

## Council work session agenda

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Tuesday, April 7, 2020

2:00 PM

<https://zoom.us/j/471155552>

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**PACKET REVISED 4/7**

This work session will be held virtually. Please see  
<https://www.oregonmetro.gov/events/metro-council-work-session/2020-04-07>  
for more information.

**2:00 Call to Order and Roll Call**

**Work Session Topics:**

2:05 Regional Investment Strategy: Transportation Investment Measure [20-5394](#)

Presenter(s): Andy Shaw, Metro  
Margi Bradway, Metro

Attachments: [Work Session Worksheet](#)  
[Tier 2 Corridor Jurisdiction Proposals](#)  
[Memo: Tier 2 Corridor Recommendation](#)

2:35 I-5 Rose Quarter Improvement Project [20-5397](#)

Presenter(s): Margi Bradway, Metro

Attachments: [Work Session Worksheet](#)  
[Values, Outcomes, and Actions Paper](#)  
[OTC Proposed Actions](#)

**3:05 Budget Update**

**3:10 Chief Operating Officer Communication**

**3:15 Councilor Communication**

**3:20 Adjourn**

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ការគោរពសិទ្ធិពលរដ្ឋរបស់ ។ សំរាប់ព័ត៌មានអំពីកម្មវិធីសិទ្ធិពលរដ្ឋរបស់ Metro ឬដើម្បីទទួលបានកម្មប្រតិបត្តិការរើសអើងសម្រាប់សេចក្តីណែនាំរបស់ [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights)។  
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**Regional Investment Strategy:  
Transportation Investment Measure**

*Work Session Topics*

Metro Council Work Session  
Tuesday, April 7, 2020

## REGIONAL INVESTMENT STRATEGY: TRANSPORTATION INVESTMENT MEASURE

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Date: 3/31/2020

Departments: GAPD, Planning & Development

Work session date: April 7, 2020

Prepared by: Craig Beebe,  
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Presenters: Andy Shaw  
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Margi Bradway,  
[margi.bradway@oregonmetro.gov](mailto:margi.bradway@oregonmetro.gov)

Length: 30 min.

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### **ISSUE STATEMENT**

The Metro Council has directed staff to work with community and partners on a potential 2020 transportation investment measure. The measure is designed around project investments in some of the region's most congested and dangerous travel corridors and additional programs to extend benefits to communities across the region.

Metro staff will provide an update on the timeline and development amid the current coronavirus crisis. In addition, staff seek the Metro Council's direction on investments proposed by jurisdictions in four "Tier 2" corridors. Staff will prepare a recommendation for Council's review prior to the work session.

### **ACTION REQUESTED**

Provide direction on whether proposed Tier 2 corridor investments should be included in a final project recommendation for the measure.

### **IDENTIFIED POLICY OUTCOMES**

The Metro Council has directed that a measure advance the Regional Transportation Plan, Strategic Plan to Advance Racial Equity, and Climate Smart Strategy; engage diverse partners and community members; and leverage other state, federal, regional and local investments. The Metro Council approved specific policy outcomes for the potential transportation measure and appointed a Transportation Funding Task Force in early 2019.

In order to advance its desired policy outcomes, the Council has directed staff to develop a measure that focuses investments in key regional travel corridors and also includes regionwide investment programs to spread benefits throughout the region. Council direction on the measure structure is further described in the "Background" section below.

### **POLICY QUESTIONS**

Do investments proposed in Tier 2 corridors advance the Council's desired outcomes for the potential measure?

Which Tier 2 corridors should be included in the final project recommendation for the transportation, and at what scale of funding?

## **POLICY OPTIONS FOR COUNCIL TO CONSIDER**

Full jurisdiction proposals for Tier 2 corridor investments are attached to this worksheet.

The four proposals can be summarized as follows:

- Highway 217: Three phases of investment, including corridor planning (\$2 million), preliminary engineering (\$25-27 million) and project design and construction between Walker Road and Allen Boulevard (\$105-125 million). Proposed by Washington County.
- Highway 43 Multimodal Improvement Project: \$54 million to improve safety and access to transit between Hidden Springs Blvd. and I-205 in West Linn. Proposed by the City of West Linn.
- Highway 99W Corridor Planning: \$3.5 million-5 million for corridor planning from Tigard to Sherwood. Proposed by Washington County.
- Sunset Highway Corridor Planning: \$1.2 million for corridor planning in the broad corridor between Portland and Hillsboro. Proposed by the City of Hillsboro.

Staff will provide a recommendation memo prior to the April 7 work session.

For each of the proposed Tier 2 corridor investments, Council may direct staff to:

- Include the full proposed investment in the final corridor project recommendation
- Include portions or phases of the proposed investment for inclusion in the final recommendation
- Do not include the proposed investment and corridor in the final recommendation
- Council may also propose changes or add considerations for proposed Tier 2 investments.

## **STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION**

The Portland region, along with the rest of the nation and world, is experiencing a time of extraordinary uncertainty. But as we get through this crisis, communities will be looking for leadership to create jobs and generate the economic activity to drive our region's recovery. People will need jobs. People will still need safe, reliable, and accessible transportation choices. Meanwhile, the greater Portland area can be expected to continue to grow.

Work on the transportation measure began several years ago, in close collaboration with many stakeholders and thousands of community members. This work has always been about working together to make communities strong, improve lives and help people access opportunities and places they care about. Such goals continue to matter – indeed, they matter more than ever.

The Metro Council designated 17 “Tier 2” corridors in June 2019, based on input from the Task Force, engagement findings and Metro staff's recommendations. These corridors were considered to have potential to advance key Task Force and Metro Council values, but with less urgent needs or fewer identified projects. The Metro Council directed that Tier 2 corridor investments should complement, not supplant, Tier 1 corridor investments.

The Council directed that individual Tier 2 corridors could be considered for investment in the regional investment measure if an agency partner or group of agency partners could demonstrate:

- the corridor and projects on that corridor align with Task Force and Metro Council desired outcomes for the measure
- those projects are supported by the local community
- those projects bring benefits and resources to parts of the region that aren't already directly impacted by other corridors in the measure.

Local jurisdictions interested in having a Tier 2 corridor included in the measure were directed to develop proposals for review by the Task Force and Metro Council, with a focus on describing how these investments could advance Task Force and Metro Council's desired outcomes, as well as discussion of public engagement to date, risks and supporting partners.

The Transportation Funding Task Force held two meetings to learn about and discuss the four proposals submitted by jurisdictions. Following Task Force feedback at the Feb. 19 meeting, Washington County revised its proposal for the Highway 217 corridor. After the March 18 Task Force meeting (held via Zoom), members were asked to complete an online survey with their feedback and advice to the Metro Council.

Feedback from the Task Force, as well as preliminary staff analyses of the proposals, will help shape staff's recommendation to Council.

## **BACKGROUND**

In December 2018, the Metro Council adopted a Regional Transportation Plan update, following years of engagement that included more than 19,000 engagements with residents, community and business leaders, and regional partners. Through the extensive engagement that shaped the plan, Metro heard clear desires for safe, smart, reliable and affordable transportation options for everyone and every type of trip. The 2018 Regional Transportation Plan is built on key values of equity, climate, safety, and congestion relief.

At work sessions in January 2019, the Metro Council provided guidance on key outcomes, principles and the structure of a potential investment measure to help advance these values. The council also approved a charge for a diverse and regionally inclusive Regional Transportation Funding Task Force. Co-chaired by Commissioners Jessica Vega Pederson and Pam Treece, the Task Force will have met 21 times by the date of this work session. The Task Force has reviewed Metro Council direction and policy regarding the measure; identified additional desired outcomes; provided input to Council on priority corridors, statewide programs and possible revenue mechanisms; made recommendations on Tier 1 investments; and reviewed potential Tier 2 corridor investments.

In June 2019, informed by input from the Task Force and an online survey completed by approximately 3,500 area residents, the Metro Council directed staff to move 13 "Tier 1" corridors into further project identification, development and engagement. The council also

identified 16 “Tier 2” corridors that could also be considered for funding if there is revenue capacity. Over summer 2019, three Local Investment Teams toured the Tier 1 corridors and provided feedback to inform staff and Task Force project recommendations.

Metro staff released a preliminary Tier 1 corridor projects and regionwide programs recommendation to the Transportation Funding Task Force in October 2019. The Task Force finalized their recommendations – most of them unanimous – on Dec. 19, 2019. The \$3.81 billion in proposed Tier 1 investments would leverage approximately \$2.62 billion in expected federal and local funds, for a total of \$6.43 billion in corridor investments. In December, after months of engagement and discussion of staff investment recommendations, the Transportation Funding Task Force recommended roughly \$3.81 billion in measure investments in thirteen Tier 1 corridors. These investments would leverage more than \$2 billion in expected federal and local investments, and complement proposed regionwide programs making additional investments beyond the corridors.

At work sessions in January and March, Council reviewed the Task Force’s Tier 1 corridor recommendations, directing staff to proceed with further project development for all of the unanimous recommendations while raising additional questions and considerations about several investments. Staff continue to follow Council’s direction in developing a final project recommendation for the Council’s consideration in late spring.

In September 2019, informed by input from community forums in the spring and Task Force discussions in the summer, the Metro Council advanced ten regionwide programs to for potential inclusion in the measure, at an expected investment of \$50 million annually. Staff are developing these programs further with community and jurisdictional partners. Programs include creating community-based anti-displacement strategies in the measure’s corridors. Following extensive engagement in February and March 2020, staff plan to present a program recommendation to the Metro Council in late spring.

Council is expected to consider referral to the November 2020 ballot in late spring or early summer.

≠ Is legislation required for Council action? **Legislation will be required for referral but staff are not seeking legislation for this direction.**

≠ **Attachments:**

- Full jurisdiction corridor investment proposals, including letters of support from jurisdictional partners and responses to Task Force questions
- Staff recommendation (to be provided later on, prior to the work session)

## Tier 2 corridor jurisdiction proposals

For Metro Council work session: April 7, 2020

In this packet:

- Highway 217 Proposal, Washington County
  - Revised proposal
  - Answers to Task Force questions
  - Original proposal
  - Supporting jurisdiction letters for original proposal
- Highway 43 Multimodal Safety Project, City of West Linn
  - Proposal
  - Answers to Task Force questions
  - Supporting jurisdiction letters
- Highway 99W Corridor Study, Washington County
  - Proposal
  - Answers to Task Force questions
  - Supporting jurisdiction letters
- Sunset Highway Corridor Study, City of Hillsboro
  - Proposal
  - Answers to Task Force questions
  - Supporting jurisdiction letters





March 11, 2020

Dear Task Force and Metro Council:

**Revised Hwy 217 Corridor proposal (Tier 2)**

We are pleased to submit a revised proposal for the Hwy 217 corridor in response to Task Force members' comments and questions on our original proposal, in order to include this important regional corridor in the transportation investment measure. Additional responses to the Task Force members' questions are also attached.

We propose to add an initial planning and community engagement element to create a comprehensive, coordinated and community-based vision for multimodal transportation needs and priorities in the broader Hwy 217 corridor:

- **Phase 1 (new):** \$2 million to engage the diverse communities in the corridor to identify and prioritize transportation safety and connectivity needs through an equity, safety and climate lens. This planning process will provide opportunities to leverage planned transportation, affordable housing, park and trail investments by Metro, Washington County, ODOT, cities and others. We will consider future:
  - Transit access, speed and reliability investments on busy arterials.
  - Lighting, bus shelter amenities and other investments.
  - Active transportation investments, including trail and sidewalk connections, as well as improved pedestrian crossings and bike lanes on busy streets.
  - Other community-identified needs.

The attached graphic illustrates the identified needs and recently funded transportation improvements on adjacent regional arterials and trails in the Hwy 217 corridor which will serve as a starting point for this planning phase.

- **Phase 2:** \$25 million to \$27 million for Environmental Assessment and preliminary engineering for the southbound auxiliary lane and ramp improvements on Hwy 217 between Walker Road and Allen Boulevard (identified as project 3 in the attached graphic). Funding for preliminary engineering could be increased to include additional transit and active transportation improvements identified in the Phase 1 planning and community engagement effort.
- **Phase 3:** \$105 million to \$125 million for final engineering design and construction of the proposed Hwy 217 project.

**Board of County Commissioners**

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phone: (503) 846-8681 • fax: (503) 846-4545

This proposal does not include construction costs for the additional transit and active transportation projects on adjacent arterials. When the priorities and estimated costs of these projects are known, Washington County and our agency partners will seek funding from available sources, including the applicable regionwide programs proposed in the regional transportation investment measure.

**Supports a growing and changing corridor**

Consistent with the 2040 Growth Concept, the Hwy 217 corridor has changed as a result of place-making, demographic shifts and public and private investments over the last three decades. The communities in the Hwy 217 corridor benefit from good access to the multimodal regional transportation system—frequent bus service on Hall Boulevard, MAX and WES service, regional trails and Hwy 217 itself. As a result, the corridor continues to attract housing investment and employment growth. Improvements on Hwy 217 and setting the stage for future transit and active transportation investments will benefit the people who live, work and travel through this corridor.

**Builds on prior planning and construction investments**

While a significant amount of project-specific planning has occurred for Hwy 217 and within the corridor, earlier planning efforts did not always include significant outreach to marginalized people in and near the corridor. More recently, ODOT, the cities of Beaverton and Tigard and Washington County have engaged with historically marginalized communities for specific studies and projects in this area. Examples include Canyon Road in Beaverton, the Tigard Triangle, the Beaverton and Washington Square regional centers, the West Five Employment District along Western Avenue, the Allen Boulevard district and Beaverton’s Active Transportation Plan. In addition, TriMet and Washington County have also worked to identify opportunities for transit access, speed and reliability, as well as bicycle and pedestrian safety and connectivity—bicycle lanes, sidewalks and multi-use trails.

The planning process outlined in this proposal will allow these agencies to work together with affected communities to synthesize the outcomes from these prior studies and prioritize future investments.

**Provides leverage opportunities**

Washington County, ODOT, TriMet, Metro, Tualatin Hills Park & Recreation District (THPRD) and our city partners have successfully leveraged tens of millions of dollars in funding for multiple investments in the Hwy 217 corridor. As part of the Hwy 217 safety and bottleneck projects being funded by House Bill 2017 (projects 1 and 2 in the graphic), ODOT identified active transportation improvement opportunities on Denney Road (project 9), Hall Boulevard (project 10) and the Fanno Creek trail (project 16). These identified needs have been funded by leveraging the HB 2017 investment in partnership with Beaverton, Washington County and THPRD.

In addition to leverage opportunities for transportation improvements, the early planning phase in this proposal will identify future leverage opportunities associated with other funding streams available for affordable housing, parks, trails and natural areas in the corridor.

### Supports Metro Council and Task Force and values

Multimodal transportation investments in this fast-growing regional corridor align with Metro Council and Task Force values:

- **Improve safety:** Reduces crashes on Hwy 217 by eliminating dangerous weaving and merging movements; facilitates future safe access to transit and active transportation investments on regional arterials.
- **Prioritize investments that support communities of color:** 1 in 3 people in the communities adjacent to Hwy 217 identify as a person of color.
- **Make it easier to get around:** Multimodal transportation investments support compact development by promoting transit use and reducing the frequency and distance of vehicle trips. Hwy 217 improvements reduce crashes and help keep traffic moving.
- **Support resiliency:** In advanced investigations and design, ODOT would review previously completed seismic evaluations of existing structures and conduct new evaluations to understand the seismic retrofit needs of existing structures located within the project. Depending on the findings of those evaluations, there is a possibility that existing structures would need to be addressed with at least a Phase 1 seismic retrofit. Any new structures, such as the braided ramps, would be constructed to be seismically resilient.
- **Support clean air, clean water, and healthy ecosystems:** Transportation investments support continued growth in the Hwy 217 corridor which results in higher transit use and efficient use of land. Improvements constructed in the highway right-of-way will include stormwater treatment that will improve water quality in the Fanno Creek and Beaverton Creek basins.
- **Support economic growth:** This is a growing regional jobs corridor. Facilitating safe employee access and efficient goods movement supports job creation and retention.
- **Increase access to opportunity for low-income Oregonians:** Multimodal transportation improvements on and off the highway will promote access to economic and educational opportunities within the corridor and throughout the region.
- **Leverage regional and local investments:** Washington County and our agency partners have repeatedly demonstrated success in leveraging funding for common transportation and community objectives. These proposed multimodal transportation investments also provide opportunities to leverage private development investments, as well as regional and local investments in affordable housing, parks and trails by Metro, Washington County, ODOT, cities and others.

Several of these values are also addressed in the attached responses to the Task Force's questions.

**Revised Hwy 217 Corridor proposal (Tier 2)**

March 11, 2020

Page 4

We appreciate the Task Force's thoughtful comments and consideration of including the Hwy 217 corridor in the regional transportation investment measure.

Sincerely,



Chair Kathryn Harrington

Washington County Board of Commissioners

cc: Board of County Commissioners

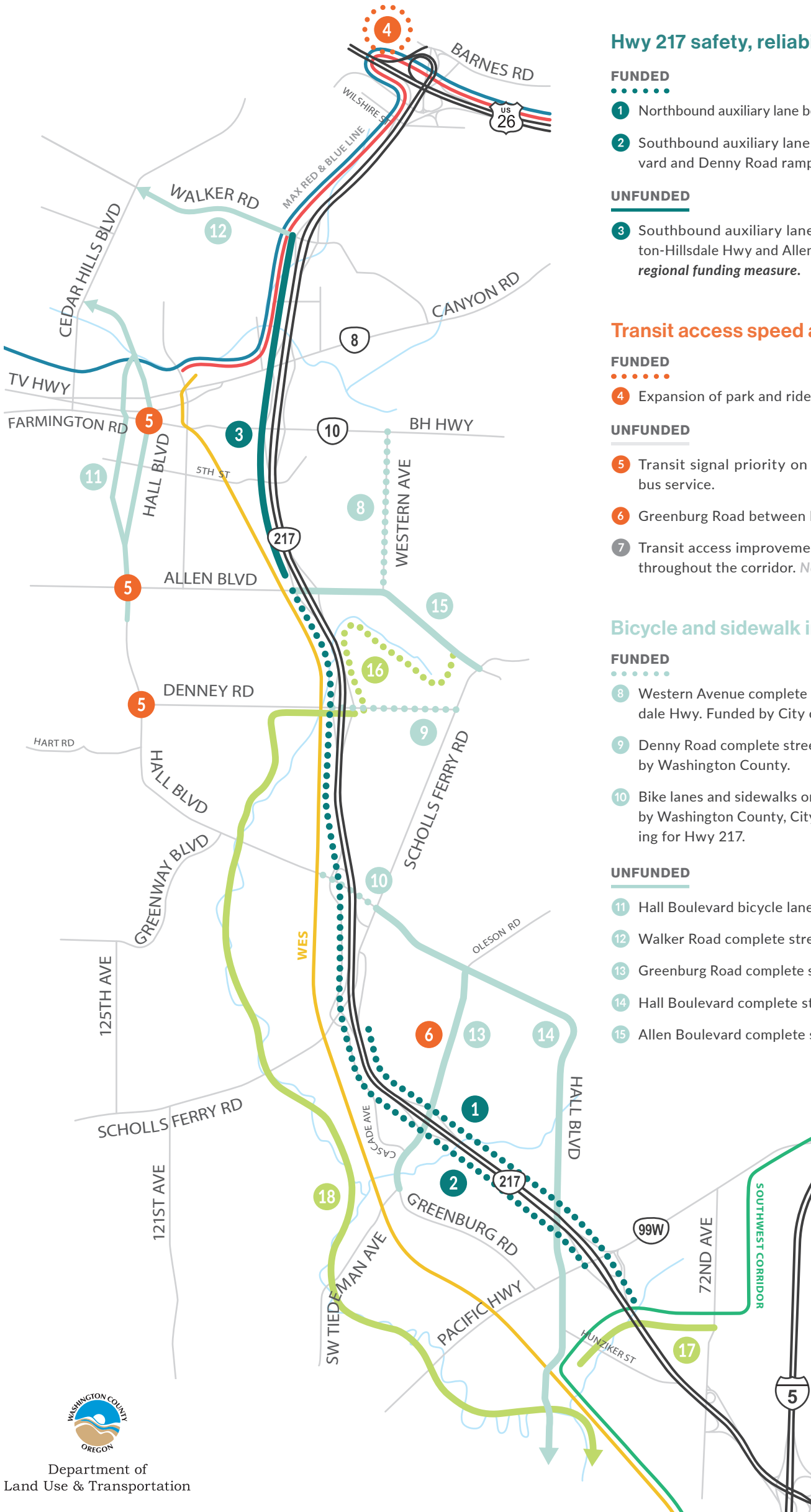
Attachments: Hwy 217 Corridor project graphic  
Responses to Task Force questions on Hwy 217  
Original Hwy 217 proposal and partner support letters

# HWY 217 CORRIDOR INVESTMENTS AND OPPORTUNITIES

The centrally located Hwy 217 corridor provides a vital link between Washington County and the region, and connects regional and town centers. Consistent with the 2040 Growth Concept, households, jobs and services are growing in the corridor. Increasingly dense and compact, this growth benefits from transportation access via WES, bus, MAX, Hwy 217, regional arterials and an active transportation network. A functional transportation system in the Hwy 217 corridor supports this development and economic growth beyond the corridor.

The City of Beaverton, Washington County and ODOT have funded several projects in the corridor to improve the transportation system for those living and working in the corridor and for those traveling through the corridor from across the region and state. However, there are also many safety, connectivity and reliability needs on the adjacent arterials and trails. Additional funding could further engage the community in planning and prioritizing these improvements to better serve this fast-growing area in conjunction with the proposed Hwy 217 investments.

*Planned investments and improvement needs as defined in adopted plans*



## Hwy 217 safety, reliability and mobility improvements

### FUNDED

- 1 Northbound auxiliary lane between Hwy 99W and Scholls Ferry Road. Funded by HB 2017.
- 2 Southbound auxiliary lane between Allen Boulevard and Hwy 99W with Allen Boulevard and Denny Road ramp improvements. Funded by HB 2017.

### UNFUNDED

- 3 Southbound auxiliary lane between Walker Road and Allen Boulevard with Beaverton-Hillsdale Hwy and Allen Boulevard ramp improvements. *Proposed for funding through regional funding measure.*

## Transit access speed and reliability improvements

### FUNDED

- 4 Expansion of park and ride adjacent to Sunset Transit Center. Privately funded.

### UNFUNDED

- 5 Transit signal priority on Hall Boulevard at key intersections to support frequent bus service.
- 6 Greenburg Road between Hall Boulevard and Tiedeman Avenue.
- 7 Transit access improvements to WES, Southwest Corridor and frequent bus service throughout the corridor. *Not mapped*

## Bicycle and sidewalk improvements

### FUNDED

- 8 Western Avenue complete street project between Allen Boulevard and Beaverton-Hillsdale Hwy. Funded by City of Beaverton and Washington County.
- 9 Denny Road complete street project between Hwy 217 and Scholls Ferry Road. Funded by Washington County.
- 10 Bike lanes and sidewalks on northern Hall Boulevard overcrossing of Hwy 217. Funded by Washington County, City of Beaverton and ODOT in conjunction with HB 2017 funding for Hwy 217.

