

CLACKAMAS COUNTY BOARD OF COUNTY COMMISSIONERS

Planning Session Worksheet

Presentation Date: October 4, 2017 **Approx Start Time:** 9:30 PM

Approx Length: 2 hours

Presentation Title: I-205, Value Pricing and Regional Funding Measure

Department: Department of Transportation and Development (DTD) – Long Range Planning Program

Presenters: Karen Buehrig, Transportation Planning Supervisor; Chris Lyons, Government Affairs Manager, Mike Bezner, Assistant Director of Transportation

Other Invitees: Gary Schmidt, Director of Public and Government Affairs; Steve Williams, Principal Transportation Planner;

WHAT ACTION ARE YOU REQUESTING FROM THE BOARD?

None at this time. The purpose of this Planning Session is to provide information and an opportunity to discuss the I-205 Stafford Road – OR 99E project, the Value Pricing work directed by HB 2017 and the Regional Funding Measure conversation currently underway.

EXECUTIVE SUMMARY:

Attached is a presentation that will guide the discussion about the I-205 Stafford Road – OR 99E project, the Value Pricing work directed by HB 2017 and the Regional Funding Measure. In addition, the following materials are attached for background materials:

- ODOT Fact Sheet on I-205: Stafford Road to OR-99E Widening Project
- August 6th, 2017 memo from Matthew Garrett to the Oregon Transportation Commission outlining the Value Pricing and describing the Value Pricing Policy Advisory Committee
- Memo to Clackamas County Coordinating Committee on Regional Funding Measure for the October 5th C4 meeting

FINANCIAL IMPLICATIONS (current year and ongoing):

None

STRATEGIC PLAN ALIGNMENT

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

Provides Plan development coordination to County decision makers so they can plan and invest based on a coordinated set of goals and policies that guide future development.

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

Build strong Infrastructure

LEGAL/POLICY REQUIREMENTS:

None

PUBLIC/GOVERNMENTAL PARTICIPATION:

Staff is coordinating with ODOT, Trimet and other jurisdictions in Clackamas County through the Clackamas Transportation Advisory Committee (CTAC) on these projects.

OPTIONS:

These items are information and for discussion

RECOMMENDATION:

No recommendation

SUBMITTED BY:

Division Director/Head Approval _____

Department Director/Head Approval _____

County Administrator Approval _____

For information on this issue or copies of attachments, please contact Karen Buehrig @ 503-742-4683
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I-205, Value Pricing and Regional Funding Measure

Board of Commissioners
Planning Session



October 4, 2017

Purpose of Planning Session

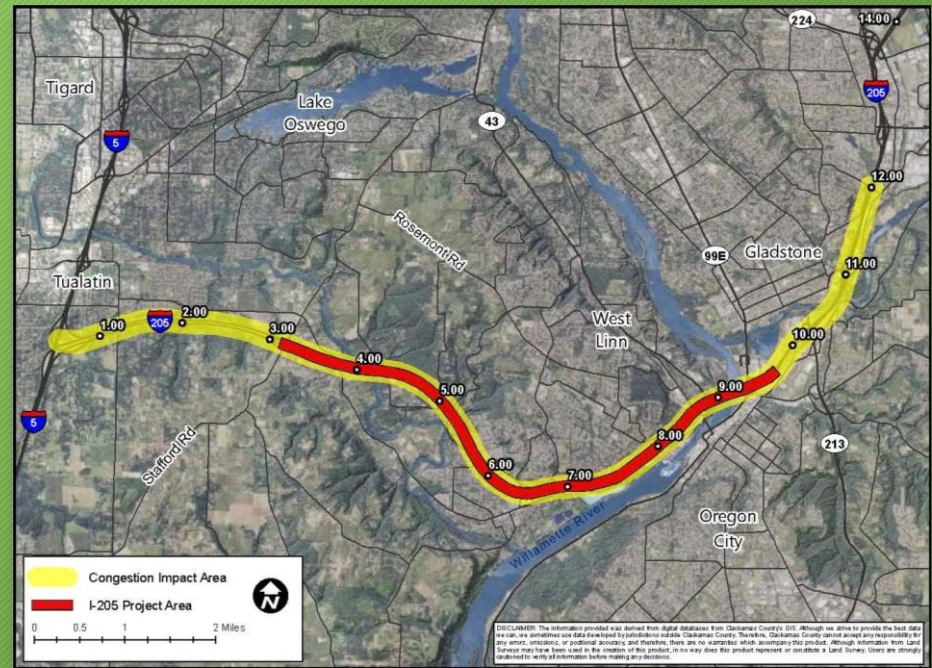
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1. **I-205: Stafford to 99E** - Develop broader understanding of next steps
2. **Value Pricing** - Provide update on value pricing work that will be underway at ODOT
3. **Regional Funding Measure** - Obtain feedback on projects to be considered

