contribute to the success of any future funding measures.

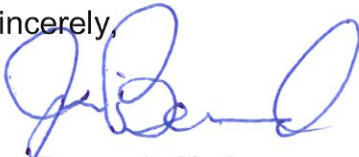
We understand that the Metro Council will be meeting over the next two weeks to solidify the Regional Transportation Investment Measure Framework, the map of Initial Proposed Corridors, and the makeup of the Advisory Committee. Since these items are being prepared quickly with no formal input process from the region, we request that any action that the Metro Council takes on the framework and the proposed corridors be preliminary based on further input received from your regional partners. In addition, we request that the proposed makeup of the Advisory Committee be shared with regional partners now so that meaningful feedback can be given before the Metro Council makes decisions that formalize the committee.

With that in mind, we do know from previous efforts that there are several corridors in Clackamas County where solutions to critical transportation needs have been identified. These corridors include:

- **Sunrise Corridor: Phase 2**
- **The Clackamas to Columbia Corridor (C2C)** - 172nd Ave-190th Ave-182nd Ave
- **Hwy 213** - from Beaver Creek Road to I-205
- **Hwy 43** - from Lake Oswego to Oregon City Arch Bridge
- **Hwy 99E** - from Milwaukie to Oregon City
- **Greater Hwy 224** corridor through Milwaukie
- **Boones Ferry Road** through Lake Oswego
- Pedestrian and Bikeway connection between Oak Grove and Lake Oswego

We urge you to provide a formal process for your jurisdictional partners to discuss the Framework, the Proposed Corridors, and the Advisory Committee makeup. This would include discussions at JPACT and MPAC, and with our cities, most of whom have not had even informal involvement in this process. These decisions that are being made that will set the course over the next year and a half.

Sincerely,



Jim Bernard, Chair

On behalf of the Clackamas County Board of Commissioners

Dear Regional Transportation Funding Task Force Members-

As you know, housing stability, employment, vibrant communities and reliable transportation do not just happen by themselves, but these are important elements of a strong region that are all connected to each other -

- Investments in key transportation corridors supports long-term housing affordability and stability for the residents of the region.
- Reliable transportation is a key for improving access to jobs.
- Vibrant communities are those in which affordable housing and strong transit, bicycle and pedestrian systems result in a strong community life.

In Clackamas County today, it is very hard to achieve the key goals shared by communities throughout the region. Clackamas County is becoming less affordable every year due to the high cost of housing and transportation. In Clackamas County, where the average rent for a two bedroom apartment is \$1,400 per month, a family would need to earn in excess of \$50,000 per year to qualify to rent an apartment. Based upon real income earned by residents, a nurse, paramedic or office assistant could not afford that rent.

People from throughout the region are being forced to look farther and farther out into the suburban communities in Clackamas County to find housing they can afford, making people even more dependent on these primary transportation corridors to get to and from work in a safe, reliable and convenient way.

Clackamas County is unique in that over 67% percent of the people living in Clackamas County travel into Washington County or Multnomah County to get to their jobs each day. Residents rely upon the regional transportation corridors to get them to and from their jobs. These corridors may not have frequent transit service, or any transit service at all, leaving few options for people when they are deciding how they will get to work.

We are committed to improving transportation access to the equity areas within Clackamas County. These communities are located in Oregon City, Happy Valley and throughout the unincorporated areas from Milwaukie to Gladstone. We are also committed to working tirelessly to support access to the newly urbanizing areas within the county to make sure that people of all races, incomes and abilities can live in these areas, and have transportation facilities that allow them to travel to and from their jobs.

Below are the corridors most critical to improving access to affordable housing and jobs in Clackamas County:

- **Hwy 212 (already on the 60 corridor map)**
- **I-205 (already on the 60 corridor map)**
- **82nd Ave (already on the 60 corridor map)**

- **Clackamas to Columbia Corridor (C2C)** - 172nd Ave-190th Ave-182nd Ave
- **Hwy 213** - from Beaver Creek Road to I-205
- **Hwy 43** - through Lake Oswego, West Linn to the Oregon City Arch Bridge
- **Hwy 99E** - from Milwaukie through Oregon City to the Willamette Falls Legacy project
- **Hwy 224** corridor through Milwaukie to the Clackamas regional Center
- **Greater I-5** corridor through Wilsonville
- **Oak Grove to Lake Oswego** pedestrian and bikeway connection

We urge you to include these corridors in the Regional Investment Strategy.