### UNFUNDED

- 11 Hall Boulevard bicycle lanes between Cedar Hills and Allen Boulevards.
- 12 Walker Road complete street project between Hwy 217 and Cedar Hills Boulevard.
- 13 Greenburg Road complete street project between Hall Boulevard and Tiedeman Avenue.
- 14 Hall Boulevard complete street project between Hwy 217 and downtown Tigard.
- 15 Allen Boulevard complete street project between Hwy 217 and Scholls Ferry Road.

## Multi Use Trail improvements

### FUNDED

- 16 Fanno Creek trail between Hwy 217 and Allen Boulevard. Funded through HB 2017 with Hwy 217 project.

### UNFUNDED

- 17 Hwy 217 trail overcrossings between Tigard Triangle and downtown Tigard.
- 18 Complete gaps in Fanno Creek trail from Tualatin River to Hwy 217, including crossings at Hall Boulevard and Tiedeman Avenue.

## Highway 217 Corridor – Washington County

### Responses to Task Force Questions from February 18, 2020

March 11, 2020

#### Background

Inclusion of the Highway 217 Corridor in the regional transportation investment measure is a step towards fulfilling a vision for the corridor to improve safety and reliability on Hwy 217, and develop affordable, safe and convenient travel options within the corridor. Washington County is growing rapidly: Metro forecasts the area adjacent to Hwy 217 will see a 68% increase in population and a 33% increase in jobs by 2040. Washington County has the greatest racial diversity in the region and 1 in 3 of the people in the corridor identify as a person of color. Many of the jobs in this corridor are low wage service industry jobs. In Washington County, about half of the residents travel out of the county for work and half of the workers travel into the county for work; creating a significant need for a functioning transportation system to serve local and regional needs.

Over the last several decades, many significant investments have been made to improve the multi-modal transportation system and support the goals of the 2040 Growth Concept for the centers and employment areas in the corridor. These include the improvements funded by House Bill (HB) 2017 to address merge and weave problems between Hwy 99W and Allen Boulevard. For transit, these include MAX, WES, and increased bus service, most recently the addition of frequent bus service on Hall Boulevard. Growth in two major transit centers, at Washington Square and Beaverton Transit Center also improved transit connections. Improvements to the active transportation network include the Fanno Creek trail and incremental additions of bike lanes and sidewalks on regional arterials.

The need for additional improvements in the Hwy 217 corridor has been identified in state, regional and local transportation and community plans. The attached graphic highlights some of the identified improvement needs on regional arterials and trails in the corridor. These include the need to address the safety and reliability problems on southbound Hwy 217 between Walker Road and Allen Boulevard proposed for inclusion in the regional transportation investment measure. Other needs to improve transit access, speed and reliability on regional arterials and to complete the active transportation network have also been identified. Though jurisdictional transfer of Hall Boulevard has occurred in Beaverton, much of Hall Boulevard remains an ODOT facility.

Planning and community engagement in the Hwy 217 corridor will identify, prioritize, design and construct needed improvements. Our revised request expands the proposed scope to include this effort for Hwy 217 and the adjacent area, as reflected in the responses to the Task Force questions. Including the Hwy 217 corridor in the regional transportation investment measure leverages the state's investments on Hwy 217, as well as recent and ongoing community engagement, planning and investments by the cities of Beaverton and Tigard, Washington County and TriMet.

Responses to Task Force Questions:

*Has there been any recent study or modeling of congestion relief options (including transit) in the broader 217 corridor, other than additional or auxiliary lanes on 217 itself? Please share.*

- ODOT has studied traffic operations with and without the proposed project in determining the scope and scale of the ramp modifications priorities for investment. The evaluation considered upstream and downstream impacts on US 26 and I-5 in recognition that the system must work as a whole.
- The Washington County Transportation Futures Study included analysis of transportation system investments organized into different policy-oriented packages. The study showed that even with significant investments in transit and bicycle/pedestrian facilities, congestion still grows on Hwy 217 and the region’s other roadways due to the tremendous amount of future growth projected in the region’s population and employment. The Futures Study also found that investment in the region’s highway infrastructure resulted in less growth in congestion on parallel roadways.
- ODOT Region 1 staff have recently initiated an effort to determine the feasibility of bus-on-shoulder on several freeway corridors in the Portland area, including Hwy 217. This ongoing effort looks at existing conditions such as ramp locations and volumes, distance between ramps, shoulder widths on both the inside and outside shoulders, presence of barriers (primarily inside barriers), location and length of existing auxiliary lanes, and AM and PM peak period congestion bottleneck/queue locations. The next step in the process will be to look for candidate segments in each corridor for further evaluation and identify those with the greatest feasibility to implement bus-on-shoulder and the greatest reliability and transit travel time benefit.

*Can you share data on the specific safety issues on this corridor? What are the statistics on minor-injury crashes vs. major-injury and fatal crashes?*

- This segment of Hwy 217 is identified by Metro as a Regional High Injury Corridor. The table below summarizes crashes between 2014 and 2018 in the auxiliary lane and ramp improvement project area on Hwy 217, as well as on nearby parallel routes. Consistent with data from other limited access facilities, the highway crashes are not as serious as on arterial roadways; however they are frequent and the personal costs in terms of property damage and travel time reliability add up. There was one fatality on Hwy 217 in the project area, in the northbound direction:

	Total crashes	Serious Injury	Other injury	Property damage only
Hwy 217 project area	316	5	150	161
Hall Boulevard	215	1	110	105
Watson Avenue	69	0	29	40
Western Avenue	133	5	65	68



- For Hwy 217 southbound overall, including areas beyond the proposed auxiliary lane/ramp improvement project segment, there was an 11.5% increase in crashes from 2015 to 2017 (156 crashes to 174 crashes).

*Can you study north/south connection options for cyclists?*

Yes. Previous studies and community input identified opportunities for trails, multi-use paths, and gaps in the bicycle/pedestrian network. Planning funds for the Hwy 217 Corridor can be used to study those options in greater detail, prioritize investments, and identify sources for construction funding. As the attached graphic shows, there are already identified north-south parallel projects which could be advanced through further planning and funding.

*Has the county considered Enhanced Transit on parallel routes?*

- Hall Boulevard is the only continuous parallel route in close proximity to Hwy 217. It is being upgraded to frequent bus service, which increases the importance of improving transit access, speed and reliability.
- TriMet and Metro’s initial Enhanced Transit Corridor project identified three opportunities along Hall Boulevard to improve transit speed and reliability:
  - Northbound Hall Boulevard and Farmington Road: Next- or current-generation transit signal priority.
  - Hall Boulevard/Allen Boulevard intersection: Implement a far-side bus stop and pullout. This project is moving forward for design and funding by the City of Beaverton.
  - Hall Boulevard/Denney Road intersection: Northbound Business Access and Transit (BAT) lane and bikes “up and over” configuration, in which bikes would roll up and over the bus platform.
- The County’s First/Last Mile study identified needs for access improvements for riders of WES, MAX and other bus lines in the Hwy 217 corridor. Previous studies identified the need for transit signal priority and other improvements on arterials, including Greenburg Road.

*Can you share more information on how this project supports the Task Force outcomes of racial equity and climate?*

- Past outreach conducted for the Transportation Futures Study showed that members of marginalized communities depend on all transportation modes and support both road and transit improvements. The project supports racial equity by making it easier to get around within, to and from equity focus areas.
- Input from members of marginalized communities along Hwy 217 has been essential. For the projects funded by HB2017, ODOT implemented an Environmental Justice outreach plan, which began in the fall of 2017 and included specific outreach to neighbors of the Hall



Boulevard overpass about construction impacts, including residences, businesses, stakeholder groups, special interest groups, churches, Metzger School, TriMet and jurisdictions (City of Tigard and Washington County). Outreach included stakeholder interviews, attending existing community organization meetings (including Community Participation Organization 4M) and visiting businesses, including Spanish language translation and interpretation.

- Land use plans for areas adjacent to Hwy 217 are realizing Metro’s 2040 Growth Concept with smart growth principles. The Hwy 217 corridor links the Sunset town center, Beaverton and Washington Square regional centers, and the Tigard town center. This proposal supports climate change values by supporting the growth occurring in the regional and town center areas in the corridor, which are centrally located and served by multimodal transportation options. The increasing density in these locations should help reduce trip lengths and increase the number of people who can access transit.
- Hwy 217 plays a critical transportation role in supporting economic growth in the region by providing a limited access route for freight and access to jobs. This includes significant employment areas with a variety of living-wage jobs in and adjacent to the Hwy 217 corridor.
- Improvements to Hwy 217 will improve safety and reliability by reducing traffic diversion onto parallel facilities in nearby communities, where the risk of serious injuries and fatalities is higher.

*How have you or do you plan on engaging with impacted or potentially impacted communities?*

- The proposed improvements on Hwy 217 will occur within the existing right-of-way, with the potential exception of some off-site stormwater mitigation. In addition to prior outreach noted above, ODOT will include environmental justice analysis as a part of the project outreach efforts.
- The City of Beaverton and Washington County will partner with ODOT to engage communities in identifying companion projects of benefit to marginalized communities in the corridor. Beyond the identified roadway project, there are opportunities to identify other improvements in the area that can benefit the community.
- In addition to ODOT’s HB 2017 project, there are a number of planning efforts underway or recently completed, which include engagement of marginalized communities in the Hwy 217 Corridor between US 26 and I-5:
  - The Southwest Corridor Equitable Development Strategy (SWEDS).
  - The Beaverton Allen Boulevard district, where 38% of the population identifies as Hispanic/Latino, and 22% of households have income below the poverty level.
  - The Washington Square Regional Center Update, led by the City of Tigard.
  - The Beaverton West Five industrial area study.

- Engagement with communities through the proposed Hwy 217 corridor study would build upon the relationships established in these community engagement efforts.

*How could this investment leverage other regional or local investments? (Consider transportation as well as housing, parks and nature, and other priorities.)*

- The attached graphic shows the compilation of Hwy 217 and companion projects. The auxiliary lane/ramp improvement project would leverage the HB 2017-funded project directly to the south, which is building new auxiliary lanes southbound from Allen Boulevard to Hwy 99W and northbound from Hwy 99W to Scholls Ferry Road. Both projects improve safety and mobility in the corridor because auxiliary lanes help vehicles get on and off the freeway safely and efficiently, which reduces recurring bottlenecks and helps traffic flow more reliably.
- This is a high growth area, and the investments in the transportation system will continue to support the affordable housing and living wage jobs growing in this corridor.
- There are numerous opportunities for trails and parks in the corridor that could be identified through the regional parks and natural areas bond.
- Washington County and Beaverton have a history of working with ODOT to identify opportunities for additional “leverage” improvements, including several within the Hwy 217 corridor.

*If you aren't able to get the full requested amount, are there phasing opportunities?*

- Yes. The project can be divided into several phases. Phasing with the revised proposal is:
  - **Phase 1 (new):** \$2 million to engage the diverse communities in the corridor to identify and prioritize transportation safety and connectivity needs through an equity, safety and climate lens. This planning process will provide opportunities to leverage planned transportation, affordable housing, park and trail investments by Metro, Washington County, ODOT, cities and others. We will consider future:
    - Transit access, speed and reliability investments on busy arterials.
    - Lighting, bus shelter amenities and other investments.
    - Active transportation investments, including trail and sidewalk connections, as well as improved pedestrian crossings and bike lanes on busy streets.
    - Other community-identified needs.
  - **Phase 2:** \$25 million to \$27 million for Environmental Assessment and preliminary engineering for the southbound auxiliary lane and ramp improvements on Hwy 217 between Walker Road and Allen Boulevard (identified as project 3 in the attached graphic). Funding for preliminary engineering could be increased to include additional transit and active transportation improvements identified in the Phase 1 planning and community engagement effort.

- **Phase 3:** \$105 million to \$125 million for final engineering design and construction of the proposed Hwy 217 project.
- This phasing proposal does not include construction costs for the transit and active transportation projects on adjacent arterials. When the priorities, designs and costs of these projects are known, project partners will seek funding from available sources, potentially including the regionwide programs proposed in the regional transportation investment measure.



October 29, 2019

Dear "Get Moving 2020 Task Force" and Metro Council:

On behalf of the Washington County Board of Commissioners, with support from project partner ODOT, along with the cities of Beaverton and Hillsboro, I am requesting the Task Force and Metro Council designate Highway 217 as a Tier 1 corridor in the Get Moving 2020 measure for project construction funding. This proposed funding would allow construction of improvements to more safely and efficiently manage traffic flow by redesigning and rebuilding the ramps and merges on Hwy 217 at the Canyon Road and Beaverton-Hillsdale Highway interchange.

The proposed investments will build on long-term efforts to improve safety and traffic flow on this critical highway. Previous investments include traffic management using ramp metering and variable message signs. In addition, HB 2017 provided funds for targeted safety and bottleneck relief through construction of ramp modifications and auxiliary lanes between Allen Boulevard and 99W. These improvements are currently in the design phase, with construction expected to begin in 2021.

Highway 217 is a regionally-important north-south limited-access facility linking US 26 and I-5. Hwy 217 is currently a four-lane facility south of Walker Road. The need to improve north-south routes in Washington County has been identified in multiple plans over decades—notably including the late 1990s LUTRAQ (Making the Land Use, Transportation and Air Quality Connection) project. The highway provides access to the jobs along the corridor, serves the Washington Square and Beaverton Regional Centers and provides access to and from Washington County and the region for goods movement, jobs access and many services. Congestion on Hwy 217 results in spillover traffic on adjacent arterials not designed for these volumes. The proposed Get Moving 2020 investments would improve safety and flow on Hwy 217, which should also improve safety and reduce through traffic on adjacent arterials.

In the current project on Hwy 217, ODOT identified opportunities for bicycle and pedestrian improvements and leveraged local funding. This proposed project would also incorporate multimodal improvement opportunities.

These proposed Highway 217 Corridor investments are estimated to total between \$130 and \$150 million dollars. The project partners recognize that requesting additional corridor funding may require trade-offs from other investments and anticipate this discussion when the Get Moving 2020 funding mechanism and revenue sources are identified.

The attached application responds to the information requested by Metro staff to move a Tier 2 corridor to a Tier 1 corridor.

Thank you for your consideration.

Sincerely,

A handwritten signature in blue ink, appearing to read "Kathryn Harrington", is placed below the word "Sincerely,".

Chair Kathryn Harrington  
Washington County Board of Commissioners

cc: Board of County Commissioners

**Board of County Commissioners**

155 North First Avenue, Suite 300, MS 22, Hillsboro, OR 97124-3072  
phone: (503) 846-8681 • fax: (503) 846-4545

## OR 217

### **Introduction/Overview of OR 217 Corridor:**

OR 217 serves as a key north-south connection between US 26 (Sunset Highway) and I-5 on the west side of the Portland Metropolitan Area, predominantly in Washington County. It is approximately seven and a half miles long and provides the primary access for two regional centers and a town center (Washington Square Regional Center, Beaverton Regional Center, and Tigard Town Center), providing access to jobs and housing, schools, and employment and commercial centers. OR 217 carries up to 118,000 vehicles per day (as of 2018) and serves as the west side connector for freight mobility, in particular as the route for hazardous materials to access I-5.

OR 217 is flanked by significant industrial and employment areas, as well as residential neighborhoods home to low income immigrant populations. In addition to moving the freight, OR 217 connects people to major job centers and regional services. St. Vincent Medical Center, one of the largest hospitals in the region, is located at the northern end of the corridor, employing more than 3,000 people and more than 26,000 patients per year. Kaiser also has a large medical office located in the corridor. Of the 70,000 employees within a half mile of OR 217, 8,000 are employed in Industrial jobs. Industrial jobs are usually living-wage jobs that do not require a college degree, which is important for the region's employment.

The two Regional Centers and one Town Center served by OR 217 also represent a significant concentration of jobs, as well as retail and civic services. The Washington Square Regional Center is anchored by one of the largest malls in the region and continues to redevelop. The Tigard Town Center and Beaverton Regional Center include both regional-scale retail destinations and walkable civic centers and downtowns – OR 217 helps people access jobs and services efficiently while relieving already congested local streets of the impacts of heavy truck and auto traffic.

Along OR 217 there are nine closely spaced interchanges, which contribute to conflicts between entering and exiting traffic. Several interchanges are less than ¼-mile apart, which does not allow adequate space for the weaving that occurs between entering and exiting vehicles. The corridor experiences safety and mobility problems, including recurring bottlenecks, top 10% Safety Priority Index System (SPIS) sites, and unreliable travel times. Other factors that lead to these problems include demand that exceeds capacity in the midday as well as morning and afternoon peaks, lack of shoulders, and short weaving areas that create erratic changes to traffic speeds due to interchange spacing.

### **Description of Project, including purpose and need, location, scope:**

- **Description:** This project will address safety and congestion bottlenecks on OR 217 southbound between Walker Road and OR 8/Canyon Road and remove the weaving activity in the area between the Walker Road entrance ramp and Allen Boulevard exit ramp.
- **Purpose and need:** Improvements are needed on OR 217 southbound to address traveler safety and a recurring congestion bottleneck. Such improvements, as described in the scope below, are intended to enhance safety by removing weaving activity between closely spaced interchanges

from Walker Road to Allen Boulevard, reduce crashes, improve reliability and maximize the existing throughput capability for the corridor.

The 2018 Portland Region Traffic Performance Report documented some of the slowest PM peak period speeds in the region in this segment of OR 217 southbound, as speeds in this bottleneck area averaged below 25 mph in the PM peak period. As of 2017, congested conditions in this bottleneck, which stretches from the Hall Boulevard exit back to the US 26 entrance, persist for approximately 7 hours, between 11:30am and 6:30pm on an average weekday. The segment of OR 217 southbound between the Walker Road entrance and Allen Boulevard exit contained a 2015 top 10% SPIS site and experienced nearly 200 crashes from 2013 to 2017. A large number of non-crash incidents, such as disabled vehicles, also occur on OR 217 between Walker Road and OR 8/Canyon Road compared to the rest of the corridor.

- **Scope:** The project would provide a third southbound travel lane between the OR 8/Canyon Road exit and the Allen Boulevard exit, braided ramps for the southbound Allen Boulevard exit ramp and Beaverton-Hillsdale Highway entrance ramp, and add a southbound auxiliary lane between the Walker Road entrance and OR 8/Canyon Road exit. These improvements are incorporated in the 2018 Regional Transportation Plan, as the braided ramps project is listed as #11988 on the constrained project list and the remaining improvements are included in project #11978 on the strategic project list. As has been done on the current phase of work and in keeping with requirements (ORS 366.514 known as the Oregon Bike Bill), this project will look for opportunities for multi-modal improvements specifically along 217 crossings. This will include consulting ODOT's Active Transportation Needs Inventory, local plans, and making connections to the Fanno Creek Trail. The proposed improvements are part of a systemic approach that recognizes the relationship to Hwy 26 and I-5, and builds on previous investments in ramp metering and variable message sign solutions as well as previous and current capital projects funded by HB 2017.

**List of Task Force and Metro Council Values the project will deliver on, with quantitative information when possible (note: this may include impacts on affordable housing, ghg reductions, how the project impacts communities of color, economic development impacts, etc.):**

**Safety:** This project will improve safety by removing weaving activity between vehicles entering OR 217 at Beaverton-Hillsdale Highway and vehicles exiting at Allen Boulevard. Likewise, the auxiliary lane between the Walker Road and OR 8/Canyon Road interchanges will reduce weaving conflicts by adding space and decision-making time for motorists to merge onto the OR 217 mainline. These improvements are intended to reduce crashes and improve corridor reliability, which will make it safer to travel in and through the corridor to get around, access jobs and services, and access affordable housing, all of which would contribute to opportunities for economic growth.

The unreliable travel times on OR 217 means that some drivers shift to use parallel routes on the local street network and that exacerbates safety issues there as well, considering the variety of travel modes that use those routes. Addressing safety and reliability on OR 217, a critical north-south connection in Washington County, could lead to indirect improvements on the local system as well.

**Mobility and Reliability:** This project will provide a significant benefit to reduce congestion and improve travel time reliability. OR 217 carries up to 118,000 vehicles on an average weekday, providing key north-south access to Washington County jobs, services and deliveries. OR 217 is an important connector between a number of major freight routes, including I-5, US 26, Oregon 99W, and Canyon Road (OR 8).

**Clean Air and Water, Healthy Ecosystems:** This project includes mitigations for stormwater management. Greenhouse gases from idling vehicles will also be reduced. Multi-modal improvements to over-crossings will provide access for walking and biking to jobs and commercial areas.

**Efficient Land Use:** The project will support the existing investment in the adjacent industrial areas that are served by and rely upon access to OR 217. The region has a finite amount of employment land to grow the economic base and provide jobs. It is critical to strategically invest in industrial areas with valuable highway access that serve traded-sector jobs, offering higher paying wages, foster innovation and generate start-ups. In particular, the WestFive industrial district, adjacent to OR 217 between Beaverton Hillsdale Highway and Allen Boulevard, is home to approximately 200 businesses with 3,500 employees.

**Benefits Communities of Color:** More than 30% of people who live in the census tracts adjacent to 217 identify as non-white, and there are neighborhoods of higher concentrations. Among these neighborhoods is the Allen Boulevard area, where Beaverton is in the process of finalizing the Allen Boulevard District Plan. The study area for this work encompasses the Allen Boulevard corridor between OR 217 and Murray Boulevard to the west. This area includes culturally and racially diverse residents and businesses that cater to Spanish, Arabic, and Korean-speaking communities. 38% of the population within the Allen Boulevard project area is Hispanic/Latino, compared to 17% of residents in Beaverton as a whole. Additionally, 22% of the households in the neighborhood have incomes below the poverty level. Connecting low income communities of color to economic opportunity is a benefit of addressing safety and congestion on OR 217, particularly since there is a concentration of well-paid jobs in industrial areas nearby.

The proposed transportation improvements to OR 217 will benefit communities of color by supporting the success of businesses that both rely on the corridor for freight access and provide jobs for community members, by reducing the potential for through traffic to be pushed to local streets, and by increasing the safety and reliability of the corridor for people of color who rely on it to get where they are going for access to work, play, educational opportunities and services such as health care.

**Supports Economic Growth:** OR 217 is a critical connection to three of the largest suburban office markets in the region, Kruse Way in Lake Oswego, Lincoln Center in Tigard and the Creekside Nimbus business parks in Beaverton. Industrial jobs are abundant in the West Five Industrial Area, the Parkside Business Center, the 217 Distribution Center and the Denney Road Commerce Center in Beaverton.

For example, the Beaverton WestFive Plan (completed in 2016) notes that the WestFive industrial district, adjacent to OR 217 between Beaverton Hillsdale Highway and Allen Boulevard, is home to

approximately 200 businesses with 3,500 employees. It contains the largest block of industrial land in the city. 53 wholesale trade companies operate in the district that have average annual wages of \$69,000. These jobs are a crucial resource for the community.