I-205: Stafford to 99E

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HB 2017:
Directs the Oregon
Transportation Commission
(OTC) to report to the
State Joint Committee and
appropriate fiscal and
policy committees by
Transportation by Feb. 1,
2018 on the estimated cost
to complete the I-205
Abernethy Bridge project
and the I-205 widening



Next Steps

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1. In September 2017, JPACT approved an MTIP amendment that allocates \$10 million for preliminary engineering, for a total of \$12.5 million dedicated to the project
2. ODOT is developing a \$50 M INFRA grant to be submitted to FHWA in November 2017 for the Abernethy Bridge portion of project
3. Report to Legislature in February 2018

Value Pricing

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“Value Pricing, also known as congestion pricing or peak-period pricing, is a type of tolling in which a higher price is set for driving on a road or a portion of a road when demand is greater, usually in the morning and evening rush hours.”

From Aug 6 memo to OTC

HB 2017 requires the OTC to:

1. Develop a proposal for Value Pricing on I-205 and I-5, and
2. The OTC must seek approval from the Federal Highway Administration (FHWA) to implement value pricing no later than Dec. 31, 2018

Value Pricing - Next Steps

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- In August 2017, OTC directed establishment of a Value Pricing Advisory Committee
- Purpose:
 - Evaluate options to implement value pricing
 - Consider public input for options
 - Determine effects and potential mitigation strategies
 - Provide input and recommendations on value pricing before application to FHWA

Regional Funding Measure

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- Focuses on need for funding major capital transportation investments in the region to address safety and congestion
- TriMet is leading the conversation
- Potential investments include:
 - Southwest Corridor Light Rail
 - Regional arterials
 - I-205 Abernethy Bridge

Relationship of Regional Funding Measure to Other Funding

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Funding Type

HB 2017 Funding: Addresses Rose Quarter and Hwy 217 Bottleneck projects; improvements to Powell Blvd; increases state and local funds for maintenance and capital improvements

Regional Funding Measure: Proposes funding projects of all modes (transit, active transportation, roadway improvements) that address congestion and safety

MTIP / STIP Enhance: Primarily funds Active Transportation and Freight Improvements for projects costing \$3-6 million

Involvement in Regional Funding Measure

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Three main groups:

- Community Task Force (appointed by TriMet)
- JPACT Subcommittee
- Counties and City of Portland - Proposing projects considered for inclusion in regional funding measure

Project Selection Criteria for Regional Funding Measure

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- Address congestion or safety issue on a regional corridor
- Can be completed within seven years of passage of measure
- Strong local and regional community support
- Support of County Coordinating Committee (C4)

Items for consideration:

- **I-205 Abernethy Bridge** - include as an important project for the entire region
- **Sunrise Phase 2** - amount to be included
- **Local Projects** - to be discussed at C4 meeting Oct. 5

Questions?




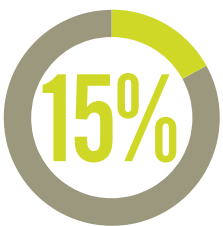
I-205: STAFFORD ROAD TO OR-99E WIDENING PROJECT

Supplying safety and reliability to a regional economic engine



629 
CRASHES IN THIS CORRIDOR 2010-2014

5 1/2 
HOURS CONGESTION PER DAY

15% 
ABERNETHY BRIDGE TRAFFIC GOING ONLY ONE EXIT

PROBLEM

- The 4-lane section of Interstate 205 between the Abernethy Bridge and the Stafford Road interchange creates a bottleneck that causes congestion and crashes, creates delays for workers and freight.
- Closely spaced interchanges on either end of the Abernethy Bridge contribute to the safety, mobility and reliability issues.
- The Abernethy Bridge is seismically vulnerable in the event of a catastrophic earthquake.

