

# CLACKAMAS TO COLUMBIA CORRIDOR



**CORRIDOR**

LIVE • WORK • CONNECT

SEPTEMBER 30, 2020

# ACKNOWLEDGMENTS

The development of this plan was guided by the Project Partners and Steering Committee members. Each individual devoted their time and effort to provide valuable input and feedback and their participation was instrumental in the development of the plan.

## PROJECT PARTNERS

### **City of Gresham**

Katherine Kelly

Jay Higgins

### **City of Happy Valley**

Michael Walter

### **Clackamas County**

Steve Williams

Karen Buehrig

Jamie Stasny

### **Multnomah County**

Jessica Berry

Graham Martin

### **Oregon Department of Transportation**

Seth Brumley

## STEERING COMMITTEE

Councilor Jerry Hinton,  
*City of Gresham*

Councilor Brett Sherman,  
*City of Happy Valley*

Commissioner Paul Savas,  
*Clackamas County*

Commissioner Lori Stegmann,  
*Multnomah County*

## CONSULTANT TEAM

*Kittelson & Associates, Inc.*

Marc Butorac

Krista Purser

Alec Kauffman

*JLA Public Involvement*

Jeanne Lawson

April Olson

*DOWL*

Douglas Kirkpatrick

Peter Pagter

*This project is partially funded by a grant from the Transportation and Growth Management (TGM) Program, a joint program of the Oregon Department of Transportation (ODOT) and the Oregon Department of Land Conservation and Development (DLCD). This TGM grant is financed, in part, by federal Fixing America's Surface Transportation Act (FAST Act), local government, and State of Oregon Funds. The contents of this document do not necessarily reflect views or policies of the State of Oregon.*

# TABLE OF CONTENTS

Introduction	2
Related Plans & Needs	5
Evaluation and Prioritization Criteria	6
Investment Packages and Projects	8
Implementation Strategies	9
Policy and Plan Amendment Recommendations	13
Appendices	16





# INTRODUCTION

*The C2C Corridor Plan is a consistent, coordinated, multijurisdictional transportation plan. It focuses on needed multimodal improvements along the 181st/182nd/190th/172nd corridor, which connects Interstate 84 and Highway 212. The C2C Corridor is the only major north-south through route east of I-205.*

The C2C Corridor Plan provided the framework and performance standards by which projects from previous and ongoing planning efforts were measured, prioritized, and organized into investment packages. A group of project partners provided content and context for the projects and materials in this plan. The partners included staff members from the Cities of Gresham and Happy Valley, and from Multnomah and Clackamas Counties. Feedback from the project partners, steering committee (composed of elected officials from each partner agency), and the public guided selection of the preferred investment package and implementation strategies.

This section describes the plan's purpose and development, and the public involvement process.

## PROJECT PURPOSE AND BENEFIT

The purpose of the project is to create a consistent, coordinated, multijurisdictional transportation plan that focuses on needed improvements for all modes along the 181st/182nd/190th/172nd corridor, which connects I-84 in Multnomah County and Highway 212 in Clackamas County, and develop a preferred investment package to aid in funding and implementation of the plan. Though used heavily as a through route, the corridor is not continuous. Improving this route's continuity will yield immediate, noticeable benefits for people traveling by all modes through some of the fastest growing and most underrepresented communities in the Metro area. The intended use of this document is to organize projects on and along the C2C Corridor into prioritized investment packages for implementation by the partner agencies.

*More information is included in Appendix A: Project Purpose and Objectives Memorandum.*

## DEVELOPING THE PLAN

The C2C Corridor Plan was developed using previous planning efforts to establish goals, objectives, evaluation criteria, and key projects along the corridor. Workshops, work sessions, and virtual public engagement opportunities provided feedback for the Partner Agency Steering Committee to help them confirm the prioritization and packaging of these projects. Figure 1 shows the steps taken to develop the C2C Corridor Plan.

FIGURE 1. THE PROCESS



## PUBLIC INVOLVEMENT PROCESS

The C2C Corridor Plan includes projects that have already been vetted through extensive public outreach processes, including some from transportation system plans (TSPs) and from the Metro Regional Transportation Plan (RTP). Table 1 describes public involvement efforts related to area refinement and investment package prioritization.