WestFive also has a concentration of Traded Sector businesses, which means that they sell the goods they produce outside the region. This is important because traded-sector businesses have unique land use needs due to the nature of transporting and loading these goods. These business need to be located near major transportation facilities. In contrast, local sector jobs tend to be more flexible in where they can be located.

In addition, traded-sector businesses offer higher wages than other industrial businesses, support other companies which creates a supply chain effect and can incubate new technologies, and their employees support local businesses such as restaurants and retail.

The proposed safety and congestion improvements to OR 217 would directly address bottlenecks that affect businesses in the WestFive industrial district that rely on the Beaverton Hillsdale Highway and Allen Boulevard exits for freight and employee access.

**Support from all project partners, including TriMet, ODOT, and county or city agencies (could be a letter of support demonstrating support for project moving forward and providing staffing resources to it):**

Attached letters from project partners ODOT and City of Beaverton

**Estimated project cost and indication of degree of confidence in that cost estimate, as well as project finance plan (if applicable) and an identification of other funding sources for the project and the degree of contingency that is included in the cost estimate:**

The total project estimate is \$130-150 million (2019 dollars). This is a planning level estimate that uses a contingency of 40-60%. The previous OR 217 projects have been delivered in incremental phases. That means that recent work informs this cost estimate and gives a high level of confidence that the work can be delivered in a timely and budget conscious manner.

**Estimated timeline for the project, including start and end dates:**

Preliminary Design/Environmental analysis	2021-2023
Final Design	2023-2025
Construction	2025-2027

**Major risks of the project (e.g. engineering, design, political, etc.):**

There are several environmental considerations in the corridor and project area related to hydrology, such as a creek and floodway/floodplain in the vicinity of Canyon Road and Beaverton-Hillsdale Highway. There are also wetlands near the Allen Boulevard interchange. In addition, coordination with railroads will be necessary to accommodate construction of the braided ramps, which will likely require a grade separated rail crossing near SW 5<sup>th</sup> Street in Beaverton. These two considerations, related to



environmental concerns and the railroad, could present a risk to the project's scope, schedule and budget.

**How the project ties in with Metro's 2040 Plan and the land use implications of the project:**

OR 217 provides primary access to two regional centers, the Washington Square Regional Center and the Beaverton Regional Center and the Tigard Town Center. Investing in the highway system supports the 2040 Growth Concept which sees Regional Centers becoming the focus of both transit *and* highway improvements. The project improvements proposed for OR 217 will improve safety and reliability, making it easier to get to jobs, housing, schools, services, industry and employment. Keeping these connections strong to support continued investment in land uses is key to the economic health of Washington County.

Improvements for OR 217 have been included in the Regional Transportation Plan since the early 1990's. It is in the current 2018 RTP project list (on the constrained list as #11988 and on the strategic list as #11978).

**Summary of the public engagement work that has occurred so far, or the public engagement plan, in particular identifying outreach to communities of color:**

Extensive public outreach has been conducted since the early 1990's through various planning studies. OR 217 improvements were recommended in the LUTRAQ study, further studied in the 2000 OR 217 Corridor Study which included congestion pricing, the OR 217 Interchange Management Study and the Refinement of Ramp Management Concepts in 2000 and 2001, which identified the bottleneck projects proposed and underway. Each of these studies had extensive public outreach. In Washington County's recent Transportation Futures Study, surveys and polling showed strong support for OR 217 improvements.

Outreach from the projects under construction through HB 2017 funding included:

- Project [website](#)
- Email newsletters
- Open House held in May 2019
- Sound wall voting process – summer and fall 2019
- Direct outreach to adjacent residences and businesses
- Environmental Justice Outreach Plan, beginning in the fall of 2017, includes specific outreach to neighbors of the Hall Boulevard overpass about construction impacts, including residences, businesses, stakeholder groups, special interest groups, churches, Metzger School, TriMet and jurisdictions (City of Tigard and Washington County). Outreach includes stakeholder interviews, attending existing meetings (CPO 4M), visiting businesses, Spanish translation and interpreter.



# Oregon

Kate Brown, Governor

## Department of Transportation

Matthew L. Garrett Building  
123 NW Flanders St  
Portland, Oregon 97209-4012  
Phone: (503) 731-8356  
Fax: (503) 986-5780

October 31, 2019

Metro Council Office  
600 NE Grand Ave  
Portland, OR 97232

To the members of the Metro Council and of the Transportation Funding Task Force,

Our partners have nominated the OR 217 corridor for inclusion in the regional funding measure. OR 217 plays an essential role in our regional and state transportation systems. This corridor serves as a critical north-south connection in Washington County between US 26 and I-5. It provides the primary access to the Washington Square Regional Center, Beaverton Regional Center and Tigard Town Center connecting people to major employment centers and regional services. OR 217 also serves as the west side connector for freight mobility and is the hazardous materials route for freight from Washington County destined for I-5.

Along the OR 217 corridor, there are nine closely spaced interchanges, which contribute to conflicts between vehicles merging on and off the freeway. Design is currently underway to improve operations, safety and bicycle/pedestrian connections on OR 217 between OR 99W and OR 10, with construction planned to begin in 2021.

ODOT and our partners recognize the need for additional improvements on OR 217, particularly in the southbound direction, to address traveler safety and a recurring bottleneck in the area between Walker Road and Allen Boulevard. This section of the corridor experienced nearly 200 crashes from 2013 to 2017, it contains a 2015 top 10% SPIS site and experiences some of the slowest PM peak period speeds in the region. Congestion persists for approximately 7 hours on an average weekday, reducing safety and reliability, and incurring economic costs associated with delay. In addition, the 2018 Regional Transportation Plan identifies this section of OR 217 (constrained project #11988 and strategic project #11978), acknowledging the need and demonstrating regional support for targeted safety and operational improvements in this location.

If this corridor receives funding through the proposed 2020 regional investment measure, ODOT is willing to manage project development and the project delivery process (to the extent possible as provided by the funds identified), while continuing to coordinate with local and regional partners. We thank our partners for their collaboration and efforts to highlight the needs of this important corridor, and we thank the Council and Task Force for considering their nomination.

Sincerely,

Mandy Putney, Policy and Development Manager  
ODOT Region 1



October 31, 2019

Metro Council & Transportation Funding Task Force  
600 NE Grand Ave  
Portland, OR 97232

**RE: Tier 2 Corridor Project Proposal: OR 217**

Dear Metro Council President Peterson, Councilors, and Task Force members:

I'm writing to share the City of Beaverton's support for the proposed OR 217 Corridor Project for consideration in the Regional Transportation Funding Measure.

The proposed project between Walker Road and Allen Boulevard is one piece of a larger strategy along OR 217 to improve safety, reduce congestion, and help people get where they need to go. OR 217 is the major north-south route in Washington County that provides people access to affordable housing, jobs, schools and services, while also moving freight that supports adjacent industrial areas and our regional economy. Congestion occurs along this stretch of the highway for seven hours on an average weekday. We can do better.

Beaverton is a project partner, along with ODOT and Washington County, in supporting this regionally significant mobility project. We are committed to providing staff to support ODOT's community outreach through project design and construction to ensure that Beaverton residents and businesses are engaged, particularly low-income residents and communities of color. In addition, we will also work collaboratively with ODOT staff through Beaverton's land use review process to ensure timely response.

Thank you for your consideration and commitment to invest in a system that works for everyone.

Sincerely,

A handwritten signature in black ink that reads "Denny". The signature is written in a cursive, flowing style.

Mayor Denny Doyle





# CITY OF West Linn

January 23, 2020

To Metro Council President Peterson, District 2 Councilor Lewis, and Metro Council:

We are writing to re-affirm the City of West Linn's strong support for inclusion of the Highway 43 project in Metro's 2020 regional transportation funding measure. With over 21,000 vehicle trips daily, Highway 43 is a major regional corridor connecting Clackamas County residents to jobs, education, and daily needs, but it lacks basic multimodal and safety elements.

Our proposed Highway 43 project will greatly enhance multimodal access and complete urgently needed safety improvements, with a focus on accessibility for bicyclists, pedestrians, and transit users. The project includes an innovative cycle track design, sidewalks, and transit amenities. Roundabout designs at key interchanges will improve traffic flow, safety for all users, and will reduce vehicle emissions. West Linn is committed to a Vision Zero goal and this project is a priority component of that work.

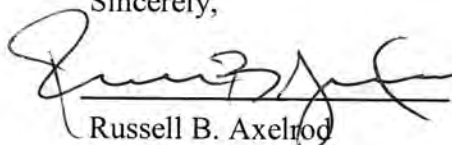
The project has a strong economic development tie as well. The City is working with regional partners on tremendously exciting redevelopment opportunities in the Willamette Falls area at the south end of Highway 43, and we are kicking off a project to evaluate increased opportunities for commercial and residential redevelopment along the entire Highway 43 commercial corridor.

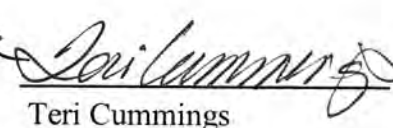
Unlike many projects being submitted for your review, the Highway 43 project is nearly shovel-ready and offers a very high local match. Our citizens funded the design work through approval of a General Obligation Bond in May 2018 and we have been working with ODOT, the facility owner since that time, on design. Also the project will leverage RFFA funds allocated to Highway 43's Phase 1 which is approaching the construction phase already.

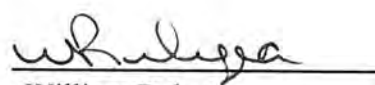
The Highway 43 multimodal project is a priority for the entire West Linn community and for stakeholders from across the region. It was the highest rated project in the City's 2018 polling prior to passage of our 2018 Bond, and would have broad voter support across Clackamas County. For all of these reasons **we urge your inclusion of the Highway 43 multimodal project in Metro's 2020 regional transportation funding measure.**

Thank you for your attention to the critical issue of transportation funding across the region. We stand ready to answer any questions you may have.

Sincerely,

  
 Russell B. Axelrod  
 Mayor

  
 Teri Cummings  
 Council President

  
 William Relyea  
 Councilor

  
 Richard Sakelik  
 Councilor

  
 Jules Walters  
 Councilor

## **Tier 2 Project: OR-43 Multimodal Improvement Project Hidden Springs Road to I-205**

### **1. Description of Project, including purpose and need, location, scope**

#### **Need and Purpose:**

Highway 43 is a major regional corridor connecting Clackamas County to Portland with over 21,000 vehicle trips daily. The corridor is a significant route for connecting regional transit riders to the Oregon City and Lake Oswego transit centers.

Decades without improvements have taken a toll on this corridor resulting in dangerous conditions for vehicles and unsafe pedestrian and bicycle routes. Investment in this corridor is sorely needed. The proposed improvements to substandard intersections, coordinated with multimodal improvements will significantly reduce existing congestion, provide access to safe alternate modes of transportation and will reduce vehicle emissions.

The existing conditions of the corridor include only intermittent or substandard sidewalks and bike facilities, inadequate pedestrian crossings, missing left turn bays, and a general lack of urban quality streetscape features. Transit stops exist within the corridor but are often isolated and disconnected from the surrounding neighborhoods by a lack of sidewalks.

The need for the proposed improvements were identified and have been prioritized for many years. In 2008, a City of West Linn planning process re-envisioned Oregon Highway 43 as a multimodal corridor that would adequately accommodate bicycles, pedestrians, and vehicles. The West Linn OR43 Conceptual Design Plan (2016 Plan) presents a vision for the OR43 Corridor that represents the goals of the community and is reflective of the public input and desires that was ultimately adopted by the City Council as an amendment to the 2016 City of West Linn Transportation System Plan.

The purpose of this project is to implement the 2016 Plan's proposed connectivity and user safety improvements in this section of the OR43 corridor. This includes improving bike and pedestrian facilities as well as overall safety within the Project area in West Linn by infilling key missing sidewalk sections and improving pedestrian connectivity between residential, commercial, park, and transit areas.

#### **Location:**

The proposed project includes the section of the OR43 corridor from the Hidden Springs Road intersection south to the I-205 interchange within the City of West Linn.



✓ **Improves Safety**

Safe travel for bicycle users and pedestrians is a key focus for this project. Primary features to improve safety include:

- Separated cycle tracks and sidewalks proposed to reduce crashes by providing more separation from vehicles.
- Consistent three-lane section will provide refuge for turning vehicles and islands for pedestrian crossings.
- These improvements will remove conflicts and will make significant progress toward improving safety and reducing crashes for all modes of transportation.

✓ **Supports Clean Air, Clean Water, and Healthy Ecosystems**

The proposed improvements are focused on increasing multi-modal accessibility and therefore have a high potential to support clean air, clean water and healthy ecosystems. (This was also described during the June 19 Taskforce meeting where OR43 was shown as one of the corridors with excellent potential to reduce emissions.)

- The addition of safe bicycle and pedestrian facilities will encourage use of these modes in lieu of vehicles and will likely result in a decrease in vehicle miles traveled and associated greenhouse gas emissions.
- Improvements will also require upgrades to existing culvert and stream crossings. The culverts will be improved to provide needed capacity during flood events and will remove barriers to re-establish fish passage where possible.
- Providing enhanced transit services with dedicated bus pullouts and shelters may also result in increased ridership, thereby promoting further reduction in greenhouse gas emissions.
- This project will also increase quality of life by supporting healthy lifestyles through active transportation by encouraging walking and biking instead of driving.

✓ **Supports Resiliency**

This project supports resiliency through:

- A full evaluation of current topographically challenging areas, such as over steepened slopes.
- Construction of engineered walls and retained slopes to strengthen the corridor in vulnerable areas.
- Mode options will provide access to all users in case of natural disaster.

✓ **Makes It Easier to Get Around**

Several operational improvements will be made to improve accessibility.

Key features include:

- Improving roadway reliability and average commute times by reducing pinch points. This includes a consistent center turn lane for left turn movements that would otherwise block through traffic, new signalized intersections optimized for traffic flow, and consideration for additional right turn lanes at intersections.
- Increase in transit service, reliability, and speed through dedicated bus stop pullouts.
- Convert the current dangerous road to a safe, efficient multi-modal corridor. This will be accomplished by providing a consistent separated facility for bicycles and pedestrians.

- Increase multi-modal access to living wage jobs, schools, social services and open spaces throughout the OR43 corridor and to West Linn in general.
  - Provide an ADA-compliant corridor usable by people of all abilities in a historically constrained environment with steep slopes.
- ✓ **Supports Economic Growth and system connectivity**  
 This project will support economic growth by:
- Incent development by providing a built out public right-of-way reducing or eliminating frontage improvements that would otherwise be required.
  - This project along with the anticipated successive commercial redevelopment would support long-term job growth for both construction and sustained services to users of the corridor.
- ✓ **Is regional in nature**  
 The benefit of the Hwy 43 project is regional in nature. This project converts a heavily used state highway into a safe multimodal corridor that is heavily utilized for commuting. The corridor is a major connection from Clackamas County to Portland and a significant transit route connecting riders to the Oregon City and Lake Oswego Transit Centers.
- ✓ **Leverages housing, open space investments**  
 Bike and pedestrian facilities have been shown to increase the value of homes and increase use of open space areas due to improved access. Opportunities for investment in affordable housing in this area are possible with the passage of Metro's Affordable Housing Bond. The proposed improvements will provide safe multi-modal access to Mary S. Young Park and Maddox Woods that both include investment by Metro's Nature in Neighborhoods grant as well as local share dollars derived from Metro's parks bond.
- ✓ **Increases access, especially for people of color**  
 This project will provide improved access to transit as an equal service to all users. According to the Regional Equity Atlas, the areas around Highway 43 have an above average percentage of senior residents. Many of West Linn's alter abled residents are within the project area as per the city's TSP.  
 The corridor also connects Metro Equity Areas including communities of color, English language learners and/or lower income communities.  
 Creation of safe bicycle and pedestrian facilities will similarly serve all users and provide other means of transportation for all people. Increasing safety and improving access to all modes of transportation could support further diversification of the corridor.

### **3. Support from project partners:**

During the preparation of the draft 2016 Conceptual Design Plan, the project team conducted two meetings with key stakeholders. This group included representatives from the City of West Linn Planning Department, City Council, Public Works, Police Department, and Transportation Advisory Board (TAB), along with the Oregon Department of Transportation (ODOT), Tualatin Valley Fire and Rescue (TVF&R), Metro, TriMet, Clackamas County, the City of Oregon City, and the City of Lake Oswego.

At the initial meeting (April 2014), the project team introduced the project and reviewed potential options for addressing the community desire for the incorporation of protected bicycle facilities, in addition to sidewalks, crossings, transit stop enhancements, traffic control upgrades, and streetscape



improvements. At the second stakeholder meeting (June 2014) the project team proposed design options and requested stakeholder feedback on key components of the update. Because OR 43 is currently owned and maintained by ODOT, the project team sought to understand what types of designs would be acceptable to ODOT, what elements would require a design exception, and what elements would not be approved.

The City and ODOT have separate project and maintenance IGAs in place for the project currently being designed directly north of this corridor, OR43: Arbor Drive – Hidden Springs Road. That project is being designed and managed as an ODOT project while incorporating some of the unique design concepts developed by the City, including the separated cycle tracks and sidewalks and protected-signalized intersections. These IGAs will be a roadmap to future similar agreements for the rest of the corridor. The ODOT project team is working with the City to incorporate the elements from the 2016 Plan while meeting ODOT design standards. ODOT has already committed to the concepts in a concurrence letter from December 2, 2016. ODOT is continuing their commitment in the corridor through a pending letter that will be provided to the Metro committee for this project. TriMet was engaged during the initial planning efforts in the corridor and are supportive of the project. Further coordination with TriMet and incorporation of their feedback is planned as part of the current 30% design effort to be concluded in January 2020.

Letters of support will be requested from the City of Lake Oswego & Trimet. ODOT's letter of recommendation is included as part of this submittal.

## 4. Estimated project costs

The quantities and costs of the major components of the project have been estimated based on the on-going preliminary design efforts, considered to be at a 20% level of completion.

Current Cost Estimate	
Construction	\$45.5 M
Design Engineering	\$8.3 M
Construction Administration	\$6.3 M
Right of Way	\$5.7 M
Lake Oswego Study	\$300 K *
<b>Total</b>	<b>\$66.1 M</b>

The current cost estimate is based on recent ODOT bid tabs with an assumption of construction in approximately five years. It also assumes work will be managed through the ODOT project delivery process. The construction cost estimate is based on the current roadway model developed during the preliminary design. The primary cost elements include:

- New concrete curbs and sidewalks on each side of OR43
- New cycle tracks on each side of OR43
- A vegetated buffer strip to provide separation between the travel lane and the cycle track where feasible
- A full width grind and inlay of the existing pavement over the length of the corridor
- Cut and fill retaining walls to accommodate the widening
- New traffic signals at four intersections
- Storm water quality treatment, drainage and sewers
- Signing and striping
- New guardrail
- Contaminated soil removal
- Three culvert replacements within the Gans Creek and Trillium Creek basins, including a new fish passage culvert at Trillium Creek
- Temporary protection and direction of traffic

The overall estimate includes 40% contingency given the preliminary nature of designs to date.

The preliminary right-of-way cost estimate has also been developed for the project corresponding to the current needs of the most recent roadway model design. It represents an approximation of the actual number of right-of-way files and area needed. No displacements are currently anticipated.

The preliminary design is on-going and expected to be at a 30% level of completion in January 2020. Updated cost estimates can be provided at that time.

## 5. Estimated project timeline

The project was part of the 2016 Conceptual Design Plan developed to establish the vision for the corridor within the City of West Linn. Preliminary design of the Project began in May 2019 and is

currently at approximately 20% level of completion. The design will be at a 30% level of completion in January 2020.

After funding has been secured for the project, final design could begin as soon as a design team is selected and contracted to expand upon the preliminary design that is currently being developed to ODOT standards. The project could be delivered as a single project, or split into phases. Assuming it remains a single project, the project team anticipates contracting, final design and right-of-way acquisition would take approximately three years. Once the right-of-way has been acquired, the project will likely be constructed over two construction seasons.

The City is preparing and advancing this project to 30% design so that when funding is made available, this Project will be set-up to proceed through final design and construction in a short amount of time. Therefore, we anticipate this project being one of the first ones funded by the T2020 program to be constructed.

## 6. Identification of major risks of the project

The on-going ODOT project being designed directly to the north of this project has already been advanced to the point of being able to identify major risks and their potential costs, along with opportunities to mitigate them. We anticipate the risks being much the same for both projects. The 30% design of this project will follow the similar path and build upon the work completed on the adjacent project, streamlining the process and capitalizing on the previous work. Most of the risks identified are related to the design elements. A significant advantage of this project compared to others being considered for T2020 funding is that no political risks are apparent and this project has strong public support.

The following are risks identified as part of the ODOT project that are anticipated to also be of concern for this project. Included next to each risk is a description and a plan to manage the risks.

- a. *OR43 North within Lake Oswego*: If this project moves forward, additional improvements would be needed within Lake Oswego to provide a full connection to downtown Portland. To manage this risk of follow-on needs, the current request includes a study that would be managed by the City of Lake Oswego to determine needs for completing similar infrastructure improvements within their limits.
- b. *Roadway Elements*:
  - i. Implementing a project with a unique sidewalk and cycle track concept new for ODOT Region 1 – This is being mitigated through development of agreed upon standards as part of the current ODOT project.
  - ii. Multiple design exceptions likely required by ODOT – Again, this is being mitigated through development of designs on the current ODOT project which should serve as a precedent for future design exceptions.
    1. ODOT agreed in writing to the necessary cross-section design exceptions as part of the 2016 plan adoption.
  - iii. As significant amount of retaining walls will be required to complete the improvements and minimize impacts. These walls come with a high degree of cost risk – This is being mitigated through the current 30% design efforts which

- have already determined the approximate number and scale of walls required which are reflected in the current cost estimate.
- iv. Driveway grades will be potentially steep to reconnect to OR43 – This will be managed through the current 3D modeling being completed as part of the 30% design effort. Solutions are currently being developed.
  - v. The designs call for a new style of protected-signalized intersections – Details of this design are currently be vetted through the ODOT project which will have at least one of these types of intersections.
  - vi. Side slopes will be relatively steep to reconnect after widening work – In cases where slopes are too steep, additional walls will be used. For now mostly walls are assumed.
  - vii. Deteriorating existing pavement condition – A full roadway overlay is assumed as part of the cost estimate.
- c. *Right-of-way:* A significant number of parcels will be affected by the widening work and most parcels will be touched in some way. The current 30% design effort is particularly focused on better defining these impacts and efforts have already determined that full takes can and will be avoided with one possible exception. The anticipated cost has already been included in the cost estimate.
  - d. *Environmental:* Potentially triggering fish passage with the culvert crossings at Trillium Creek. The Oregon Department of Fish and Wildlife needs to provide more clarity for final design. Additional culvert crossings could also trigger fish passage requirements, adding permitting and construction costs to the project. These risks are managed by the assumption in the estimated costs for these culverts to be replaced to current standards. Hazardous materials management is also a risk due to the likely presence of contaminated soil on the shoulders of the highway. A cost factor for this has been included in the current cost estimate.
  - e. *Utility Impacts:* Sections of corridor that do not have a landscape buffer strip and may not have appropriate R/W behind the back of walk to fit utility poles could increase the amount of impacts and costs. There are several locations that may require redesign, design exceptions for narrow sidewalks, or additional R/W acquisition to accommodate new utility poles. These constrained locations have already been identified with plans to acquire additional right-of-way as needed. It has also been confirmed that full property takes can and will be avoided to manage this risk.
  - f. *Drainage Facility Needs:* The widening will require new stormwater facilities and trigger stormwater treatment and possibly detention. Anticipated costs have largely been captured in the cost estimate. A capacity and condition assessment of the existing stormwater infrastructure will eventually need to be completed to confirm costs. If the existing infrastructure is undersized or in poor condition, costs may increase. However, the scale of this cost increase can likely be absorbed by the contingency applied at this early stage of design.