SOLUTION

- Add a third lane on I-205 in each direction between Abernethy Bridge and Stafford Road to improve traffic operations and reduce vehicle crashes.
- Provides a consistent 6-lane freeway from the Columbia River to I-5.
- Widening the Abernethy Bridge will allow ODOT to ensure the bridge remains functional after a catastrophic earthquake.



PROJECT BACKGROUND

I-205 provides access to industrial lands throughout the Portland metropolitan and East County areas. Over 100,000 vehicles, including 8,900 freight vehicles use this narrow section of freeway daily. The Abernethy Bridge is one of the worst bottlenecks in the regional transportation network today and is at capacity for over 2 hours in the morning and 4 hours in the evening. Further “peak-spreading” will reduce the hours that freight can move on the system without major congestion delays.

Fifteen percent of trips across the Abernethy Bridge travel only between OR 43 and OR 99E. This is a significant safety problem causing unreliable traffic conditions. There were 629 crashes between 2010 and 2014, 71% of which were rear-end crashes. These crashes cost \$5.5 million per year in injuries, property damage, delay and fuel consumed. This segment causes over 22,000 hours of loss per year due to delays. Of that, nearly 2,000 hours are freight impacts.

The seismically vulnerable bridge is a weak link on I-205, which is part of the Oregon Department of Transportation (ODOT)-designated lifeline network to support recovery efforts following a major seismic event.

IMPLEMENTATION STRATEGY

Safety and reliability in this corridor make it necessary to overcome the physical obstacles of widening I-5 between Oregon City and Wilsonville. Preliminary cost estimates are based on two phases: Abernethy Bridge and I-205 freeway widening (Oregon City to Stafford Rd).



KEY ELEMENTS

ODOT will also add Active Traffic Management (ATM) to further reduce rear-end crashes, possibly by 30 percent. ATM will include advisory signs north and south of the project area.

SPECIAL FEATURES

There is a ten percent chance of a large earthquake in Oregon within the next 50 years. A key goal of the I-205/Abernethy Bridge project will ensure the Abernethy Bridge is usable following a seismic event. I-205 will likely be the only route between Oregon and Washington as the I-5 bridge will collapse. This project will also widen and seismic retrofit the other structures between Abernethy Bridge and Stafford Road.

PROJECT COST ESTIMATE

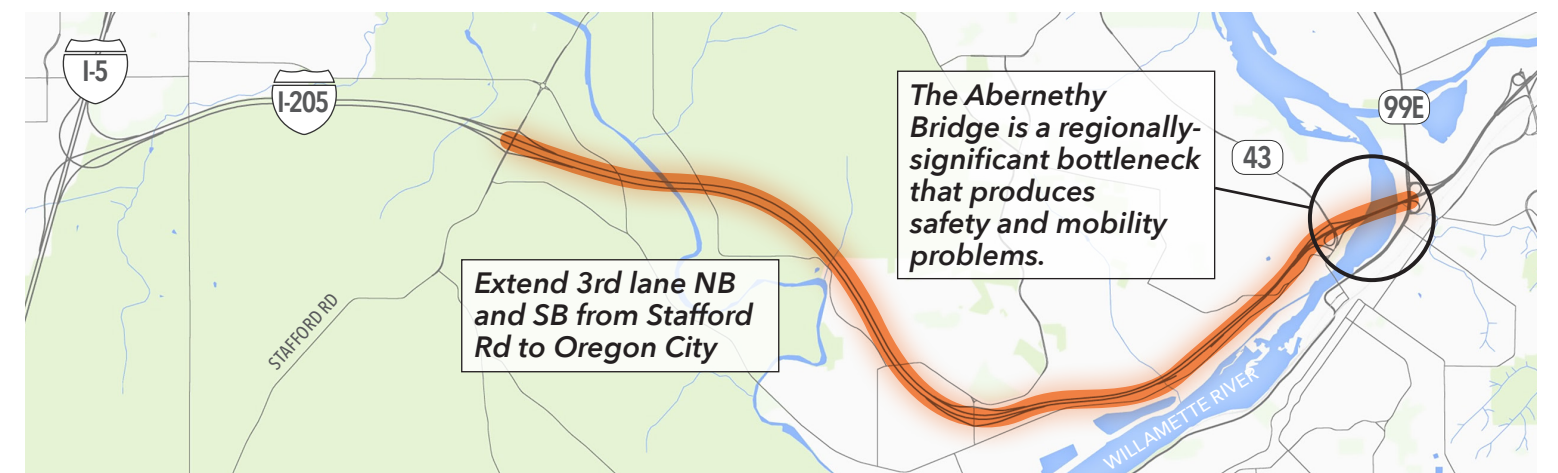
\$452 MILLION OVERALL:

- **ABERNETHY BRIDGE: \$202M**
- **REST OF CORRIDOR: \$250M**

PROJECT READINESS

PROBLEM ID  SHOVEL READY

VALUES & GOALS





Oregon

Kate Brown, Governor

Oregon Transportation Commission

Office of the Director, MS 11

355 Capitol St NE

Salem, OR 97301-3871

DATE: August 6, 2017
TO: Oregon Transportation Commission

[Original signature on file]

FROM: Matthew L. Garrett
Director

SUBJECT: **Agenda B** – Value Pricing Implementation under House Bill 2017 (Transportation Funding)

Requested Action:

Consider a proposal to create a Value Pricing Policy Advisory Committee to inform the Oregon Transportation Commission about pricing options, public input, and impacts to road users, the transportation system, and the community, economy and environment.

Background:

In order to manage congestion, Section 120 of [House Bill 2017](#) requires the Oregon Transportation Commission (OTC) to develop a proposal for value pricing on Interstate 5 and Interstate 205 from the Columbia River to the junction of the two freeways. The Commission must seek approval from the Federal Highway Administration (FHWA) to implement value pricing no later than December 31, 2018. If the FHWA approves, the Commission is required to implement value pricing.

Value pricing, also known as congestion pricing or peak-period pricing, is a type of tolling in which a higher price is set for driving on a road or portion of a road when demand is greater, usually in the morning and evening rush hours. The goal is to reduce congestion by encouraging people to travel at less congested times and to provide a more reliable travel time for paying users. Value pricing can include: converting a carpool lane (also known as a high occupancy vehicle or HOV lane) to a high occupancy toll (HOT) lane so non-carpoolers can choose to pay to use the lane to save time; putting a variable toll on a new highway lane; using tolls on bridges that vary by time of day; and other applications.

Policy Advisory Committee Formation

In order to develop a proposal to FHWA, the Oregon Department of Transportation (ODOT) will undertake a feasibility analysis to determine where value pricing may be successfully applied on these corridors and what the impacts of each option will be. Throughout this process, ODOT will work with local government officials and stakeholders and seek public input so that the voices of those who may be affected can be heard.

In order to facilitate stakeholder engagement, ODOT requests that the Commission create a Value Pricing Policy Advisory Committee to evaluate options, consider public input, and provide input to the Commission on how each option will impact road users, the transportation system, and the community, economy and environment. The Commission will remain the ultimate decision-making authority.

A draft purpose, membership categories, and charge from the Commission to the proposed Value Pricing Policy Advisory Committee, is included in the attachment for the Commission's consideration.

Attachments:

- Attachment 1 – Value Pricing Policy Advisory Committee

Copies (w/attachments) to:

Jerri Bohard	Travis Brouwer	Tom Fuller	Bob Gebhardt
Lynn Averbeck	Philip Kase		

Value Pricing Policy Advisory Committee

Purpose

The Value Pricing Policy Advisory Committee shall advise the Oregon Transportation Commission in implementing Section 120 of HB 2017 by:

- evaluating options to implement value pricing to reduce congestion on I-5 and I-205 in the Portland area based on factors provided below by the Commission;
- considering public input for the various options;
- determining effects and potential mitigation strategies for options; and
- providing input and recommendations on value pricing to the Commission prior to applying to the Federal Highway Administration.