Sincerely,

Jim Bernard, Chair

On behalf of the Clackamas County Board of Commissioners

Corridors for Consideration by the Metro Transportation Task Force

T2020 Status	Name of corridor or main road	Proposed by:	Identified Needs					Priorities				Why should this corridor be considered for T2020?
			Arrive on time (congestion)	Gap filled by the corridor	Identified high crash corridor	Equity / Access to Jobs	Take pride in community	Maximize regional benefits	Important Community Need	Readiness for investment	Get ahead of growth	
On map	I-205	Clackamas Co	Already under consideration by Task Force, additional information not necessary at this time.									
On map	OR212 (Sunrise)	Clackamas Co, Happy Valley										
On map	OR213/82 nd Ave/82 nd Dr											
Add	C2C Corridor (172 nd Ave – 190 th Dr)	Happy Valley, Clackamas Co	X	X		X		X	X	X	X	The Clackamas to Columbia Corridor (C2C) is critically important to improve north-south mobility on the east side of the region, to support growth areas in Happy Valley and Gresham and to connect equity communities to employment areas.
Add	OR224 (OR99E to I-205)	Milwaukie	X	X	X	X	X	X	X	X		
Add	OR43	West Linn, Lake Oswego	X		X	X	X	X	X	X	X	The OR43 and associated area of Willamette Falls Drive is critically important to improve mobility from the Willamette Falls and growth areas of Oregon City and beyond to Portland connecting communities to employment areas on both sides of the project as well as creating a vital bicycle and pedestrian connection through the region. This project will blend seamlessly with planned improvements for I-205 and is already moving forward with preliminary design so it is ready for investment.
Add	South Metro I-5 / WES (OR217 - Wilsonville)	Wilsonville	X	X	X	X	X	X	X	X	X	The South Metro I-5 Corridor is vitally important to the South Metro region supporting job growth in the SW Tualatin and Sherwood employment areas and planned Coffee Creek, Basalt Creek Industrial Areas, housing needs in south Tualatin, Villebois and Frog Pond, support of Advance, Elligsen, and Tonquin urban reserve areas, connections between WES/SMART Central, Wilsonville’s Town Center, and key transit destinations within the Metro region for underrepresented communities, and an opportunity to improve safety while providing placemaking and regional attractions in support of tourism, recreation, and active living.
Add	OR99E	Milwaukie, Clackamas Co, Oregon City	X	X	X	X	X	X	X	X	X	<u>Milwaukie - Clackamas County</u> - The OR99E corridor in Oak Grove, Jennings Lodge and Gladstone provides a very important frequent transit link. The Enhanced Transit Corridor being conducted by TriMet will identify low cost improvements that will allow transit to move faster. Clackamas County and ODOT are jointly working on projects identified by the local communities to improve bicycle and pedestrian access to the transit corridor and safety at critical crossing point. <u>Oregon City</u> - The 99E will provide multi-modal improvements in the Oregon City Regional Center, support the growth of Downtown Oregon City, and connects users to the Willamette Falls Legacy Project (WFLP) and Riverwalk, as well as the Cove Development. Intersections in this corridor are consistently on the ODOT SPIS list and the corridor would include safety improvements necessary to facilitate the community development and re-use of WFLP site. This corridor would include capacity improvements on a regional facility as well as multi-modal improvements identified in the McLoughlin Boulevard Enhancement Plan that provide safe, accessible routes to the WFLP and the Riverwalk.
Add	Oak Grove – Lake Oswego Pedestrian & Bicycle Bridge	Clackamas Co, Lake Oswego	X	X	X	X	X	X	X			This project will create a vital bicycle and pedestrian connection that will facilitate east-west active transportation by providing a vital missing connection, increase safety, provide a vital access to jobs for historically marginalized communities, and become an important landmark and regional attraction. The bridge will allow those in Oak Grove and Lake Oswego who currently make a 10 mile vehicle trip across Sellwood Bridge to replace that trip with a walk or bike trip of less than a mile. As a result this project will reduce congestion on OR99E, Sellwood Bridge and Macadam and decrease generation of air pollutants and greenhouse gases.
Add	OR213	Oregon City	X		X			X	X	X	X	The Hwy 213 corridor supports both the Beavercreek Road Concept Plan Area, expected to see some of the highest growth rates in Clackamas County and includes industrial living wage jobs, as well as the Oregon City Regional Center which is also expected to see growth. Corridor improvements would include much needed capacity improvements, portions of which are already at 90% plans and other components which have been recently identified. Intersections in this corridor are consistently on the ODOT SPIS list.
Remove	242 nd Ave	Clackamas Co	Should be removed, not a priority for Clackamas County.									