## **7. How the project ties in with Metro’s 2040 Plan and the land use implications of the project**

West Linn is identified as a focal point for growth in the 2040 Growth Concept, as a town center that provide services to tens of thousands within a two- to three-mile radius. Two policies in the 2040 Growth Concept tie directly to the objectives of this Project. Those two policies encourage safe and

stable neighborhoods for families and balanced transportation system that moves people and goods.

The primary objective of this project is to provide safe walking and biking facilities for users of all ages and abilities, addressing the need of safe and accessible facilities that connect the surrounding neighborhoods to transit stops, commercial areas and other businesses along OR43.

Another objective of this project is to provide adequate vehicle facilities that improve safety for all users of the OR 43 corridor. Currently the corridor does not encourage biking and walking. Adding new ped and bike facilities will encourage these modes of transportation, while upgrading intersections to improve efficiency for vehicles and safety for bicyclists and pedestrians.

This project not only improves the safety and connectivity for the City of West Linn, but also for the surrounding communities of Lake Oswego, Oregon City and the entire metro region.

## **8. Summary of public engagement including identifying outreach to communities of color**

The public engagement work completed to date was part of the original planning and conceptual design of the 2016 Plan. During the preparation of the initial draft Plan, the project team drew on documented public input from the 2008 OR 43 Conceptual Design Plan, the OR 43/Willamette Falls Drive Vision, Phase I, and the West Linn Transportation System Plan update that was recently completed. Multi-language fliers were utilized for public outreach during this process. The City of West Linn as part of their Transportation System Plan update formally adopted the 2016 Plan. A thorough community engagement process was part of the adoption process.

The project team also held an online Virtual Open House, in which over 150 people provided input on the proposed designs. City staff also attended meetings in the surrounding Robin-wood and Bolton neighborhoods to discuss the plan and hear input from community members in addition to the regular Transportation Advisory Board (TAB) meetings, which are publicly noticed and open to the public.

The input gathered in these forums highlighted the importance of creating safe and comfortable multimodal connections for everyone throughout the corridor; providing safe and convenient pedestrian crossings at key locations; improving safety and traffic operations at key intersections along the corridor; and finding ways to ease congestion along the corridor.

The project has strong public and stakeholder support, expressed during the planning process as well as during various city-community interactions since. Additional public engagement with a focus on outreach to communities of color will be part of the final design process for this project.



February 12, 2020

METRO Council  
Metro Regional Center  
600 NE Grand Ave  
Portland, OR 97232-2736

RE: Support for West Linn's T2020 Grant Application for Highway 43 Bike/Ped Improvements Project

Dear Metro Councilors,

On behalf of the Lake Oswego's City Council, I'd like to confirm our support of the West Linn Highway 43 Bike/Ped Improvements Project that is being considered for T2020 funding. The City of Lake Oswego's own Transportation System Plan that was adopted in 2014 identified a refinement study for an active transportation project along Hwy 43, consistent with the Connecting Clackamas Plan and the county's own TSP. With this proposed project, the refinement study for the portion within the City of Lake Oswego city limits could begin in earnest.

The City strongly supports improvements along this corridor to eventually provide for improved active transportation modes, and for improved safety for all users. Our staff look forward to working with our local and regional partners on this effort to enhance transportation in this corridor.

Sincerely,

Kent Studebaker  
Mayor

cc: Lake Oswego City Council  
Martha Bennett, Lake Oswego City Manager  
John Williams, West Linn City Manager



# Oregon

Kate Brown, Governor

## Department of Transportation

Matthew L. Garrett Building  
123 NW Flanders St  
Portland, Oregon 97209-4012  
Phone: (503) 731-8356  
Fax: (503) 986-5780

October 31, 2019

Metro Council Office  
600 NE Grand Ave  
Portland, OR 97232

To the members of the Metro Council and of the Transportation Funding Task Force,

Our partners have nominated the OR 43 corridor for inclusion in the regional funding measure. OR 43 plays an essential role in our regional and state transportation systems. This district highway is on the National Highway System and serves as a critical north-south connection between Portland and Oregon City in Clackamas County. It provides access to the cities of Portland, Lake Oswego, West Linn and Oregon City connecting people to major employment centers, regional services, and housing.

OR 43 has historically accommodated motor vehicles, while bicyclists and pedestrians encounter an incomplete system along the corridor. Design is currently underway to improve safety and bicycle/pedestrian connections on OR 43 between Arbor Drive and Hidden Springs Road with construction planned to begin in 2021. ODOT is working with the City of West Linn to incorporate elements from the 2016 OR 43 Conceptual Design Plan while meeting ODOT design acceptance.

ODOT and our partners recognize the need for additional multimodal safety and connectivity improvements on OR 43, particularly in the area between Hidden Springs Road and I-205. Improved access and connectivity for bicyclists and pedestrians is needed between residential and commercial areas, parks and transit facilities. This section of the corridor contains several 2015 top 10% SPIS sites and growing congestion and fewer gaps in traffic have also contributed to pressure and constraints on turning movements and pedestrian crossing opportunities. In addition, the 2018 Regional Transportation Plan identifies this section of OR 43 (constrained project #10127), acknowledging the need and demonstrating regional support for multimodal improvements in this location. We will work with our partners to refine right of way, design, environmental and cost assumptions.

If this corridor receives funding through the proposed 2020 regional investment measure, ODOT will coordinate with local partners for project development and project delivery (to the extent possible as provided by the funds identified). We thank our partners for their collaboration and efforts to highlight the needs of this important corridor, and we thank the Council and Task Force for considering their nomination.

Sincerely,

Mandy Putney, Policy and Development Manager  
ODOT Region 1

## Metro Transportation Funding Task Force: Tier 2 Questions

### Hwy 43 – City of West Linn

*Submitted 3/9/2020*

*What are the risks associated with this project? (Specifically as it relates to design and innovative concepts)*

The City has worked with ODOT to minimize risk in design and the innovative concepts associated with the project. The Highway 43 corridor is highlighted in the new ODOT Blueprint for Urban Design Manual which fully accommodates the design approach. Surveying and detailed engineering plan design is already complete. Geotechnical design is underway and the project has broad community support further reducing any risks associated with the proposed project.

*What is the length of the project area?*

The project area includes the entire corridor of Highway 43 within the City of West Linn limits totaling approximately 3 miles. This estimate does not include intersections at Hidden Springs Rd, Cedaroak Drive, or Marylhurst Drive which have already been funded for improvements with construction of those sections scheduled to begin in 2021.

*Can you share how this will impact historically marginalized communities?*

The primary underrepresented populations directly adjacent to the project area are seniors and youth who are considered transportation disadvantaged. The areas surrounding Highway 43 within the project area have an above average percentage of seniors per the Regional Equity Atlas. West Linn's highest percentage of disabled population is within the project area with an estimated 26-30% of the population categorized as such per the City's Transportation System Plan (TSP). West Linn's highest minority population area is within the project area. This specific corridor provides a direct transit connection with the Oregon City Transit Center which serves historically underrepresented populations and provides links to Lake Oswego and downtown Portland. Nearly 40% of West Linn residents receiving City low-income utility assistance are located within the project area.

*What are the partnership opportunities?*

The project partnership opportunities include the City of West Linn, TriMet, Oregon Department of Transportation, and the City of Lake Oswego. This project is on a State owned highway and builds upon an existing intergovernmental agreement between the City of West Linn and ODOT. TriMet is a significant stakeholder as this project enhances transit opportunities and TriMet has been significantly involved in the development and/or adoption of transportation and concept plans for the corridor. The City of Lake Oswego is a partner as it is planning a multimodal transportation study of the OR-43 corridor within its city limits which will have a direct connection with this project.

*If there are opportunities to complete this project at a lower cost, what do you think those costs might be?*

If it is assumed that the City of West Linn will work with ODOT under current IGA's for the corridor and that future funds are not federalized, the project costs can be reduced. Previously submitted cost estimates are based on ODOT management and federal requirements. If the City of West Linn is



identified as the lead agency we estimate the cost of the project to be significantly reduced from the original cost estimate submitted to Metro. The City is currently working with Metro staff/consultants to provide an updated cost estimate that matches the format of the Tier 1 projects for improved accuracy. Furthermore, City staff could be used for final design and construction administration with this expense absorbed locally by the City and not charged to the regional funds or project. If funded, the City would be committed to exploring further value engineering options within the final design process.

*How have you or do you plan on engaging with impacted or potentially impacted communities?*

The proposed project utilizes vetted concepts within the City's Transportation System Plan and the City's OR-43 Concept Plans which have had ongoing public involvement opportunities since the City's first OR-43 Concept was developed in 2008. Public Involvement opportunities provided include virtual open houses, in-person neighborhood meetings, bilingual mailers to low-income and project area residents, social media updates, as well as City newsletters/email and website updates. The City updated its TSP and OR-43 Concept Plans most recently in 2016 at which point significant outreach and stakeholder engagement was included during development and adoption of both plans. Most recently, voters approved a General Obligation Bond and initial design of the OR-43 multimodal project was included in the ballot measure which received overwhelming citizen support. The City is committed to continuous outreach to the impacted residents and businesses should it receive funding.

*How could the project connect with a potential future Willamette River Crossing and/or other county bike/walk connections?*

The planned corridor improvements along with current infrastructure provides multimodal access through Lake Oswego and West Linn creating viable options to connect to any future river crossings. The planned improvements also connect to the existing Arch Bridge crossing to Oregon City and will connect to Willamette Falls Drive which is intended to be a region multimodal corridor paralleling I-205. The planned improvements will also provide a direct connection to the Willamette Falls Legacy Project, the Gladstone Trolley Trail, and the 82<sup>nd</sup>/I-205 Trail connections to Portland. This project supports the regional area backbone of multimodal transportation on the west side of the Willamette River.

*How could this investment leverage other regional or local investments? (Consider transportation as well as housing, parks and nature, and other priorities.)*

The planned improvements connect to Metro's regional investment in the Willamette Falls Legacy Project. It provides connectivity to Mary S. Young State Park and builds upon existing regional investments through Metro's RFFA and the ODOT Enhance Funds. The City of West Linn has already allocated nearly two million in local funds to the corridor and requires all local developers to provide adjacent street improvements as redevelopment occurs. The West Linn City Council has prioritized review of zoning along the project corridor in order to enhance opportunities to increase capacity for commercial development and compatible residential development in order to further maximize local contributions.

*If you aren't able to get the full amount, are there phasing opportunities?*

Yes, the project can be split into multiple sections or phased depending on funding.



October 29, 2019

Dear "Get Moving 2020 Task Force" and Metro Council:

On behalf of the Washington County Board of Commissioners, and with support from our project partners ODOT and the cities of Tigard, King City, Tualatin and Sherwood, I am requesting the Task Force and Metro Council to designate Highway 99W as a Tier 1 corridor in the Get Moving 2020 measure for corridor planning funds. The regional impact and value of Hwy 99W transcends local jurisdictions. Even with more than 27 related local plans, no unifying strategy guides how this critical transportation corridor will serve local, regional and state needs as growth pressures continue to stress our shared infrastructure network. With Get Moving 2020 funding, the cities of Tigard, King City, Tualatin and Sherwood, the County and ODOT will work together in a planning process to define the future of this increasingly outdated, yet critically important, transportation corridor.

Highway 99W is a regionally-important facility. Like many other urban state highways, it is not suited for today's traffic congestion and increasingly multi-modal needs. It links the cities of southern Washington County and connects the Portland Metro area to the greater Willamette Valley. It provides access to 10 percent of Washington County's population and 20,500 jobs are located within a half-mile of the highway. The cities of Tigard, King City, Tualatin and Sherwood are experiencing high growth rates and are projected to continue to do so over the next 20 years, particularly as new urban residential areas are developed and employment grows in the south county industrial area.

While some of the needs along Highway 99W have been identified through other planning efforts, the corridor lacks a unified vision for future growth and needed investments. The corridor planning process will develop a corridor vision and include outreach targeted to communities of concern, an inventory of needs and opportunities, project cost estimates and priorities, and a funding strategy. The 99W Corridor plan will inform a future pipeline of projects that support multimodal needs and land use goals. This plan can leverage opportunities with other regional efforts, including implementation of the 2018 Housing Bond, the 2019 Parks and Nature Bond and the SW Corridor light rail project.

The corridor planning effort is estimated to require between \$3.5 and \$5 million dollars to complete. The attached application responds to the information requested by Metro staff to move a Tier 2 corridor to Tier 1 for corridor planning.

Thank you for your consideration.

Sincerely,

Chair Kathryn Harrington  
Washington County Board of Commissioners

cc: Board of County Commissioners

# Highway 99W

The regional impact and value of Highway 99W transcends local jurisdictions. More than 30 related local plans have been completed, but no unifying strategy guides how this corridor will serve local, regional and state needs as growth pressures continue to stress our shared infrastructure network. Working together, Washington County, ODOT and the cities of King City, Sherwood, Tigard and Tualatin would like Metro support for a planning process that will define a new future for an increasingly outdated transportation facility.

## 1. Description of the goal, location and scope of the possible planning project

The Highway 99W Corridor Plan will provide a blueprint to guide the transformation of Highway 99W into a transit-supportive multimodal corridor. Oregon Highway 99W links the Portland Metro area to the Willamette Valley and the Oregon Coast. Within Washington County, 99W connects the cities of Tigard, Tualatin, King City and Sherwood, as well as stretches of unincorporated County lands. ODOT owns and manages the highway, which currently serves 48,000 daily vehicle trips and TriMet bus lines 93, 94, 12 and 64. As a state freight route, 99W is a key link for statewide goods movement. It has discontinuous bike lanes and sidewalks, with limited marked or protected pedestrian crossing opportunities.

The Highway 99W Corridor Plan will identify investments and policies necessary to improve multimodal safety, transportation system management, economic activity, development and land use revitalization. The project will extend 10 miles along Highway 99W from I-5 near the Portland city limits to south of Brookman Road in Sherwood, and will include analysis of the adjacent and nearby land uses. Historically, Highway 99W has functioned as an automobile-dominated travel corridor. As the metropolitan area has grown, the development pattern focused on highway-oriented retail and services for the growing communities along the corridor. Today, Highway 99W is characterized by strip commercial development with many aging commercial structures that could redevelop. It is one of the region's high-injury corridors, **with 31 serious crashes reported between 2010 and 2014**. The highway's current design does not provide for the range of safe and accessible travel choices that nearby communities need.

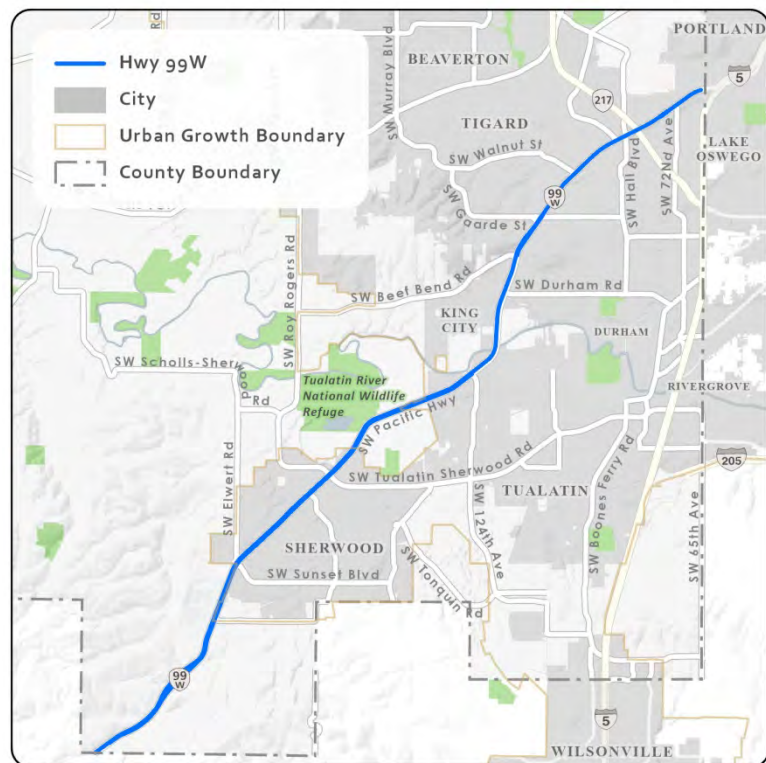


Figure 1: Highway 99W in Washington County

The Highway 99W Corridor Plan will involve extensive public outreach to engage communities in close proximity to the corridor, as well as people who use the corridor for trips throughout the region. Early analysis will identify communities of concern, and the public outreach will include targeted engagement of transportation-disadvantaged communities.

The goals of the project are to:

- Develop a unified vision for the corridor through extensive public and stakeholder outreach
- Assemble a list of the needs, opportunities and constraints
- Conduct market analyses and identify potential investment strategies for road, transit and land use improvements
- Determine how 99W and the surrounding local transportation networks should be improved and managed to balance local, regional and long-distance travel needs
- Identify transportation infrastructure projects, service enhancements and potential funding sources
- Develop a strategy for economic resilience, adaptation and growth
- Identify potential land use and transportation system plan changes to build equitable multimodal, transit-supportive communities along the corridor

## **2. Consistency with the 2018 Regional Transportation Plan’s policies, mobility corridors and/or project list.**

The 2018 Regional Transportation Plan (RTP) identifies the Highway 99W corridor as a major arterial from its origin in Portland at I-5 to the eastern border of the city of Sherwood, and as a throughway from Sherwood to the County line with Yamhill County. Per the RTP, an arterial is intended to provide general mobility for travel and to serve as an important connection to major commercial, residential, industrial and institutional centers. Highway 99W provides important linkage and connection to the throughway network both at I-5 and as a connection farther south to the Willamette Valley and to coastal communities. The 2018 RTP further designates Highway 99W as a main freight route connecting major activity centers to other areas in Oregon and beyond.

In addition, Highway 99W is designated as both a Pedestrian and Bicycle Parkway in the 2018 RTP. These designations are for the facilities with the highest existing or potential non-motorized demand that serve important destinations. Pedestrian Parkways are intended to connect people to frequent transit service (both existing and planned). Regional Bicycle Parkways provide a spider web-grid pattern and connect to and through every urban center, many regional destinations, most employment and industrial land areas, regional parks and natural areas.

The 2018 RTP designated Highway 99W as a frequent bus corridor (FBC) with future high-capacity transit (HCT) service. Figure 2 shows an existing bus stop on 99W, which has a bus pull out, but lacks other



Figure 2: Existing bus stop along 99W

amenities for transit users, and is not surrounded by transit-supportive land uses. Frequent bus corridors (FBCs) should have 15-minute frequency throughout the day and on weekends (based on demand). FBCs may also include transit-preferential treatments, such as reserved bus lanes and transit signal priority, and enhanced passenger infrastructure along the corridor and at major bus stops, such as covered bus shelters, curb extensions, special lighting and median stations. Future HCT corridors are identified as areas that need additional concept planning to identify transit investments which could include bus rapid transit, rapid streetcar, light rail and commuter rail. Current bus service on Highway 99W is not operating at or near frequent service levels, as shown in Table 1.

**Table 1: Bus Service**

Line	Current Headway		Future Plans
	Peak	Off-peak	
12-Sandy/Barbur	15	15	Discontinued, to be replaced by SW Corridor
64-Marquam Hill/Tigard	30 (peak direction only)	N/A	Discontinued, to be replaced by SW Corridor
93-Tigard/Sherwood	25 (PM northbound) 36 (AM southbound) 38 (AM northbound, PM southbound)	45	To be improved to 10 minutes peak, 20 minutes off-peak and extended to Barbur Transit Center when SW Corridor opens
94-Pacific Hwy/Sherwood	10 (peak direction) 45 (non-peak direction)	45 (no weekend service)	Discontinued, to be replaced by SW Corridor and additional Line 93 service
94-Tigard/Basalt Creek	N/A	N/A	New line between Tigard TC and Coffee Creek via OR 99W, 124 <sup>th</sup> , Basalt Creek, Grahams Ferry

The SW Corridor Light Rail Transit (LRT) project extends light rail from Portland to the Tigard Triangle, Tigard and Bridgeport Village in Tualatin. Enhanced bus service on 99W between Sherwood, Tualatin and Tigard would support access to the SW Corridor LRT.



### 3. Consistency with Metro's 2040 Plan and the land use implications of the project

Highway 99W is identified as a "Corridor" on the 2040 Growth Concept Map. The Highway 99W corridor serves three town centers: King City, Sherwood and Tigard. Town centers are intended to provide distinctive public spaces and commercial nodes in an environment that encourages walking, biking and transit. This project will consider the land use context along the corridor and identify potential for updating zoning and development codes to support the corridor vision.

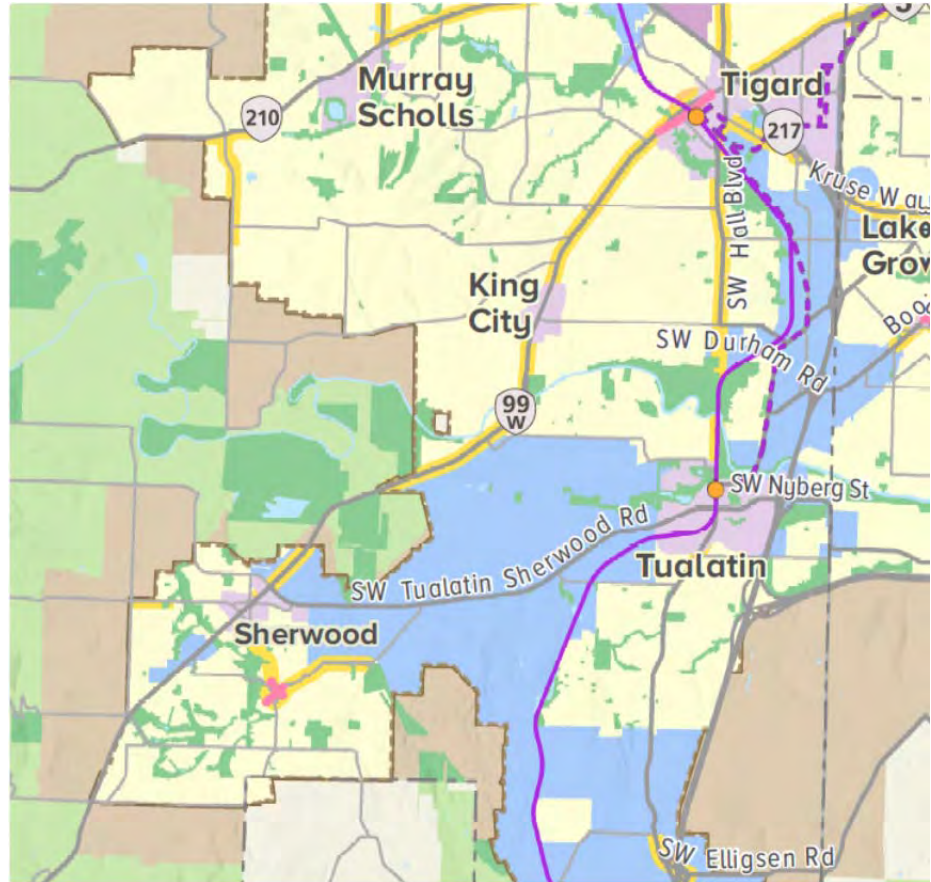


Figure 3: 99W in Metro's 2040 Growth Concept

### 4. List of Task Force and Metro Council outcomes that planning process will focus on delivering

*The Metro Council and Regional Transportation Funding Task Force has identified the following Key Investment Measure Outcomes*

**Improves Safety** – Highway 99W was identified in the 2018 RTP as a High-Injury Corridor by Metro. The Highway 99W Corridor Plan will review crash reduction factors and develop an actionable list of safety enhancements intended to improve the safety of the Highway 99W corridor and provide multimodal travel options. The improvements list will prioritize and address safety and mobility needs for all modes and work towards the region's transportation safety aspirations.