Membership

The PAC shall consist of no more than 20 voting members appointed by the ODOT Director who represent:

- Oregon Transportation Commission
- Oregon Department of Transportation
- City, county, and metropolitan planning organization officials from Oregon and Washington
- Highway users
- Advocates for equity and environmental justice
- Public transportation
- Environmental advocacy groups
- Port of Portland
- Business community

The PAC will also include ex officio members.

Charge from the Commission

As laid out in Section 120 of HB 2017, value pricing is designed to relieve congestion on I-5 and I-205 in the Portland metropolitan region. The Commission intends to evaluate value pricing options that will address congestion through one or more of the following means.

- **Managing congestion:** Value pricing used to manage demand and encourage more efficient use of the transportation system by shifting trips to less congested times or designated lanes through pricing and/or maximizing the use of other modes to improve freeway reliability.
- **Financing bottleneck relief projects:** Value pricing used as a means to finance the construction of infrastructure, such as new freeway lanes, that will address identified bottlenecks that improve the efficient movement of goods and people.

Attachment 1

When evaluating value pricing options, the PAC shall at a minimum consider the following factors:

- **Revenue and cost:** To what extent the option will raise sufficient revenue to cover the cost of implementing value pricing as well as the ongoing operational expenses, including the costs of maintenance and repairs of the facility.
- **Traffic operations improvements:** To what extent the option will improve the traffic operations of the priced facility, including but not limited to increasing reliability and mitigating congestion.
- **Diversion of traffic:** To what extent the option will cause diversion to other routes and modes that will impact the performance and operations of other transportation facilities, including both roads and transit service.
- **Adequacy of transit service:** To what extent public transportation service is available to serve as an alternative, non-tolled mode of travel.
- **Equity impacts:** Whether the option will disproportionately impact environmental justice households or communities and to what extent mitigation strategies could reduce the impact.
- **Impacts on the community, economy, and environment:** Whether and how the option will impact the surrounding community, economy, and/or environment and the economy of the state in general.
- **Public input:** To what extent the public supports a particular pricing option as a way to address congestion.
- **Consistency with state law and policy:** Whether the option will comply with existing Oregon Transportation Commission policies, state laws, and planning regulations.
- **Feasibility under federal law:** Whether the option is allowable under federal tolling laws or will require a waiver under the Value Pricing Pilot Program or some other authority.
- **Project delivery schedules:** Whether a value pricing option has the potential to alter the expected delivery schedule for a project on the corridor.

The PAC may also consider other factors.

MEMORANDUM

To: Clackamas County Coordinating Committee (C4)
From: Karen Buehrig, Transportation Planning Supervisor
Date: September 28, 2017

Subject: Regional Bond Measure Proposal

At the C4 Retreat in August, Trimet staff provided an overview of the Regional Bond measure that is proposed to fund a suite of multi-modal transportation improvements throughout the Trimet district in the Portland metropolitan region. This measure, which could potentially be brought forward in November 2018, would fund a portion of the local match for the SW Corridor Light Rail project as well as other transportation projects that relieve congestion and improve safety.

Since August, Trimet outlined additional details and has asked that each of the sub-regional coordinating committees move forward projects that should be considered for inclusion in the regional bond measure. The proposal under discussion would generate \$1.7 billion from a combination of a \$13 vehicle registration fee and a property tax assessment that would increase tax on the average household by \$150/year. Of the \$1.7 billion, \$750 million would be used for the SW Corridor and \$950 million would be available for other projects. Funding would be limited to areas within the TriMet service district.

Using a formula based on population, employment and registered vehicles, TriMet has set a target allocation for each county and the City of Portland. Clackamas County's target allocation is \$181 Million.