**Prioritizes Investments that Support Communities of Color** – As of the 2010 census, 17% of the residents of the census blocks within a half-mile of Highway 99W self-identified as non-white. The outcomes of this work will include equitable transportation investment strategies for communities of color. The envisioned transit corridor enhancement improvements will provide opportunities for all residents by connecting to the SW Corridor LRT project and key regional destinations. These transit connections will provide opportunities for lower-wage earners to access a range of employment throughout the region. Highway 99W is a gateway into the Metro area for Yamhill County and areas

west, where housing is less expensive than in the Metro area. The resulting transit corridor will increase the equitable benefits of the transportation system region wide. This project will build on the SW Corridor Equitable Development work.

**Makes it Easier to Get Around** – The Highway 99W corridor is well suited to evolve into a transit-supportive multimodal corridor. The roadway currently experiences considerable congestion during significant portions of the day, including weekends. Managing Highway 99W corridor traffic, investing in safety improvements and enhancing the multimodal transit-supportive attributes of the corridor will make the corridor an easier, safer and more reliable place to get around/travel through. Providing a complete multimodal network is an important step in enhancing the mobility of the communities along the corridor.

**Supports Resiliency** – Highway 99W serves as one of the major connections between the region and the Willamette Valley and Oregon Coast. It provides redundancy for I-5. Opportunities to improve the resiliency of the corridor and to support network redundancy will be identified. ODOT identified Highway 99W as a Tier 1 lifeline route, which means it is considered a route that will play a critical role in emergency response and evacuation after a seismic event.

**Supports Clean Air, Clean Water and Healthy Ecosystems** – As the multimodal elements of the corridor plan are implemented, there will be safe opportunities for travel choices that reduce transportation-related impacts to air quality and limit greenhouse gases. Additionally, opportunities for access to nature abound throughout the Highway 99W corridor. Red Rock Creek, Fanno Creek, the Tualatin River Greenway and the Tualatin River National Wildlife Refuge all offer access to premier natural environments within the urban context of the corridor. As transportation investments are made based on the resulting plan, the improvements will address existing water quality and mitigate any new impacts.

**Supports Economic Growth** – As of 2017, there were about 20,500 jobs within a half-mile of the Highway 99W corridor. These jobs tend to have lower-than-average wages than elsewhere in Washington County (about two-thirds of the current annual income of employees in Washington County). Metro’s housing database identifies 17,200 housing units within a half-mile of Highway 99W, of these, 53% are apartments or condos. The buildable lands inventory identified the potential for an additional 4,000-plus housing units within the Highway 99W corridor. The Highway 99W Corridor Plan will identify a set of solutions to support and facilitate redevelopment, while preserving affordable housing for those who live and work in the corridor. The corridor serves growing communities both within the Metro region and in the rest of the Willamette Valley. Highway 99W provides an important connection to the growing employment areas in the south County area.

**Leverages Regional and Local Investments** – The Highway 99W Corridor Plan will enhance and extend the regional investment in the SW Corridor LRT project. The LRT project will connect with the Highway 99W corridor in the Tigard Triangle and at the Tigard town center. The Highway 99W Corridor Plan will leverage the LRT investment to develop the rest of 99W as a transit-supportive corridor. This corridor also includes the Tualatin River and the future Ice Age Tonquin Trail, which are included in Metro’s 2019 Parks and Nature Bond measure as target area investments.



## **5. Time for the project, including key milestones from planning to public engagement to construction, with start/end dates**

The Highway 99W Corridor Plan is envisioned as a multifaceted interdisciplinary effort, involving both technical analysis and community engagement. Part of the effort includes identifying and empowering champions to facilitate the process. This project is multiphased and will likely evolve as it progresses. A general outline of project phases is identified below. ODOT is currently working on a scoping effort that will inform this work. The project timeframe is estimated between two and three years for the first three phases of work. Plan implementation will be dependent on policy guidance from elected officials and available funding.

### ***Phase 1 – Project Formation, Existing Conditions Analysis and Preliminary Infrastructure Assessment***

The first phase will establish the structure of the study, develop an equity-informed public engagement plan, consolidate existing plan documents and conduct technical analysis to support definition of the purpose and need statement. This phase will also include inventorying the existing corridor infrastructure.

### ***Phase 2 – Corridor Vision and Purpose and Need Statement***

This phase of the project will result in a corridor vision statement, developed through community engagement and in coordination with the jurisdictions along the corridor. Scenario-planning tools will inform the corridor visioning process and will incorporate results from prior plans for infrastructure improvement and service-enhancement concepts. The project will also develop corridor land use and local transportation system concepts to support the corridor vision. This phase will include analysis of tradeoffs and evaluation of potential funding strategies.

### ***Phase 3 – Identify and Prioritize Opportunities and Develop Plan***

This phase will use evaluation criteria identified through the visioning process and public outreach to prioritize identified policies, projects and transit service, and to develop final plan documents. The plan will include a proposed prioritized list of improvements and an implementation strategy. Community members will be involved in defining the final plan.

### ***Phase 4 – Plan Implementation and Monitoring***

Elements of the corridor plan will be adopted into local Comprehensive Plans, the Regional Transportation Plan and other relevant documents. Project partners will seek funding for infrastructure construction to achieve the corridor vision.

## **6. Identification of any previous planning processes in the area, as well as any public engagement that has occurred or is planned.**

This project will leverage a number of jurisdiction-based planning projects that have been completed along the Highway 99W corridor and surrounding areas. Over 30 planning projects have considered portions of this corridor and can be synthesized to inform comprehensive plans for the entire 10-mile corridor. These planning efforts have engaged the respective communities in a variety of ways. Additionally, there are currently programmed capital projects along the corridor that will be captured in the project materials.



October 29<sup>th</sup>, 2019

Commissioner Pam Treece  
Commissioner Jessica Vega Pederson  
C/O Metro  
600 NE Grand Ave.  
Portland, OR 97232

Dear Commissioners Treece and Vega Pederson:

I am writing on behalf of TriMet to include Highway 99W for corridor planning in the T 2020 regional funding measure. The Highway 99W connects Portland to the growing communities of Tigard, Tualatin, King City, Sherwood and Washington County with roads while the region is investing in transit connections in the same corridor with the Southwest Corridor project.

This complete corridor-wide vision for roads and transit will help guide future investments in this important corridor. The outcomes of this corridor plan will result in a land use and transportation vision, extensive outreach targeted to communities of concern, an inventory of needs and opportunities, economic development, project cost estimates and prioritization, and identification of funding sources to construct prioritized projects. These will result in a better transit-supportive, multi-modal environment and increased transit oriented development with the ultimate result of higher transit mode share.

We are encouraged that Metro Council and the Task Force have identified so many important projects as a part of the preparation for a regional funding measure in 2020. The Highway 99W corridor planning effort will meet the target outcomes identified by Metro Council, specifically the improved safety, investments that support communities of color, and supporting economic development. Highway 99W is a critical transportation facility for our region. Planning for 99W will inform a future regional pipeline of projects that are cost-estimated and ready for construction as funding becomes available. We support include Highway 99W in the regional funding measure.

Sincerely,

A handwritten signature in blue ink, appearing to read "Bernie".

Bernie Bottomly  
Executive Director



# Oregon

Kate Brown, Governor

## Department of Transportation

Matthew L. Garrett Building  
123 NW Flanders St  
Portland, Oregon 97209-4012  
Phone: (503) 731-8356  
Fax: (503) 986-5780

October 31, 2019

Metro Council Office  
600 NE Grand Ave  
Portland, OR 97232

To the members of the Metro Council and of the Transportation Funding Task Force,

I am writing to acknowledge our partners' nomination of the 99W corridor for inclusion in the regional funding measure.

OR-99W from Tigard to Sherwood plays an essential role in our regional and state transportation systems. This corridor connects Washington County communities to the Portland Metro area, the greater Willamette Valley, and the coast. In the absence of one unifying plan for the corridor, ODOT and our local partners have yet to determine how this route can best serve the communities it traverses and the traveling public. While previous planning efforts have identified some needs and improvements, we lack a comprehensive set of shovel-ready projects.

Considering the needs of all users, all modes, and all communities in the corridor will require a multijurisdictional vision and investment strategy – a significant planning effort. If this corridor receives planning funding through the proposed 2020 regional funding measure, ODOT is willing to manage the corridor planning process (to the extent possible as provided by the funds identified). ODOT is currently convening corridor jurisdictions and stakeholders to assess the range of needs, interests, and decisions that future planning might explore. We expect to be ready to share our findings in early 2020. This information would provide a solid foundation for a future corridor planning study.

We thank our partners for their collaboration and efforts to highlight the needs of this important corridor, and we thank the Council and Task Force for considering their nomination.

Sincerely,

A handwritten signature in blue ink that reads "Mandy Putney".

Mandy Putney, Policy and Development Manager  
ODOT Region 1

October 30, 2019



2020 Task Force and Metro Council  
Attn: Chris Deffebach  
[Christina\\_Deffebach@co.washington.or.us](mailto:Christina_Deffebach@co.washington.or.us)  
Washington County  
Hillsboro, OR 97123

**Re: Recommendation for OR 99W**

Honorable Task Force and Esteemed members of the Metro Council,

On behalf of the City of Tigard, I am pleased to submit this letter of support for the inclusion of Highway 99W for corridor planning in the forthcoming regional funding measure.

Highway 99W is a critical regional facility, which, like many other state highways, is not suited for today's traffic congestion and multi-modal needs. Through a coordinated effort with our coalition partners of Washington County, King City, the City of Tualatin, the City of Sherwood, and ODOT, corridor planning for Highway 99W will support our vision for a more walkable and transit-oriented and supported community.

Tigard is simultaneously served and divided by this historic state highway as it travels over four miles through the heart of our community. Largely limited to automobile travel, Highway 99W provides regional mobility to the Portland Metro area and to the greater Willamette Valley while also providing local access for residents and businesses along the corridor. Although it serves a critical transportation function, it should come as no surprise that the corridor fails to provide a level of service (through facility design and surrounding land uses) required to support desired transit, walking, and cycling modes of travel.

While some of the needs along Highway 99W have been identified through other projects, the corridor lacks a unified vision for future investments and growth. The City of Tigard believes that creating a unified vision in partnership with the other cities along the corridor, Washington County, ODOT, TriMet, and the community is critical to the success of Highway 99W. The outcomes of this corridor plan will include a corridor vision, extensive outreach targeted to communities of concern, an inventory of needs and opportunities, project cost estimates and prioritization, and identification of funding sources to construct prioritized projects.

We are encouraged that Metro Council and the Task Force have identified so many important projects as a part of the preparation for a regional funding measure in 2020. The Highway 99W corridor planning effort will meet the target outcomes identified by Metro Council, specifically the improved safety, investments that support communities of color, and supporting economic development.

Highway 99W is a critical transportation facility for our region. Planning for 99W will inform a future regional pipeline of projects that are cost-estimated and ready for construction as funding becomes available.

We ask you to include Highway 99W in the regional funding measure.

Respectfully submitted,

A handwritten signature in black ink, appearing to read "J. Snider", with a horizontal line extending to the right.

Jason B. Snider, Mayor  
City of Tigard, OR

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<sup>[1]</sup> See Comments of ExteNet at 5; Comments of CTIA at 8; Comments of the Competitive Carriers Association at 6; Comments of T-Mobile at 8-9.

<sup>[2]</sup> See Small Cell Order n.233.

<sup>[3]</sup> See, e.g. Comments of T-Mobile at 8-9 (arguing that the mere fact that a rate exceeds the safe harbor amount is “a further reason preemption is clearly warranted”).





# City of King City

15300 S.W. 116th Avenue, King City, Oregon 97224-2693  
Phone: (503) 639-4082 • FAX: (503) 639-3771  
[www.ci.king-city.or.us](http://www.ci.king-city.or.us)

October 29, 2019

Dear 2020 Task Force and Metro Council,

On behalf of the *City of King City*, I am pleased to submit this letter of support for the inclusion of Highway 99W for corridor planning in the regional funding measure. Highway 99W connects our city to the Portland Metro area and to the greater Willamette Valley. It is a critical regional facility, which, like many other state highways, is not suited for today's traffic congestion and multi-modal needs. Corridor planning for Highway 99W will support our community's vision by addressing multimodal transportation concerns in our area including pedestrian, bicycle, automotive and freight transportation. It is our hope that a holistic review and planning effort along the 99W corridor will have a positive outcome to the future transportation needs of the growing region.

While some of the needs along Highway 99W have been identified through other projects, the corridor lacks a unified vision for future investments and growth. King City believes that creating a unified vision in partnership with the other cities along the corridor, Washington County, ODOT, TriMet, and the community is critical to the success of Highway 99W. The outcomes of this corridor plan will include a corridor vision, extensive outreach targeted to communities of concern, an inventory of needs and opportunities, project cost estimates and prioritization, and identification of funding sources to construct prioritized projects.

We are encouraged that Metro Council and the Task Force have identified so many important projects as a part of the preparation for a regional funding measure in 2020. The Highway 99W corridor planning effort will meet the target outcomes identified by Metro Council, specifically access to and for multimodal transportation, improved safety for all modes, investments that support communities of color, provides fluid transportation network and access to regional areas supporting economic development. Highway 99W is a critical transportation facility for our region. Planning for 99W will inform a future regional pipeline of projects that are cost-estimated and ready for construction as funding becomes available. We ask you to include Highway 99W in the regional funding measure.

Thank you for your consideration.

Sincerely,

Kenneth Gibson  
Mayor King City

# Highway 99W Corridor Study – Washington County

## Responses to Task Force Questions from February 18, 2020

March 11, 2020

### Background

Washington County, Tigard, Sherwood, Tualatin, and King City request \$5 million to fund a Highway 99W Corridor Plan. Oregon Highway 99W supports a wide range of uses from connecting parts of the state to the Metro region to a daily commuter road between cities in south Washington County. Increasingly, the corridor also supports a growing urban community. Just like Tier 1 corridors TV Highway and 82<sup>nd</sup> avenue, this regionally significant corridor has been designed for vehicle traffic and not for the growing needs of pedestrians, bicycles and transit. Unlike those Tier 1 corridors, however, there has not been a multi-jurisdictional planning process that would have made it prepared for construction investments. ODOT, Washington County, Tigard, Sherwood, Tualatin, and King City have put their money into incremental fixes and preparing the baseline scope for a corridor plan.

Funding through Metro's Get Moving 2020 investment would unlock the possibility to receive transformational funding to meet a backlog of safety needs and position this area for the future so that transit-supportive multimodal projects can be identified, prioritized, and funded.

*NOTE: Original Tier 2 request is attached for reference.*

### Responses to Task Force Questions:

*Can you share more about what you mean by improving safety and equity outcomes?*

Highway 99W is identified by Metro as a High-Injury corridor<sup>1</sup>, so we already know that there are significant safety concerns throughout this stretch of the system. Metro's study indicated that the serious crashes in this area include serious injuries for bike, vehicle and all network users. Near the highest concentration of fatal crashes in the Tigard Triangle, two census tracts have poverty rates of 22.5% and 28.3%, compared to the regional average of 12.9%. Approximately one in eight residents within a ½ mile of Highway 99W live in poverty.

As stated at our presentation, the risks are not just to those using 99W directly, but the difficulty of crossing the highway as it runs through the center of the cities along the corridor, separating residential areas from commercial areas.

- King City has a great need for safety improvements for their high number of seniors who cross the wide intersection of Durham Road and 99W for groceries.
- Sherwood is concerned about the need to cross 99W for a new high school built to the north of the road, while the majority of students live in neighborhoods to the south.
- Tualatin is using local dollars to install sidewalks to connect a mobile home park and residential neighborhoods with nearby restaurants and job sites.
- In Tigard, the corridor has the highest frequency of fatal injury crashes, with many of those being pedestrians and bicyclists. Additionally, Tigard recently completed a Transportation Safety

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<sup>1</sup> See Metro's High Injury Corridors & Intersections Report, April 2017 (<https://www.oregonmetro.gov/sites/default/files/2018/07/02/HighInjuryCorridorsReportApril2017.pdf/>)





A comprehensive corridor study would help identify and potentially engineer effective safety mitigations to ensure the safety of all roadway users with an emphasis on those either choosing not to drive or unable to for whatever reason. To address these concerns, the planning process needs to address the needs of all of these users. One goal of the planning process will be to address the need for safer crossings, better pedestrian and better cycling facilities throughout the corridor.

Planning investments in the corridor would also look for better opportunities to take drivers off the road without displacing the cars onto surrounding surface streets, which often leads to moving the safety concerns instead of reducing them. Given the demographics of the census tracts surrounding the corridor, this planning process will provide solutions for increasing the safety outcomes for a diverse population of users and identify plans for creating better access to transit.

Not only is the corridor, therefore, reflective of many equity issues within Washington County, the Highway 99W corridor connects eastern most areas identified in Metro and the Regional Transportation Plan's equity areas (communities of color, low income, and low education proficiency) with outer regional equity areas in Yamhill County on the western edge. As the Metro area has grown and become more expensive, many former Metro residents have moved into the Yamhill County area adjacent to Sherwood. This population is still likely to be commuting into the Metro area for employment. And upon completion of the Southwest Corridor light rail extension, it is more likely that users will be using Highway 99W to connect to the new transit option. Without a full study of the corridor, the problems of high-injury accidents and increased conflicts between modal types will merely increase without a chance for a comprehensive solution.

*Can you share more data on equity and communities of color along this corridor?*

The Coalition of Communities of Color's *Leading with Race: Research Justice in Washington County* report identified that 1 in 3 people in Tigard, Tualatin and Sherwood are people of color.

As part of ODOT's initial Hwy 99W scoping exercise, the project team did some demographic analysis of the 9-mile corridor, which passes through a variety of places ranging from a National Wildlife Refuge to industrial employment lands to King City and downtown Tigard and found:

- As of the 2010 Census, 13% of the residents of the Census Blocks that intersect the ½ mile buffer around the Highway 99W corridor claimed Hispanic or Latinx ethnicity, and 17% reported a racial category other than white/Caucasian.
- Approximately one in eight residents of the Census Tracts within the corridor buffer area lives in poverty.
- Two of the adjacent Census tracts (both near the connection to 217) have poverty rates of 22.5% and 28.3%, compared to the regional average of 12.9%.
- The 2013-17 American Community Survey (ACS) data for the corridor buffer Census Tracts show that roughly 6% of the residents have a disability.
- Approximately one in twenty residents speak a language other than English at home and speak English less-than-well.
- Approximately one in twenty residents speak a language other than English at home and speak English less-than-well.

*What is the vision you have for this corridor as it relates to multimodal investments and impacts to marginalized communities?*

A first step in creating a corridor plan is to develop a vision. In working with ODOT to provide an initial scoping for the plan, the local partners have created a vision statement for the plan: “develop a blueprint to guide the transformation of Highway 99W into a transit-supportive multimodal corridor.” Based on previous planning efforts, we know that transit in the corridor is currently limited, and that bicycle lanes and sidewalks are incomplete. In addition, the access to transit is insufficient. The corridor plan will focus on improvements to the entire system, focusing on the multi-modal opportunities that can relieve other safety concerns.

One of the first steps in the planning process will be engaging historically marginalized communities who live in or use the corridor to better understand their needs, challenges, and desired equity and safety outcomes. The initial scoping exercise that ODOT has undertaken included interviews with advocacy groups and social services. In those interviews we have heard that traditionally marginalized communities about concerns with job access and environmental harm from congestion, safety concerns of aging infrastructure or lack thereof, and the lack of quality transit.

*How have you or do you plan on engaging with impacted or potentially impacted communities?*

ODOT’s initial scoping exercise has included stakeholder interviews with partner agencies, elected officials, education/school districts, advocacy groups, human and social services, affordable housing, Chambers of Commerce, first responders/law enforcement. These stakeholder interviews have been informative for scoping the engagement work that will be included as a part of the larger study. Additional engagement for this corridor can be informed by the successful strategies developed through the Southwest Corridor Equitable Development Strategy (SWEDS).

Tigard has a demonstrated track record of robust community engagement focusing on historically marginalized communities. Three current and recent examples include the *Washington Square Regional Center Plan Update*, *Tigard’s New Tigard Triangle: Planning for Equitable Development*, and the *Southwest Corridor Equitable Development Strategy*.

- The Washington Square project consultant team includes Verde, a community based organization, who also assisted the city with community engagement on the Metzger Community School Project. In addition to a commitment to engaging with the surrounding communities, the WA Square project will conduct a residential displacement analysis to understand how redevelopment will impact housing in and outside the regional center with recommendations on tools to address displacement risks.
- The New Tigard Triangle project contracted with Unite Oregon to get community feedback on urban renewal project priorities. The top ranked projects include supporting affordable housing, parks, and Hwy 99W pedestrian improvements (within the Urban Renewal district).
- The City of Tigard worked with Unite Oregon to hold two community meetings (in four languages) regarding transit justice, impacts on housing and displacement. Resulting in a Community Letter for Residents Needs to Stay in Place AND a third community meeting AND public hearing hosted in four languages regarding the Southwest Corridor Light Rail Draft Environmental Impact Statement. A fifth meeting was held in January 2020 in conjunction with COT, Portland, Metro, Unite Oregon and Proud Ground about Keeping the SW Corridor

Affordable as a follow up to this work and investigating potential strategies such as land banking.

In 2019, through the Tualatin 2040 project, the project culminated in the successful passage of Tualatin's first-ever affordable housing strategy. The project was a significant step for equitable community engagement, as the following new actions were performed:

- Spanish translation of all meeting minutes and important documents
- Spanish interpretation offered at all public meetings
- Engagement tracking of race, age, income, and gender for all community engagement to identify where audiences were or were not being reached
- Intentionally diverse selection of advisory committee members for race, income, gender, and age
- Coordination with Tualatin's Diversity Task Force that informed outreach materials, methods, and housing strategies presented to the public and City Council

In working towards a successful planning project, we are prepared to continue with this level of engagement to ensure that participation in the planning process is inclusive and specifically seeks out the needs and expectations of those that are most impacted by the Highway 99W corridor in all cities and in-between.

*Please provide additional information about affordable housing in this corridor.*

Within the corridor, 53% of the housing units within a half mile of the highway are rental apartments or condos.

In Tigard, there are 952 existing regulated affordable housing units in 23 complexes within a half mile of the highway. In addition, with the support of Community Partners for Affordable Housing (CPAH), Washington County and others, within Tigard there are over 1,000 units of affordable housing in the pipeline, near or adjacent to 99W, including:

- Fields Apartments (in construction, 260 units)
- Red Rock Creek Commons (in construction, 48 units)
- 72nd and Baylor (in building permit review, 80 units)
- Senior Center Housing (in design, 50-60 units)
- Related NW Housing Development (in design, 140-150 units)
- CPAH project (in feasibility, units unknown)

Tualatin established its first-ever affordable housing strategy in 2019 and is actively engaged with affordable housing developers to locate a site.

King City was recently approved by Metro for an urban growth boundary expansion that will nearly double the population. The new area will provide a diversity of housing and jobs, which is in line with Metro's 2040 Growth Concept.



As all the housing comes online, travel demands in the corridor will increase. To ensure that affordable transportation options are aligned with the new affordable housing investments, now is the time to complete the corridor plan.

*How could this investment leverage other regional or local investments? (Consider transportation as well as housing, parks and nature, and other priorities.)*

A comprehensive Hwy 99W corridor plan can identify opportunities for strategic investments in the corridor from multiple funding sources – leveraging other public and private investments.

Highway 99W is closely connected to the SW Corridor project, as it will provide access to future station areas. Improving transit and non-motorized access along and across 99W will support the use of the new light rail line.

Several of the affordable housing projects noted above are expected to utilize funding from the recent regional affordable housing measure.

A complete plan could also leverage regional and local investments by identifying how to complete gaps in regional trails and other active transportation improvements. The Highway 99W Corridor connects to several trails which could compete for funding from the 2019 regional parks and nature bond measure.

Trails in the corridor include: Red Rock Creek

- Westside Trail
- Ice Age Tonquin Trail
- Tualatin River Greenway
- Tualatin River National Wildlife Refuge

The corridor connects the downtown areas of Sherwood and Tigard, which have had significant investments in recent years. Plans for future improvements which can be leveraged with the 99W Corridor plan.

Finally, Highway 99W supports resiliency, clean air, water, and healthy ecosystems as it connects to the Tualatin River National Wildlife Refuge. In addition, good planning will assist in improving a patchwork stormwater system as improvement projects can be planned for proper coordination.

*If you aren't able to get the full requested amount, are there phasing opportunities?*

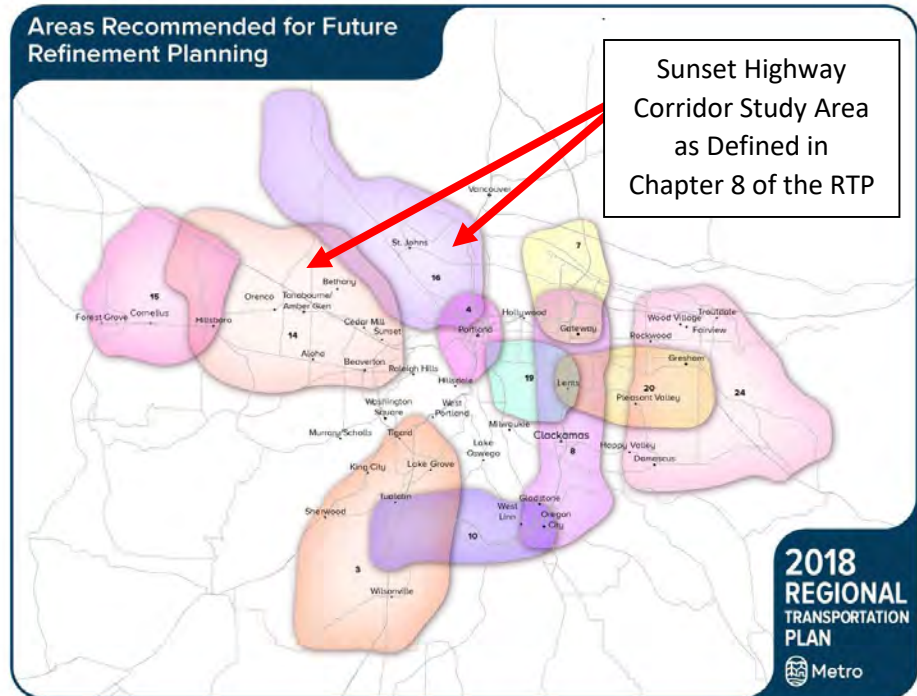
- This request is for planning funding only, which can be scaled accordingly by limiting the detail in the level of design for potential improvements.
- A minimum of \$1 million is necessary for comprehensive community engagement to develop the corridor vision.
- Additional funding would support identification of specific projects, development of planning level cost estimates, prioritization of projects and preliminary design.

# Get Moving! Proposal for a Planning Project

## Sunset Highway Corridor Study

### Introduction

This proposal seeks to secure \$1.3 million in funding from the possible regional transportation investment measure to augment a pending corridor study on US26 (the Sunset Highway) from the Brookwood Parkway interchange in Hillsboro to the I-405 interchange in Portland. This proposal details the goals and scope of work for the corridor study and provides information requested by Metro staff for use in prioritizing potential T2020 planning projects.



The Sunset Highway (US 26) is a major mobility corridor for the Portland Metro region and the state of Oregon. The area served by the Sunset Highway has experienced significant economic and population growth over the last decade and these trends are expected to continue. Improved freight access to and from the west side of the Portland metropolitan region and employee mobility between economically disadvantaged communities and family wage jobs located in North Hillsboro are major issues that will be addressed in the study. The first step towards improved mobility in the corridor is to launch a planning process to identify existing deficiencies, evaluate potential transportation system improvements and weigh the viability of potential projects to address the identified transportation system constraints.

The City of Hillsboro is submitting this planning study application as the lead project sponsor; however any funding authorized through the Metro funding measure is intended to augment existing funding committed by the Oregon Department of Transportation, Washington County and the City of Hillsboro. The project partners support undertaking a comprehensive multi-agency study of the corridor to identify multi-modal solutions that will meet current and future transportation challenges.

### Description of the Goal, Location and Scope of Possible Planning Project

The goal of the Sunset Highway corridor study is defined in Section 8.2.4.6 of the 2018 Regional Transportation Plan (RTP), which states that “the study shall evaluate the costs and benefits of a range of potential investments intended to reduce hours of congestion in the corridor, improve travel time reliability, reduce crash frequency and improve transit utilization.” The RTP further states that the

objective of the study is to “identify a set of potential investments that would be subsequently advanced for further study and potential project development and funding.”

According to Section 8.2.4.6 of the 2018 RTP, the location of the corridor study is “centered on the US26 Sunset Highway which extends from the Oregon Coast through the Vista Ridge Tunnel where it intersects with the I-405 loop accessing I-5 and I-84. The specific study area will include the area between the Brookwood Parkway interchange in Hillsboro to the I-405 interchange in Portland.”

US26 is unique due to the fact that hazardous materials are not allowed to be transported through the Vista Ridge tunnels. These materials, such as petroleum products or industrial gases used in the manufacturing of silicon wafer products, are typically transported via Cornelius Pass Road or other secondary parallel routes. Because freight and employee mobility also depend on the Sunset Highway’s complementary parallel arterial roadways (Cornelius Pass Road, Cornell Road, Barnes/Burnside Road and the Beaverton-Hillsdale Highway), those facilities will also be included in the study. The RTP recognizes that any improvement or inaction on the Sunset Highway will determine how these complementary parallel arterial roadways function now and in the future.

The scope of the corridor study is listed below in twelve work tasks:

1. **Define goals and objectives:** The study will clearly describe the desired outcomes from conducting the analysis of potential system improvements. The goals will be specific, realistic and quantifiable and developed in coordination with key stakeholders.
2. **Develop purpose/statement of need:** The study will define the purpose of the proposed improvements and the transportation system needs and their relation to the regional/statewide economy.
3. **Define problem statement/background information:** The study will provide adequate context describing the importance of the corridor to the region and identify the existing and anticipated challenges requiring system enhancements for passenger and freight mobility.
4. **Establish study area:** The study will clearly describe the transportation corridor(s) included in the analysis.
5. **Document existing conditions:** A key section of the study will be analysis of existing transportation, land use, and environmental conditions. This will include:
  - a. Transportation system data collection from sources such as the Portland Region Traffic Performance Report.
  - b. Review and summarize plans, policies, planned projects (e.g. from the Metro Regional Transportation Plan), and linkages to existing land uses.
  - c. Environmental baseline report to describe environmental conditions and constraints in the study area. Incorporate existing carbon and greenhouse gas inventory mapping under development by City of Hillsboro funded study in partnership with Portland State University.
  - d. Refine regional mesoscopic transportation demand model and calibrate to existing fleet mix, travel volumes, speed conditions, and existing black carbon and greenhouse gas emissions inventory map.



6. **Future conditions analysis:** This section of the study will analyze conditions over a 20-year planning and management period.
  - a. Land use analysis will address adopted land use plans and define what level of land development is anticipated to occur.
  - b. Forecasted traffic conditions based on adopted plans and the regional transportation demand model and enhanced calibrated regional mesoscopic model to define how the transportation system performs if no system changes are made (beyond those already scheduled and funded).
7. **Define range of alternatives:** The primary focus of the study will be the development and analysis of a set of multi-modal transportation improvements and demand management strategies, such as congestion pricing, which will address the identified purpose and need.
  - a. Define methodology to develop the list of alternatives for analysis, including review of existing studies and planning sources and discussion with key planning, major projects and preliminary design staff and executive management team, among others.
8. **Conduct analysis** of the benefits, implications, and challenges for a range of alternatives.
  - a. Evaluate alternatives using regional transportation demand model to estimate mode choice benefits, vehicular and transit demand, hours of congestion, travel route diversion, latent demand and induced demand effects with investment options.
  - b. Utilize calibrated regional mesoscopic model to evaluate alternatives impact or benefit on travel demand, travel speeds, and emissions of black carbon and greenhouse gas relative to existing base case emissions inventory map.
9. **Estimate potential costs:** The study will include planning-level cost estimates for each alternative considered or a subset of viable alternatives.
10. **Engage stakeholders and public:** The study will have a stakeholder and public involvement component, such as an advisory committee with representation of relevant counties, cities, regional government, ports, and tribes to ensure the study addresses appropriate local and regional concerns through a process that can be used in subsequent NEPA phase analyses.
11. **Recommend range of alternatives** to carry forward into future project phases, including the NEPA process.
12. **Discuss anticipated next steps** following completion of the study and the definition of needs and associated range of alternatives to serve such needs. Future phases will include defining the project development processes, stakeholder engagement, regulatory compliance requirements which may include a NEPA strategy and environmental review process, and potential funding strategies.

## Consistency with the 2018 RTP Policies, Mobility Corridors and/or Project List

The RTP identifies areas in the region – called mobility corridors – that are recommended for more detailed planning to identify multimodal investment strategies adequate to service regional transportation needs in the corridor. Further, many of the mobility corridors identified for further planning in the RTP are identified because they do not meet the adopted regional mobility policy.

The RTP states that a plan for a mobility corridor must identify the capital and operational improvements that the corridor needs consistent with the region’s congestion management process. If the mobility corridor does not meet the outcomes-based performance standards of the RTP and/or does not fully answer questions of mode, function and general location, the RTP calls for further planning to determine them.

Individual corridor planning projects were identified in the 2018 RTP. The RTP identifies mobility corridors #13, #14 and #16 as the Hillsboro to Portland stretch of US26 and US30. **Figure 8.6** from the RTP depicts the locations of mobility corridors #13, #14 and #16. All three are included in the same description due to the interconnected nature of vehicular and freight travel from Hillsboro to Portland via the west hills connected via Cornelius Pass Road.

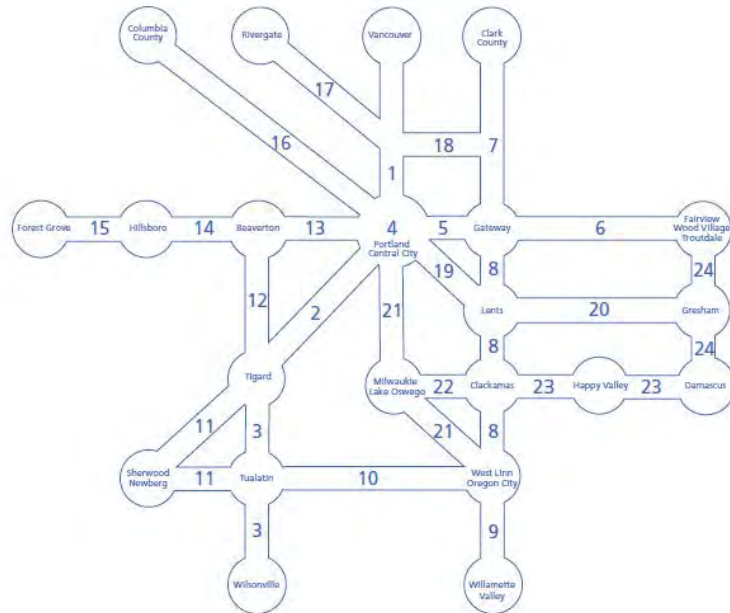
The 2018 RTP concludes that the US26 corridor has unmet needs and is a priority for future study.

## Consistency with Metro’s 2040 Plan and land use implications of the project

The 2018 RTP is a key tool for implementing the 2040 growth concept, our shared land use and transportation strategy for managing growth. The plan sets the course for future transportation planning and investment decisions and continued implementation of the growth concept. To that end, the RTP recognizes that each mobility corridor strategy will need to be uniquely tailored by optimizing operations on existing transportation facilities.

There are no easy solutions in the US26 mobility corridor. Because of multiple congestion points in the corridor, the few existing arterial connections between Washington County and Multnomah County over the West Hills are saturated with traffic during morning and afternoon commute periods. Urban to urban traffic regularly uses rural farm to market roads to bypass queues and recurring congestion on

Figure 8.6 Illustrative Map of Mobility Corridors in the Portland Metropolitan Region



US26, overloading rural communities with urban traffic and subjecting local residents to peak period congestion.

The US26 mobility corridor connects the centers of Hillsboro and western Washington County to Portland and the rest of the region. As such, strengthening mobility in the corridor supports the 2040 growth concept by facilitating residential and employment growth in existing centers. The region, and indeed the entire state, greatly benefit from the tens of thousands of family wage jobs in the high tech employment center of Hillsboro's industrial center. Providing mobility in the corridor for all residents, including communities of color, economically disadvantaged populations and marginalized peoples, is in the public interest and provides an important regional connection to opportunity for all. Linking Washington County's employment growth to the economically disadvantaged populations in the eastern section of the region through multi-modal enhancements will foster increased prosperity benefiting the entire region.

According to the Metro Regional Transportation Plan (RTP), the Sunset Highway Corridor will comprise 22 percent of the region's households, 20 percent of the region's population, and 31 percent of the region's employment by 2040. Much of the existing and projected employment is traded-sector manufacturing, which places a high priority on its ability to reliably import raw materials and export finished goods to the national and international market through Portland's air, water, rail, and trucking distribution infrastructure. Providing enhanced viability of competitive bi-directional non-vehicular mobility options serving both the employment growth in the Sunset Corridor, as well as the continued employment growth in the Portland Central City, will be essential to reducing the environmental impacts of this challenged corridor.

#### **List of Task Force and Metro Council outcomes that the planning process will focus on delivering**

The Regional Transportation Funding Task Force has adopted goals and objectives for a regional transportation investment measure that will improve safety, prioritize investments that support communities of color, make it easier to get around, support resiliency, support healthy ecosystems, support economic growth and leverage regional and local investments. **Table 1** below documents how this proposal is consistent with and furthers the preferred outcomes.

**Table 1**  
Consistency with Task Force and Metro Council Outcomes

Goal	How Met	Level of Alignment
Improve Safety	Detailed study of safety hot spots and crash locations	High
Prioritize Investments for COC	Measures urban to urban travel changes on rural communities and economically disadvantaged communities connecting with family wage jobs. Washington County is the most diverse county in Oregon. Evaluates improvements on farm-to-market roads, evaluates travel options to provide connections between housing and economic opportunity.	High
Easier to Get Around	Evaluates actions that prepare for future growth, evaluates transit options, focuses on decreased commute times and evaluates freight mobility.	High
Supports Resiliency	Measures effect of limited corridor travel on rural roads, measures effect of Vista Ridge tunnel collapse on remainder of system.	High
Healthy Ecosystems	First in Oregon scientifically measured greenhouse gas emission footprint of a major mobility corridor, evaluates options quantifying potential greenhouse gas emissions footprint reductions for range of investment alternatives.	High
Supports Economic Growth	Evaluates access to employment centers, evaluates freight mobility, measures job growth and increase in system effectiveness. Evaluates reduction of hours of congestion re-opening freight mobility opportunities.	High
Leverages Investment	T2020 funds will augment existing funds already committed.	High

**Support from Project Partners**

On September 18, 2019 Governor Kate Brown issued a directive to the Oregon Department of Transportation to work with regional partners to complete a Transportation Systems Improvements Study on the US26 corridor. The Governor directed ODOT to examine system conditions and needs and evaluate ideas on how to address growing transportation system demands, along with identifying actions that ODOT and its regional partners can take to build a multimodal system that supports all who rely on it. The Governor’s letter to ODOT is included in this application.

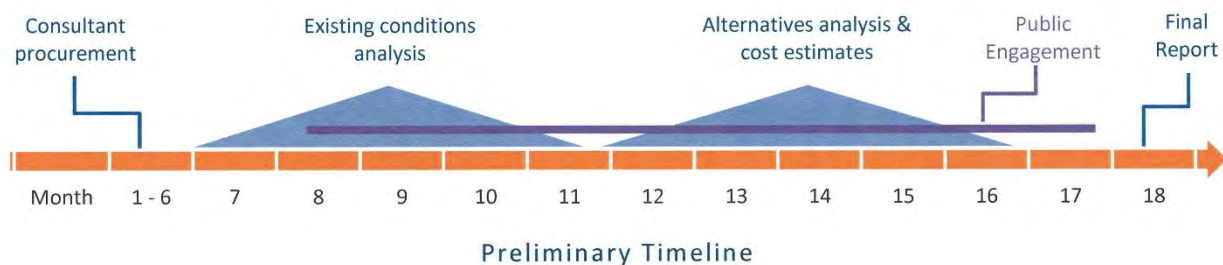
Both Washington County and the City of Hillsboro have taken further action to add funding and resources to the study requested by the Governor. Both jurisdictions will contribute \$100,000 each in local funds plus staff time to the project. The City of Hillsboro has also allocated an additional \$200,000 for a detailed scientific survey of the corridor’s existing greenhouse gas (GHG) emission footprint, partnering with leading air quality scientists and air toxin health officials to forge a new path for evaluating alternatives that lead to the lowest possible GHG emissions footprint in the corridor. This work is currently underway.

Attached to this application are copies of letters of support for the Sunset Highway Corridor Study from Washington County and the office of Governor Kate Brown on behalf of the Oregon Department of Transportation.

### **Timeline for the Project, Including Key Milestones**

The study is anticipated to take approximately 18 months to complete, including about 6 months to develop the scope of work and procure a consultant team to provide pre-NEPA analysis of existing conditions and improvement alternatives, and conduct public involvement facilitation. The environmental pre-study and corridor emissions mapping work presently underway is anticipated to conclude by the Fall of 2020. **Figure 1** below documents the project timeline and anticipates a successful Metro transportation funding measure in November 2020 as the trigger for commencement of the study.

**Figure 1**  
Sunset Highway Corridor Study Anticipated Schedule



### **Estimated Cost for the Planning Process as well as staffing and resource commitments from agencies**

A preliminary cost estimate for this effort, which represents the first phase of existing conditions and alternatives analysis, is approximately \$2,500,000 including both agency staff and consultant costs. An estimated \$1,200,000 is assumed by the existing project partners and \$1,300,000 is being requested by this proposal. The magnitude of the cost reflects the complexity and scope of the corridor's extent, spanning from north Hillsboro to Portland's I-405 interchange and addressing implications to other corridor facilities including US30, connecting rural roadways such as Cornelius Pass Road, Newberry Road, Germantown Road, Cornell Road-Lovejoy, Barnes Road-Burnside and impacted urban roadways in northern Tualatin Valley and North/Northwest Portland.

Transit service, such as the planned Redline Extension to Hillsboro and expanded bus service in the corridor, will require evaluation of future alternatives to meet existing and future growth demands. Recent work led by the City of Hillsboro in partnership with Metro modeling staff has identified significant potential transit opportunities for the corridor including possible additional park and rides west of the Sunset Transit Center as well as potential bus-on-shoulder opportunities.

Evaluation of multi-modal alternatives supporting the Sunset Highway corridor must include a robust assessment of investment alternatives impacts on the black carbon and greenhouse gas footprint of the corridor and its complimentary facilities. Preliminary air quality work is currently being undertaken by the City of Hillsboro utilizing the expertise of transportation and air quality consultants such as Portland State University and the Oregon Department of Environmental Quality. In order to accomplish this work, the corridor study requires a budget sufficient to provide high quality comprehensive environmental impacts reporting in order to assure fully informed policy making that vet future investments worthy of further advancement.

Finally, the nature of the corridor’s extent and investment implications warrant a robust public engagement process. This will require a significant budget to assure opportunities are available for input from all members of the affected communities.

### **Identification of any previous planning processes in the area, as well as prior public engagement**

The 2013 *Westside Freight Access and Logistics Analysis* found that greater Portland’s export economy relies on the computer and electronics industry, which accounts for over half the value of the region’s exports. This industry is primarily located on the region’s Westside, sometimes called the “Silicon Forest,” and depends on a tightly managed supply chain to efficiently bring products to markets that are mostly outside of the greater Portland area. Addressing freight mobility challenges experienced by the Westside computer and electronics industry will also benefit the footwear, apparel, medical, dental, agricultural and pharmaceutical industries in Washington County.

Freight movement between the Westside industries and the PDX freight consolidation area and the Portland International Airport depends on two routes:

1. US 26 eastbound to I-405 northbound to I-5 Northbound to Columbia Boulevard; and
2. Cornelius Pass Road northbound to US 30 to Columbia Boulevard via the St. Johns Bridge.