Criteria for identifying projects for inclusion in the bond measure are:

- Address congestion relief and safety
- Resonates with voters
- Can be delivered within 7 years of passage of the bond measure
- Project lead must sign an IGA that says the lead agrees to cover cost overruns prior to the project going on the ballot
- Up-to 5% of the allocation could be designated for projects for preliminary engineering or right-of-way.

For the projects being proposed within Clackamas County, county staff has worked with the jurisdictions within the Trimet district to identify their priority projects that meet the above criteria. In addition, we are working with ODOT to obtain their input into the feasibility of the projects since many of them are ODOT facilities.

Attached is the list of projects in Clackamas County to be discussed for inclusion in the Regional Bond.

Questions for consideration:

- A) Should the funding for I-205 be "taken off the top" of the region's \$950 million? If chosen, staff recommends that C4 submit a letter to TriMet and JPACT advocating for this action in the bond as a regional priority.
- B) Should the entirety of Clackamas County's allocation be used to advance the Sunrise Phase II project?
- C) Should a suite of local projects, including funding for ROW for the Sunrise Phase II, be advanced for consideration?
- D) Some combination of the above options.

Projects for consideration in Regional Bond – Clackamas County

Draft Project List for C4 review on Oct 5, 2017

#	Project	Project Description	Readiness	Amount
Metro Regional Project				
	I-205 – Abernethy Bridge	Widen both directions of I-205 Abernethy Bridge and approaches; Install active traffic management.		\$202 M
Clackamas Regional Project				
1a	Sunrise Phase 2	Complete the Sunrise from 122 nd to 172 nd – FEIS Completed	Concerns about ability to complete in 7 years	\$250 M
Local Projects				
1b	Sunrise Phase 2 ROW	Advance Project by ROW purchases for Sunrise (Hwy 224 to 172 nd)		\$20 M
2	Hwy 213 Corridor	Hwy 213 Jug handle Phase 2; Improvements to Beavercreek and Hwy 213 (Oregon City – RTP 4177440; RTP 10119)	90% Design	\$15 M
3	Hwy 43 Corridor	Safety Improvements to Hwy 43 from I-205 to Mary S Young (West Linn- RTP 10127)	Currently entering into design acceptance; supports STIP project	\$30 M
4	Boones Ferry Road Project	Boulevard treatment for safety and congestion improvements (Lake Oswego)	90% Design; Leverage other funds	\$29 M
5	Railroad Ave	Capacity Improvements; Construct Multi Use path; Improvements to bus facilities (Milwaukie - RTP 10095)		\$6.5 M
6	99E / McLoughlin Blvd and access to transit	Crossing of McLoughlin; sidewalk improvements on Oak Grove, Courtney and Jennings. McLoughlin crossing improvements (Clackamas County - RTP 10024; 11503; 11504; 11525)	Leverage current funding for McLoughlin crossings	\$15 M
7	172 nd / 190 th Connector; Improvement to Foster	Capacity Improvements to implement 172 nd / 190 th Corridor Plan (Happy Valley - RTP 10033)	Design Plan adopted	\$46 M
8	Trolley Trail Bridge	Ped Bike Bridge – Gladstone to Oregon City. Replace the railroad bridge that fell into the Clackamas River with a Ped/Bike bridge providing an option to the Clackamas River Bridge	Feasibility study currently underway	\$9.1 M
9	Regional ITS / Signalization Coordination	Investments from the ITS Action Plan. See projects TMO-02; TMO-03; TMO-20; TMO-19; TMO-23; MMO-03; MMO-04; MMO-05; TI-02; and DCM-02	Project identification completed.	\$7 M
10	McLoughlin Blvd Phase 3	Provide safe bike and pedestrian access to the Riverwalk along the river’s side of Hwy 99E (Oregon City – RTP 10118 w/o viaduct investment)	Adopted enhancement plan	\$7.6 M
11	Safe Routes to Schools bucket	Identify specific investments that improvement the safety of pedestrian and bikeway access to schools		\$15
Other Projects Considered			TOTAL FOR LOCAL PROJECTS	\$200.2
12	Lake Oswego to Milwaukie Ped/Bike Bridge		Low	\$20 M