In interviews conducted for the *Westside Freight Access and Logistics Analysis* study, freight shippers of computer and electronics products reported afternoon congestion and reliability challenges within the US 26/I-405/I-5 corridor and that Cornelius Pass Road/US 30 becomes the de facto route in the afternoon. This was confirmed in travel time analysis conducted in conjunction with the study. In addition, ODOT Region 1’s *Portland Region 2016 Traffic Performance Report* documented a further degradation of travel in the US 26 corridor since 2013 and identified that US 26 eastbound between Highway 217 and I-405 ranks as the most congested corridor in the region’s top 10 bottlenecks at 13.5 hours per weekday. By comparison, the I-5 Rose Quarter experiences 9.25 hours of congested flow. Between 2015 and 2017, ODOT has identified that the cost of congestion for this





Governor Kate Brown



September 18, 2019

Paul Mather  
Deputy Director  
Oregon Department of Transportation

Dear Mr. Mather,

As you know, congestion in the Portland metro area has reached a critical juncture. Not only does unprecedented congestion present challenges for Oregonians spending hours in traffic, it adversely impacts freight mobility, regional, statewide, and national connectivity, and threatens the economic viability of our state and the Oregon businesses reliant upon our transportation system.

The Transportation Funding Package passed by the 2017 Legislature (HB 2017 (2017)) takes many steps to address this increasing challenge; the Oregon Transportation Commission has taken additional steps to build upon that work. Now, the Governor directs the Oregon Department of Transportation to collaborate with regional partners to complete a Transportation System Improvements Study to examine system conditions and needs on the Sunset Highway Corridor (U.S. 26) on Portland's west side. The study should include ideas on how to address growing transportation system demands. The study should engage regional stakeholders including but not limited to Multnomah County, Washington County, the cities of Beaverton and Hillsboro, TriMet, and Metro.

The Governor requests that you closely examine the Sunset Corridor on the metro region's west side and evaluate actions ODOT and its regional partners can take to build a multimodal system that supports all who rely upon it.

Thank you for your work on this important issue; we look forward to engaging a productive conversation after the completion of this study.

Sincerely,

A handwritten signature in black ink that reads "Brendan C. Finn".

Brendan Finn  
Transportation Policy Advisor

cc: Robert Van Brocklin, Chair, Oregon Transportation Commission



October 29, 2019

Dear "Get Moving 2020 Task Force" and Metro Council:

On behalf of the Washington County Board of Commissioners, I am writing to express our support for the city of Hillsboro's request for the Task Force and Metro Council to designate the US 26 Corridor a Tier 1 corridor in the Get Moving 2020 measure for corridor planning funds. The proposed measure funding would leverage the effort directed by the Governor for ODOT to collaborate with regional partners to complete a Transportation System Improvements Study to examine system conditions and needs on the Sunset Highway Corridor on Portland's west side. Washington County and the city of Hillsboro each earmarked \$100,000 in local funding to support this effort. We appreciate this investment from the State; however, additional funding is needed to complete a robust corridor plan.

The US 26 Corridor is one of the region's most congested and least-reliable corridors, despite the success of the parallel MAX red and blue lines. The 2018 Regional Transportation Plan identified the Corridor as a need for Corridor Refinement Planning, which recognizes that the projects in the RTP do not address the identified corridor deficiencies.

Major solutions to the deficiencies in this corridor will require long-term efforts. However, other near-term improvements are possible. The additional \$1.3 million in corridor planning funds as requested from the Regional Transportation Funding Measure will support the shorter-term efforts while continuing to explore long-term solutions to improve mobility, safety and reliability between I-405 to Brookwood Parkway on US 26.

Washington County is pleased to partner with ODOT, the City of Hillsboro and others as we endeavor to identify improvements in this corridor through this study consistent with the Task Force and Metro Council values for the Get Moving 2020 Funding Measure.

Thank you for your consideration.

Sincerely,

Chair Kathryn Harrington  
Washington County Board of Commissioners

cc: Board of County Commissioners  
Steve Callaway, Mayor, City of Hillsboro

**Board of County Commissioners**

155 North First Avenue, Suite 300, MS 22, Hillsboro, OR 97124-3072  
phone: (503) 846-8681 • fax: (503) 846-4545



## MEMORANDUM

**To:** Margi Bradway, Deputy Director of Planning, Metro  
Andy Shaw, Director of Government Affairs. Metro

**From:** Brad Choi, Transportation Planner  
Gregg Snyder, Transportation Planning Supervisor

**Date:** March 11, 2020

**Subject:** Metro Transportation Funding Task Force: Tier 2 Questions  
Sunset Highway Corridor Study – City of Hillsboro

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**1. What's the commitment of the state, or other funds that are being leveraged to support this planning process?**

The \$1.3 million in requested Metro funds will be matched with an additional \$1.2 million of committed funds that are being leveraged to support this study. This amount includes approximately \$1 million from the Oregon Department of Transportation (ODOT) with support from the Governor's office, and \$100,000 each from Washington County and the City of Hillsboro.

**2. The proposal covers a wide geographic area. Who are the partners that you anticipate working with you on this study?**

We don't anticipate the study to start until 2022, so many details about the study have not been worked out. Despite this, we expect the study to be a collaborative process that takes in a wide variety of viewpoints from community leaders, transportation experts, elected officials and the community at large. As such, we welcome all partners who are concerned about the future of the US 26 corridor. If our request for \$1.3 million dollars in study funding is successful, Metro will become the newest committed funding partner in the study.

In addition to the three committed funding partners — Oregon Department of Transportation (ODOT), Washington County, and the City of Hillsboro — we would expect cities (Portland, Beaverton, Cornelius, Forest Grove, etc.), counties (Multnomah County and Columbia County), TriMet, the Port of Portland, community groups, business groups, and neighborhood groups surrounding the corridor to be involved.

**3. Have you looked at focusing specifically on transit investments in the corridor?**

City staff have evaluated more than a dozen potential transit service alternatives in the US 26 corridor over the last year. The leading transit service alternative is a limited stop, high-speed express bus route connecting Forest Grove to downtown Portland with stops in downtown

Cornelius, downtown Hillsboro, the North Hillsboro Industrial Area, the Amberglen Regional Center, Tanasbourne and the Sunset Transit Center.

City staff have also been exploring complimentary transit elements very similar to the Enhanced Transit Corridor (ETC) projects included in many of the Tier 1 corridors. Priority freeway on-ramp treatments and buses driving on the shoulders of US 26 have the ability to increase the number of daily rides by more than 20%. Staff have investigated a complimentary park and ride component to the express bus service which shows a consistent demand for more than 1,800 park and ride spaces in the corridor.

**4. Does this study include examining bicycle mobility and safety?**

We expect the study will examine bicycling and walking alternatives to provide a safe network for users along the US 26 corridor. Currently there is a separated bicycle pathway along portions of Sunset Highway through Sylvan Hill, which ends at approximately Highway 217. This study is an opportunity to evaluate alternatives to develop additional low-stress, separated, and connected bicycle and pedestrian facilities similar to this bike path to serve users along the Sunset Highway Corridor.

**5. How could this investment leverage other regional and local investments? (Consider transportation as well as housing, parks and nature, and other priorities).**

As mentioned before, the requested \$1.3 million in planning funds is leveraged by the addition of \$1 million from the Oregon Department of Transportation, \$100,000 from Washington County, and \$100,000 from the City of Hillsboro.

The goal of the corridor study is to identify a series of transportation investments that, over time, will help achieve the Task Force values, such as improving safety, making it easier to get around, supporting resiliency, decreasing greenhouse gas emissions, and supporting economic growth. Today, there is not a regional consensus about how to improve mobility in the US 26 corridor. Hopefully, this planning process will lead to such a consensus and a joint plan for action.

**6. If you aren't able to get the full requested amount, are there phasing opportunities?**

No, not really. The \$1.3 million requested could be contributed over the course of 2 – 3 years, but other phasing opportunities are limited since the corridor study will last for a relatively short period of time.

**7. Will this study include consideration of a potential new road connection across Forest Park?**

Due to federal and state regulations, we do not believe a new surface road can be constructed across Forest Park and as such City staff are not contemplating adding one as a potential transportation solution. A new surface road across Forest Park is not listed as a potential solution to be studied in Chapter 8 (Section 8.2.4.6) of the currently adopted Metro *2018 Regional Transportation Plan (RTP)* and we have not had any public requests to add a new surface road across Forest Park to the study.

We do note that Chapter 8 (Section 8.2.4.6) of the currently adopted Metro *2018 Regional Transportation Plan (RTP)* includes a discussion of 16 potential transportation solutions that should be studied ranging from small traffic operations fixes to large infrastructure solutions. One of the largest and probably most expensive potential solution listed is “a new multimodal tunnel under Forest Park connecting to US 30 and the North Willamette Freight Bridge.”

The concept of a tunnel under the West Hills is not new. Today, there are five tunnels under the West Hills—twin tunnels for vehicles, twin tunnels for light rail, and one for freight rail. The twin tunnels under Washington Park and the Oregon Zoo serve the MAX Blue and Red Line. These twin MAX tunnels began operations over 20 years ago and are now an integral part of the region’s transportation system, providing mobility to and from Washington County and direct access to destinations in Washington Park, while having no impact to the surface operations of the park above.

**8. Would the proposer be open to explicitly putting a parameter on the study to exclude roads/road expansion through Forest Park even if they examine impacts of various Highway 26 options on side roads such as Cornelius Pass? If not, why?**

Since we don’t believe that a new surface road can be constructed across Forest Park we concur that it is not a realistic transportation solution to the problems in the US 26 corridor.

However, Forest Park already contains two major roadways, NW Germantown Road and NW Cornell Road, that combined carry tens of thousands of trips that are diverting from US 26 every day due to congestion. These roadways are substandard with no bicycle lanes, no parallel pedestrian paths, no lighting, no crosswalks, insufficient parking at park trailheads and steep, winding grades. At this point we have difficultly prematurely discarding what might be important infrastructure and safety upgrades to these facilities, especially since these types of improvements have been requested for years by residents who live in the immediate surrounding area.

Hillsboro is only one of the committed funding partners in this study but when the study starts in 2022 we will be happy to relay the Task Force’s thoughts, ideas, visions and values to the larger study team and the community at large.



# Memo

Date: April 6, 2020  
To: Metro Council  
From: Margi Bradway, Deputy Director, Planning & Development  
Subject: Regional Transportation Measure: Tier 2 Corridor Investment Recommendation

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At the Metro Council's April 7 work session, staff will seek Council's direction on potential investments in "Tier 2" corridors as part of Get Moving 2020, the proposed regional transportation investment measure. This memo provides background on the Tier 2 corridors, summarizes proposals submitted by jurisdictions and feedback from the Transportation Funding Task Force, and provides staff's recommendation for each of the four proposals received from jurisdictions.

### *What are the Tier 2 corridors?*

The Metro Council designated seventeen Tier 2 corridors in June 2019, based on input from the Task Force, community engagement findings and assessment of potential outcomes. These corridors were considered to have potential to advance key Task Force and Metro Council values, but with less urgent needs or fewer identified projects than the Tier 1 corridors. Tier 2 corridors were not included in the Local Investment Team project discussion over the summer, nor the Technical Workshops hosted by Metro, and therefore not considered as part of staff Tier 1 corridor investment recommendations released in October 2019, nor the Task Force's Tier 1 recommendations of December 2019.

The Metro Council directed that individual Tier 2 corridors could be considered for investment in the Get Moving 2020 measure if an agency partner or group of agency partners could demonstrate:

- the corridor and projects on that corridor align with Task Force and Metro Council desired outcomes for the measure
- those projects are supported by the local community
- those projects bring benefits and resources to parts of the region that aren't already directly impacted by other corridors in the measure.

The Metro Council directed that Tier 2 corridors with sufficient project identification and readiness could be considered for capital investment. Tier 2 corridors could also be considered to receive funds for corridor planning.

The Metro Council has been clear that Tier 2 corridor investments are intended to complement, not supplant, Tier 1 corridor investments. Funding for Tier 2 corridors in the measure ultimately depends on sufficient revenue capacity.

### *What has been proposed?*

Local jurisdictions interested in having a Tier 2 corridor included in the measure were directed to develop proposals for review by the Task Force and Metro Council, with a focus on describing how these investments could advance Task Force and Metro Council outcomes, as well as discussion of public engagement to date, risks and supporting partners.



Four potential Tier 2 investments are proposed by jurisdictions. A summary is below; full proposals are part of the Council's packet for the April 7 work session.

Corridor	Proposing jurisdiction	Supporting jurisdictions	Proposed investment type	Proposed investment summary	Proposed measure investment
Highway 217	Washington County	Beaverton, ODOT	Planning, Design & Construction	Address safety and congestion on Hwy 217 and parallel north/south routes	Three phases: Corridor planning (\$2 million)  Preliminary engineering (\$25-27 million)  Project design and construction (\$105-125 million)
Highway 43	West Linn, Clackamas County	ODOT, Lake Oswego	Construction	Sidewalks, bicycle facilities, transit stops, intersections & turn lanes	\$54 million
Highway 99W, Tigard to Sherwood	Washington County	TriMet, ODOT, Sherwood, Tigard, Tualatin, King City, Durham	Planning	Planning to improve multimodal safety, transportation system management, economic activity and land use potential	\$3.5-5 million
Sunset Corridor	Hillsboro	Washington County, ODOT	Planning	Corridor planning to reduce congestion, reduce crashes and increase transit use in the broad Highway 26 corridor	\$1.3 million

*How did the Task Force consider these proposals?*

The Task Force received presentations and asked questions about the four proposals at its Feb. 19 meeting. Jurisdictions responded in writing to questions raised by Task Force members. Additionally, Washington County chose to revise its proposal for the Highway 217 corridor.

The Task Force discussed the proposals again at a virtual meeting on March 18. Following the March 18 meeting, members were asked to provide further input via an online survey. Members were asked to complete the survey by Sunday, March 29. Roughly half of the members completed the survey. The summary below highlights responses to the survey as well as discussion and questions at the Task Force meetings on Feb. 19 and March 18.

*What happens next?*

Staff are working toward a final corridor investment recommendation for the Council's consideration this spring. This recommendation will no longer distinguish between Tier 1 and 2 corridors as we work toward a final proposed investment package. It will build from previous Council direction and Task Force recommendations along with subsequent project development, cost refinement and risk assessments.

If the Council chooses to advance investments in these corridors, staff would move forward with jurisdictional partners to prepare them for this final recommendation. This work would include further cost and risk assessments of construction investments, and scope refinement of planning investments.

The full corridor investment recommendation will be presented to Council in May.

## Tier 2 Corridor proposals: Task Force feedback & staff recommendations

### Highway 217

Washington County's original Highway 217 corridor proposal focused exclusively on design and construction for the Highway 217 freeway, including interchanges. While several Task Force members recognized the significance of this corridor to Washington County and the region as a whole, many questioned the use of regional funding to invest in the freeway. Some noted that the overall scale of the funding request dwarfed other Tier 2 requests and asked whether other corridors should be a higher priority for investment if funds of that magnitude are still available.

Responding to concerns and questions raised at the Task Force's Feb. 18 meeting, Washington County revised its proposal to include three phases, beginning with a corridor-wide multimodal mobility study.

Even with this proposed planning phase, some Task Force members still advised against any measure funding in this corridor, seeing insufficient commitment to eventual project funding beyond the freeway itself and/or believing that other funding sources (such as state funding) are better suited to this type of facility. Several Task Force members raised concerns about whether the planning phase would include sufficient community engagement to meaningfully inform decision-making about transportation investments in the corridor, noting that Washington County's second and third proposed phases still focus on the freeway itself. Several members

said there was insufficient evidence that the proposal would advance racial equity or climate goals.

However, other Task Force members contended this corridor is too significant to leave out of the measure entirely. They highlighted not only its high visibility as Washington County's most significant north-south corridor, but also the growing population and workforce in communities along the corridor, and the opportunity to leverage other regional and local investments in transportation, housing and jobs. They also maintained that investing in the corridor is critical to the region's economic success. Noting that the County had updated its proposal to respond to Task Force members' concerns, these Task Force members advocated for funding at least a corridor planning phase.

**Staff recommendation:** This corridor is highly significant to the lives and daily travel of tens of thousands of people. It links communities and is a key connection in broader regional travel. The corridor includes the highway as well as several major parallel roads and important routes that cross the highway. Although the Oregon Legislature funded major construction in the southern portion of the freeway in the HB 2017 funding package, and TriMet has recently announced major bus service improvements in the corridor, the overall corridor deserves a closer look.

Staff recommends that the regional measure include these investments in the broader Highway 217 corridor connecting Tigard and Beaverton:

- **\$2 million** for a multimodal corridor planning phase that includes parallel arterials such as Hall Boulevard and Western Avenue, as well as streets and active transportation routes that cross Highway 217. This study must include inclusive and equitable community engagement with a clear link to recommendations for future investment, and should include particular focus on improving safety, transit and active transportation options in the corridor.
- **\$10 million** (approximately half the amount requested) for a second phase of project development that builds on the findings of the corridor study. Following the study's completion, Washington County should present its findings to the transportation measure's oversight committee and/or the Metro Council, and make a proposal for spending these development funds in a way that reflects community input and findings of the planning study.

Staff believe this recommendation responds to the concerns raised by the Task Force while also advancing key Metro Council outcomes in the corridor.

### Highway 43

In meetings and survey responses, Task Force members were near-universally supportive of the Highway 43 multimodal improvement proposal and its potential to advance key Task Force and Metro Council values, particularly safety and making it easier to get around. Members cited the potential to create safer travel options and access to transit, updating a once-rural highway that now serves as a community main street as well as a major regional connector for driving, transit and bicycling.

Several members noted that the area served by the project does not have significant concentrations of people of color, advocating that this investment should therefore not be prioritized over other projects that serve more communities of color. However, other members also noted the area has an older population that is increasingly dependent on transit and in need of safe places to walk to essential services as well as for exercise.

At the Task Force's meeting on Feb. 19, some members raised concerns about the project's overall cost, including its contingency. Members also voiced apprehensions about whether the innovative project could be delivered as proposed on a state highway. West Linn staff emphasized their close partnership with ODOT and highlighted the fact that the project is highlighted in the state's new Blueprint for Urban Design. West Linn staff also emphasized that the project is ready for investment and construction could begin soon after funding is secured.

Following the Feb. 19 Task Force discussion and through further consultation with Metro staff, the City of West Linn reduced its funding request from its initial proposal of \$66.1 million to \$54 million.

**Staff recommendation:** Staff recommends including the full \$54 million revised Highway 43 safety proposal in the regional measure. We believe it advances key Council and Task Force values, is deliverable as proposed and would serve its communities and the region well.

### Highway 99W Corridor planning

Task Force members broadly supported a corridor study that could improve safety and transportation choices while also advancing community and economic development goals on this key Washington County corridor. Several members stated that a funding package that did not include this corridor would be inherently incomplete.

While a few members asked questions about how investing in the corridor advances overall racial equity goals, other members noted an increasingly diverse population and workforce along the corridor, as well as opportunities to leverage other regional and local investments in affordable housing and transportation.

Several Task Force members urged that the study focus on improving transit and safety for people walking and biking in the corridor, above increasing capacity for automobiles. These members voiced concerns that the study could fail to advance climate goals if it leads to investments that support a higher number of motor vehicles driving through the corridor.

**Staff recommendation:** Staff recommends funding in the amount of \$3.5 million for the Highway 99W corridor study proposal be included in the regional measure.

The proposal would add an important corridor to the package, and help get future improvements in mobility and safety ready for investment from potential federal, state, regional and/or local sources.

### Sunset/Highway 26 Corridor planning

Although many Task Force members recognized the significance of the corridor to the region's travel, and key challenges that exist there, most felt this proposal was inadequately defined and/or poorly suited for the regional funding measure.

A number of Task Force members expressed concerns that the study would result only in investments to move more motor vehicles through the corridor, undermining climate goals and potentially simply shifting traffic congestion to other places. Many were apprehensive that the study could include new or expanded roads through or under Forest Park.

The City of Hillsboro highlighted ODOT and Washington County as partners, noting that its funding request of \$1.3 million would leverage expected funding contributions of \$1 million from the state and \$100,000 each from Hillsboro and Washington County. However, Task Force members questioned whether the City of Hillsboro had secured commitment from other jurisdictions, such as the City of Portland, for the level of interjurisdictional collaboration that would be needed in the corridor.

**Staff recommendation:** The Highway 26 corridor is critical to overall regional mobility, providing an essential link from the growing west side to the rest of the region. Congestion in the corridor is of major regional significance and concern.

However, staff share Task Force members' concerns about the proposed study's definition, clarity of outcomes and potential solutions that will be studied. Staff also recognize that funding has been made available by the state for a study.

Based on Task Force feedback and the availability of other funding resources for a corridor study, staff do not recommend funding this proposal through the regional measure.

**I-5 Rose Quarter Improvement Project**

*Work Session Topics*

Metro Council Work Session  
Tuesday, April 7, 2020



## I-5 ROSE QUARTER IMPROVEMENT PROJECT

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Date: April 6, 2020

Department: Planning & Development

Work Session Date: April 7, 2020

Prepared by: Ally Holmqvist,

[ally.holmqvist@oregonmetro.gov](mailto:ally.holmqvist@oregonmetro.gov)

Presenter: Margi Bradway,

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Length: 30 min.

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### **ISSUE STATEMENT**

The I-5 Rose Quarter Improvement Project adds auxiliary lanes and shoulders to reduce congestion and also reconnects and redesigns the local street network in the project area. The project is currently being designed by the Oregon Department of Transportation (ODOT).

During a Metro Council meeting on April 2, 2020, Metro Council directed staff to prepare a list of values and desired outcomes for the I-5 Rose Quarter Improvement Project. This outcomes and values will provide guidance and input to the first meeting of the Rose Quarter Executive Committee.

Staff will present on the draft Values, Outcomes, and Actions Paper, which includes:

- overarching core values consistent with Metro's goals;
- a list of expected project outcomes for each value that will result in community and regional benefits;
- a list of specific actions that could be recommended for incorporation as part of the project scope, schedule, or process.

The draft paper also includes notes regarding actions ODOT has taken or are underway to date.

### **ACTION REQUESTED**

Discuss the draft paper and provide guidance on the values, outcomes, and requested actions that will inform input provided at future Executive Steering Committee meetings.

### **IDENTIFIED POLICY OUTCOMES**

The draft paper reflects the goals, objectives, and principles in the Regional Transportation Plan, Strategic Plan to Advance Racial Equity, and Climate Smart Strategy.

### **POLICY QUESTIONS**

- Are there additional or different values that should be reflected?

- Are there additional or different outcomes that should be incorporated to promote a transparent and inclusionary decision-making process?
- Are there additional or different actions that should be recommended?

### **POLICY OPTIONS FOR COUNCIL TO CONSIDER**

Council may consider the draft paper as proposed, with changes, or not at all in guidance for input provided at future Executive Steering Committee meetings.

### **STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION**

Providing guidance on values and outcomes, as proposed, is an opportunity to communicate and align the I-5 Rose Quarter Improvement Project values and principles with those in Metro's Regional Transportation Plan, Strategic Plan to Advance Racial Equity, and Climate Smart Strategy.

### **BACKGROUND**

The I-5 Rose Quarter Improvement Project adds auxiliary lanes and shoulders on I-5 to reduce congestion and improve safety on the Interstate and redesigns the multimodal local street network. The project aims to improve traffic flow while also improving community connections by redesigning overpasses and reconnecting neighborhood streets, enhancing public spaces, and promoting economic development opportunities. The project's transportation improvements allow the City to implement the development goals for the N/NE area and realize the City's Central City 2035 Plan.

In January, the Oregon Transportation Commission (OTC) directed ODOT to complete eleven actions as part of the I-5 Rose Quarter Improvement Project in response to partner and stakeholder concerns.

On April 2, 2020, the Oregon Transportation Commission approved moving forward with the federal Environmental Assessment process for the I-5 Rose Quarter Project. The Commission directed ODOT to continue to work with local government partners on a set of actions approved in January. Those include:

- Retaining a consultant to develop alternative design concepts for highway covers over I-5 in the Rose Quarter area capable of supporting multi-story structures;
- Conducting a peer review of the project's air quality and noise reports with a panel of experts to assure air and noise quality analysis and mitigation measures are sufficient;
- Continuing to work with the Executive Steering Committee made up of local government officials and other community leaders;
- Through minority-owned business and workforce programs, provide job opportunities in the Albina area;
- Consulting with the Community Advisory Committee and Community Opportunity Advisory Committee on local community concerns and needs; and
- Implementing congestion pricing in the Rose Quarter corridor to manage traffic demand and finance multimodal transportation improvements.

President Peterson will be Metro Council's representative on the newly-formed Rose Quarter Executive Committee.

**ATTACHMENT**

- I-5 Rose Quarter Project: Values, Outcomes, and Actions Paper
- Proposed OTC Actions on Rose Quarter Improvement Project

## I-5 Rose Quarter Project: Values, Outcomes, and Actions

### **Value: Advancing racial equity and committing to restorative justice**

#### **OUTCOMES:**

- Institutional leadership demonstrates an explicit commitment to restorative justice.
- A community-led visioning process elevates the voices of and benefits historically harmed and marginalized communities.
- Connectivity within neighborhoods and to job centers is increased, air quality and noise are improved, and active, safe, and usable spaces are created in the Albina community.
- Community stability and value are restored and pathways are paved for wealth generation in the Albina community in both the short and long-term.
- The wealth that was taken from the historic Albina community due to the construction of I-5 is recognized and the impacts of development of the Moda Center, Coliseum, and Convention Center are acknowledged.
- Disadvantaged Business Enterprise (DBE) opportunities are maximized at every phase of the construction project to gain jobs and address specific minority contracting needs in Portland.

#### **ACTIONS REQUESTED:**

- Coordinate with the Albina Vision Community Investment plan (funded by a Metro grant) to take into account the land value created by this project and the urban design features to realize the Albina Vision.
- Appoint a landscape design team to inform a community-led decision-making process on highway cover design to assist and improve development opportunities in the Albina community and avoid recreating unsafe spaces (e.g., area south of Moda Center).
- Set a new standard for State design and contracting practices for local minority-owned contractors and small businesses that incorporates prime-contractor development programs, workforce development opportunities, anti-displacement and restorative community building investment, and wealth creation and land ownership opportunities.
- Establish a committee to oversee implementation of the DBE contracting process.

### **Value: Increasing multi-modal mobility and reducing greenhouse gas emissions**

#### **OUTCOMES:**

- A more efficient transportation system is achieved that improves traffic flow of the highway, manages demand with congestion pricing, and improves and increases multi-modal mobility in the project area.
- Economic growth is enhanced by capitalizing on opportunities for supporting goods movement reliability within the statewide network.
- Connectivity of the local street network is enhanced, particularly for transit, bicycle, and pedestrian users.
- Air quality is improved and impacts to human health are minimized in the project area, particularly for communities of color disproportionately impacted by air toxins.
- Financial strategies maximizing transportation resources and contributing to traffic management are implemented as part of the project.

#### ACTIONS REQUESTED:

- Synchronize the project timeline with the I-5 tolling program, so that any analysis of traffic and greenhouse gas emission benefits of the project also incorporates pricing strategies for managing traffic.
- Link the project with larger I-5 corridor planning efforts by taking into account the transportation needs of the entire corridor, as well as the potential impacts to people living along the entire I-5 corridor.
- Implement congestion pricing on this segment of I-5 as soon as possible and prior to completing the project.

#### **Value: Engaging stakeholders through a transparent and inclusionary decision-making process**

#### OUTCOMES:

- People with diverse backgrounds and expertise are brought together in local community spaces through engagement that is creative, intentional, and fosters community building.
- Engagement efforts reach out to communities to foster a two-way dialogue that demonstrates how those conversations meaningfully inform decision making.
- The process is community-led and supported by a clearly defined governance structure that is responsive to information, feedback, and insight gained through engagement.
- All stages of the process reflect community, local, and regional influence, ensuring there is consensus on the scope and that the project ultimately meets needs at every scale.
- Communication and collaboration with interagency partners is clear, consistent, and predictable, and there is demonstrated alignment regarding project outcomes.

ACTIONS REQUESTED: Additional potential actions requested from ODOT toward furthering this outcome:

- Provide more detail about the roles and expected deliverables of the CAC and ESC, as well as how committee feedback will be incorporated into project timelines and milestones.
- Clearly define how feedback mechanisms will function between the CAC, ESC, participating agencies, ODOT staff, and the Oregon Transportation Commission (OTC).
- Clearly describe to agency partners how the OTC's 11 actions will be incorporated into the project and have timelines synchronized in a way that ensures transparency and accountability.
- Develop a partner agency agreement (e.g., IGA, MOU) that outlines how collaboration will continue to take place as part of a process that incorporates these outcomes, completes these identified actions, and commits to project principles and values.

#### *Notes from staff on ODOT actions to date:*

- *ODOT convened a Community Advisory Committee to provide input on the project.*
- *In addition to the Community Advisory Committee, ODOT is finalizing membership for an Executive Steering Committee with agency representation which will help define project principles and values*
- *ODOT has also established a workforce and DBE program that includes holding ongoing meetings with the minority contracting community.*
- *ODOT secured a consultant and anticipates the beginning an independent review of the highway cover design later this month.*
- *ODOT anticipates establishing technical advisory committees on urban design, air quality and other topics.*

**PROPOSED OTC ACTIONS ON ROSE QUARTER IMPROVEMENT PROJECT**  
**January 2020**

**Subject to the review of legal advice, the Commission directs ODOT to:**

**0. Request regular progress updates from ODOT to the OTC and community on the Rose Quarter Project.** The OTC will direct ODOT to provide regular updates to the Commission and community on our progress on the Project.

**1. Approve the submission of a Rose Quarter Cost to Complete Report to the Legislature.** Pursuant to the requirements of House Bill 2017, the OTC will consider the submission to the Legislature this month of an updated “Rose Quarter Project Cost to Complete Report” (“Report”). The Report will update an initial Project cost estimate of approximately \$450 million to \$500 million issued in 2017. The Commission received the Report late last week and had not seen it prior to that time. The Report estimates that the current cost to build the Rose Quarter Project is between \$715 million and \$795 million.

**2. By March 20, 2020, Direct ODOT to complete an Environmental Assessment for the Rose Quarter Project or direct ODOT to conduct an Environmental Impact Statement.** On or before March 20, 2020, the OTC will consider whether to direct ODOT to complete the Project’s Environmental Assessment, which has been underway for more than a year, with additional analysis on specific elements outlined in this letter or, instead, complete an Environmental Impact Statement. No decision on this issue will be made at the January 2020 meeting.

**3. Direct ODOT to establish a Rose Quarter Executive Advisory Committee.** In the spirit of cooperative decision-making, the OTC will consider whether to direct ODOT, in consultation with the Chair of the OTC, to establish a Rose Quarter Project Executive Advisory Committee (“EAC”) on or before February 15, 2020 with the goal of convening the first meeting of the EAC on or before March 1, 2020. If established, the EAC will be chaired by OTC Vice Chair Alando Simpson, its meetings will be open to the public, and its recommendations to the OTC and ODOT will be advisory in nature.

**4. Direct ODOT to establish a Project Community Advisory Committee.** The OTC will consider whether to direct ODOT, in consultation with the Chair of the OTC, to establish a Rose Quarter Project Community Advisory Committee (“CAC”) on or before February 15, 2020 with the goal of convening the first meeting of the CAC on or before April 1, 2020. If established, the CAC will be chaired by an ODOT senior administrator, its meetings will be open to the public, and its recommendations to the OTC and ODOT will be advisory in nature.

**5. Direct ODOT to recommend Rose Quarter Project “Principles and Values.”** The OTC will consider whether to direct ODOT, in consultation with project partners and liaisons from the EAC and CAC, to develop “Principles and Values for the Rose Quarter Project” recommendations that support transparency, inclusivity, and equity in the development and

construction of the Rose Quarter Project. ODOT will submit these recommendations to the OTC for review and approval.

**6. Direct ODOT to conduct a Rose Quarter Project I-5 cover evaluation and alternatives report (“Cap Report”).** The OTC will consider whether to direct ODOT, in consultation with the Albina Vision Trust, to retain a qualified consultant to conduct a “Rose Quarter Project I-5 Highway Cover Evaluation and Alternatives Report” (“Cap Report”) and deliver an initial draft of the Cap Report to ODOT on or before July 1, 2020. In turn, on or before October 1, 2020 (unless this deadline is extended by the OTC), ODOT will make recommendations to the OTC about how ODOT can, within the scope of its authority, support the development of a transportation system over I-5 in the Rose Quarter Project area which promotes the redevelopment of the Albina neighborhood in a manner that creates economic opportunities for area residents and resident minority-owned businesses.

**7. Direct ODOT to continue to coordinate with Regional Partners.** The OTC will consider whether to direct ODOT to work with regional partners, including but not limited to the City of Portland, Multnomah County, Metro, Portland Public Schools, the Albina Vision Trust, and local minority-owned business representatives, to ensure a community-connected process is used as ODOT and the OTC determine the final design of and construction schedule for the Project.

**8. Direct ODOT to establish Rose Quarter Project Equity Principles.** The OTC will determine whether to direct ODOT, in consultation with project partners and liaisons from the EAC and CAC, to incorporate equity practices, including CMGC design and contracting practices, in the Project’s design and construction to maximize opportunities for local minority-owned contractors and small businesses in the Project area to work on the Project.

**9. Direct ODOT to consider a Rose Quarter Project Environmental Peer Review.** The OTC will determine whether to direct ODOT to consider undertaking an air quality and noise quality peer review process of the Rose Quarter Project environmental report findings and make recommendations to the OTC and ODOT related to any additional mitigation measure which ODOT and the OTC should consider.

**10. Direct ODOT to undertake further steps to establish congestion pricing on I-5 in the Rose Quarter area.** The OTC will determine whether to direct ODOT to undertake further steps to establish congestion pricing on I-5 in the Rose Quarter I-5 area. Consideration of congestion pricing in the Rose Quarter I-5 area should occur in as close a proximity to completion of the Rose Quarter Project as is reasonably feasible.

**11. Direct ODOT to continue to work with PPS to attempt to address PPS’s concerns about the Rose Quarter Project.** The OTC will consider whether to direct ODOT to continue to work with the Portland Public Schools (“PPS”) to attempt to address PPS’s concerns about the Rose Quarter Project. If this proposed action is approved by the OTC, the Director will convene the next meeting with PPS representatives with the goal of holding the next meeting on or before February 16, 2020.



Materials following this page were distributed at the meeting.

# Transportation Funding Measure: Tier 2 Corridor Investment Direction

Metro Council  
Work Session  
April 7, 2020



Metro



# Today's agenda

## Timeline update

### Tier 2 Corridors

- Background
- Proposals
- Task Force feedback & staff recommendation
- Council direction



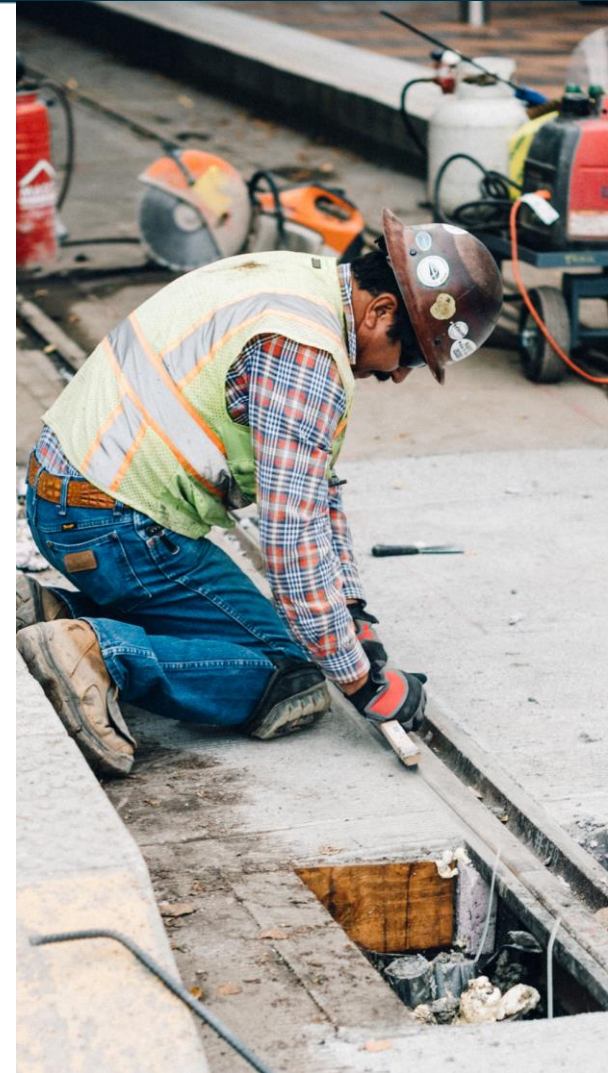


# We're moving forward.

Continuing to work toward  
November 2020

Staff deliverables &  
recommendations timeline

Council referral timeline



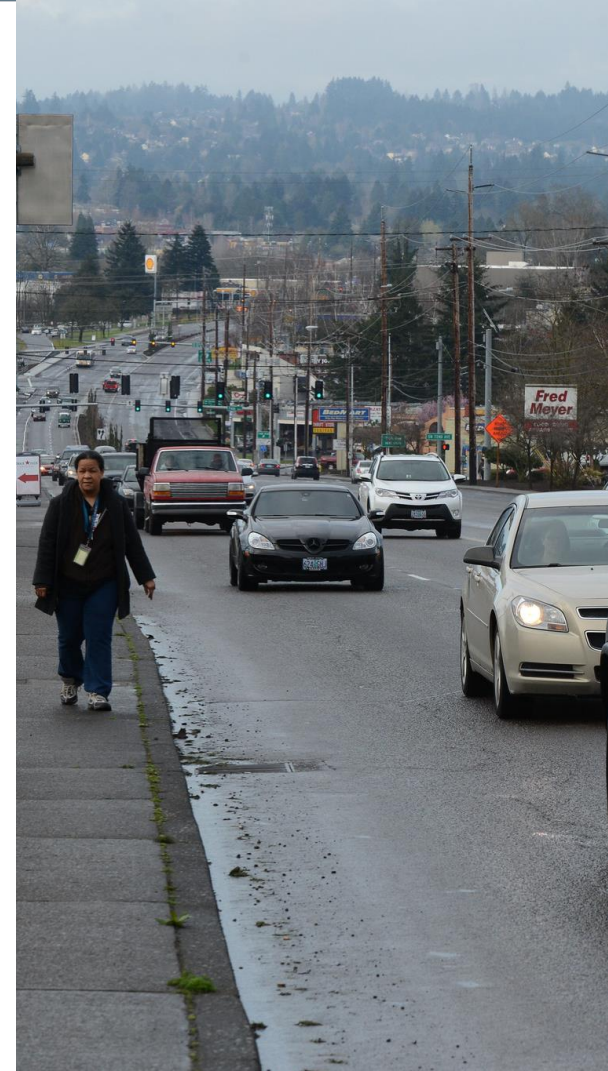
# Tier 2 Corridors: Background

Designated by Council, June 2019

Eligible for capital and/or  
planning investments

Intended to complement, not  
replace Tier 1 corridors & programs

Jurisdiction proposals for review  
by Task Force and Council







# Criteria to advance: Tier 2 corridors

Corridor & investments align with Task Force & Metro Council desired outcomes

Investments supported by community

Investments bring resources to areas not already in the measure





# Task Force process

Jurisdiction  
presentations:  
Feb. 19

Questions and  
written responses  
from jurisdictions

Further discussion:  
March 18 virtual  
meeting

Survey for  
feedback



# Jurisdiction proposal summary

Corridor	Proposer	Proposal for regional investment
<b>Highway 217</b> Planning, Design and Construction	Washington County	Corridor planning: \$2 million Prelim. engineering: \$25-27 million Project design/construction: \$105-125 million
<b>Highway 43</b> Construction	West Linn	\$54 million
<b>Highway 99W</b> Corridor Planning	Washington County	\$3.5-5 million
<b>Sunset/Highway 26</b> Corridor Planning	Hillsboro	\$1.3 million

# Highway 217

Proposed by Washington County

## Three phases of proposed regional investment:

- Corridor planning  
\$2 million
- Preliminary engineering  
\$25-27 million
- Project design/construction  
\$105-125 million



# Highway 217

## Task Force feedback

Some members: Question regional measure investment in freeway

Other members: Recognizing corridor's significance, support at least corridor planning

## Staff recommendation

**\$2 million** for multimodal corridor planning, including parallel and cross routes

**\$10 million** for second phase of project development building on findings of corridor study



# Highway 43 safety

Proposed by West Linn  
Sidewalks, bicycle  
facilities, transit stops,  
intersections & turn  
lanes between Hidden  
Springs Lane and I-205

**Proposed regional  
investment:**  
\$54 million (revised)



# Highway 43 safety

## Task Force feedback

- Near universal support
- Some questions about completing design on an state-owned road
- Discussion of racial equity

## Staff recommendation

- Fully fund \$54 million proposal

# Highway 99W planning

Proposed by Washington County  
in partnership with Tigard, Tualatin

Planning to improve multimodal  
safety, transportation system  
management, economic activity  
and land use potential

**Proposed regional investment:**  
\$3.5-5 million





# Highway 99W planning

## Task Force feedback

- Broad support overall
- Some members to ensure study prioritizes safety and transit mobility

## Staff recommendation

- Fund corridor study at \$3.5 million

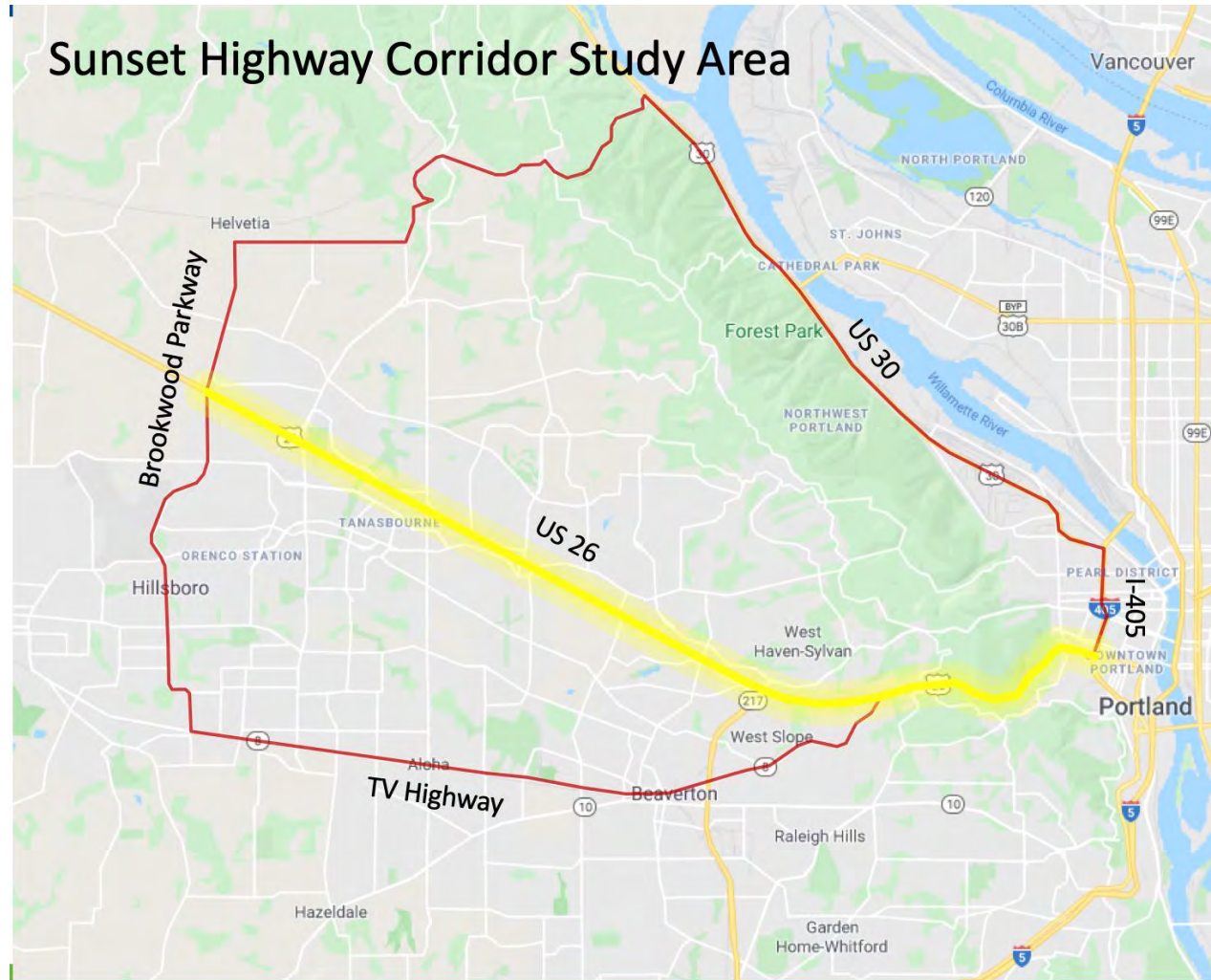
# Sunset Corridor planning

Proposed by  
City of Hillsboro

Corridor planning to  
reduce congestion &  
crashes and increase  
transit use (*proposed  
study area, right*)

**Proposed regional  
investment:**  
\$1.3 million (matches  
state & local funds)

15



# Sunset Corridor planning

## Task Force feedback:

- General concern about clarity of outcomes & potential options for study
- Concern about studying possible investments through or under Forest Park

## Staff recommendation:

- Do not include for regional funding
- State and local funds can support study

# Council direction: What happens next

Move forward with jurisdiction partners: Assess cost/risk, refine scopes

Finalize corridor investment recommendation to Council

No further distinction between Tier 1 and 2 corridors





# Council policy questions

Do investments proposed in Tier 2 corridors advance Council's desired outcomes for the potential measure?

Which Tier 2 corridors should be included in the final project recommendation for the measure?



# #getmoving2020

[getmoving2020.org](http://getmoving2020.org)