TABLE 1. PUBLIC INVOLVEMENT ACTIVITIES

TYPE OF MEETING	MEETING DETAILS
Project Partner Calls	Held throughout the duration of project to review materials and provide updates on ongoing planning efforts
Online Open House	Gathered feedback on the projects, packages, and ordering of investments; confirmed and refined recommendations; and identified information and clarification desired in the draft C2C Corridor Plan
Steering Committee Work Session #1	
Online Open House	Provided opportunities for comment and feedback on the draft C2C Corridor Plan and reported back to stakeholders on what we heard throughout the project.
Online Listening Session	



# RELATED PLANS & NEEDS

Previous and ongoing planning efforts guided the goals, objectives, evaluation criteria, and projects that served as the basis of the C2C Corridor Plan. A list of the reviewed plans appears below. Those that had the most direct and substantial relevance to the C2C Corridor are **bolded**.

*More information is included in Appendix B: Plan Summary Memorandum and Appendix C: Planning Summary Update Memorandum.*

## GRESHAM

- » **Gresham TSP**
- » **Pleasant Valley Concept Plan**
- » **Pleasant Valley TSP Refinement Project**

## CLACKAMAS COUNTY

- » **Clackamas County TSP**
- » **172nd/190th Corridor Plan**
- » **Revised Sunrise Concept per the Metro Regional Investment Measure Refinement**

## HAPPY VALLEY

- » **Happy Valley TSP**
- » East Happy Valley Comprehensive Plan
- » Pleasant Valley/North Carver Comprehensive Plan

## MULTNOMAH COUNTY

- » **Capital Improvement Plan and Program**
- » **East Metro Connections Plan**

## PORTLAND

- » Outer Powell Transportation Safety Project
- » Foster Streetscape Plan
- » Portland Comprehensive Plan

## METRO

- » **2020 Regional Investment Measure**
- » **Regional Transportation Plan 2018**
- » Powell-Foster Corridor Transportation Plan
- » Powell-Division Transit Corridor Plan
- » Powell-Division Transit and Development Project
- » **East Metro Connections Plan**
- » **2040 Growth Concept**
- » Regional Transit Strategy
- » Regional Freight Strategy
- » Regional Active Transportation Plan
- » Regional Travel Options Strategy
- » Regional Safety Strategy
- » **Climate Smart Strategy**
- » Transportation System Management and Operations Action Plan
- » Parks and Nature System Plan
- » **Designing Livable Streets & Trails Guide**

## TRIMET

- » Division Transit Project
- » **Southeast Service Enhancement Plan**
- » **Eastside Service Enhancement Plan**





# EVALUATION & PRIORITIZATION CRITERIA

This section is an overview of the plan objectives, evaluation, and prioritization criteria that guided the organization and prioritization of investment packages.

## PLAN OBJECTIVES

The purpose of the project was to create a consistent, coordinated, multijurisdictional transportation plan that focuses on needed improvements for all modes along the 181st/182nd/190th/172nd corridor, which connects I-84 in Multnomah County and Highway 212 in Clackamas County. The project also includes developing a preferred investment package to aid in funding and implementation of the plan.

The plan objectives include:

- » Advance C2C by identifying projects to be amended into the Metro Regional Transportation Plan.
- » Identify sequencing and phasing of transportation investments along the corridor.
- » Develop a coordinated, consistent set of policy and project recommendations for incorporation into the next update of each jurisdiction's TSP (including Clackamas County, Multnomah County, Gresham, and Happy Valley).
- » Achieve elected leadership knowledge of and agreement on prioritization of projects needed in the C2C corridor
- » Incorporate applicable elements of the C2C plan to future TSP updates.
- » Document needs and develop prioritization of C2C investments packages and projects by regional/state partners.
- » Target a prioritized project list for consideration for upcoming funding opportunities, such as Metro's Get Moving 2020 regional investment measures, future Metropolitan Transportation Improvement Program (MTIP) or Statewide Transportation Improvement Program (STIP) investments, urban renewal districts, or other funding sources.
- » Identify other potential funding sources for projects within the C2C Plan

## EVALUATION & PRIORITIZATION CRITERIA

The evaluation and prioritization criteria were used to assess and organize projects into investment packages. These criteria were based on those used across previous and ongoing planning efforts and were intended to address the goals of the C2C Corridor.

The prioritization measures were framed as questions that help assess to what extent a project supports the plan's goals. The projects were scored on each prioritization measure to create a quantitative way of comparing projects. Table 2 provides a scoring scale from -1 to +2, reflecting the extent to which a project achieves the prioritization measure. The scores were averaged for each goal and summed to provide a project score from -6 to +14, as shown on the following page.

*More information is available in Appendix D: Corridor Evaluation and Prioritization Methodology Memorandum.*

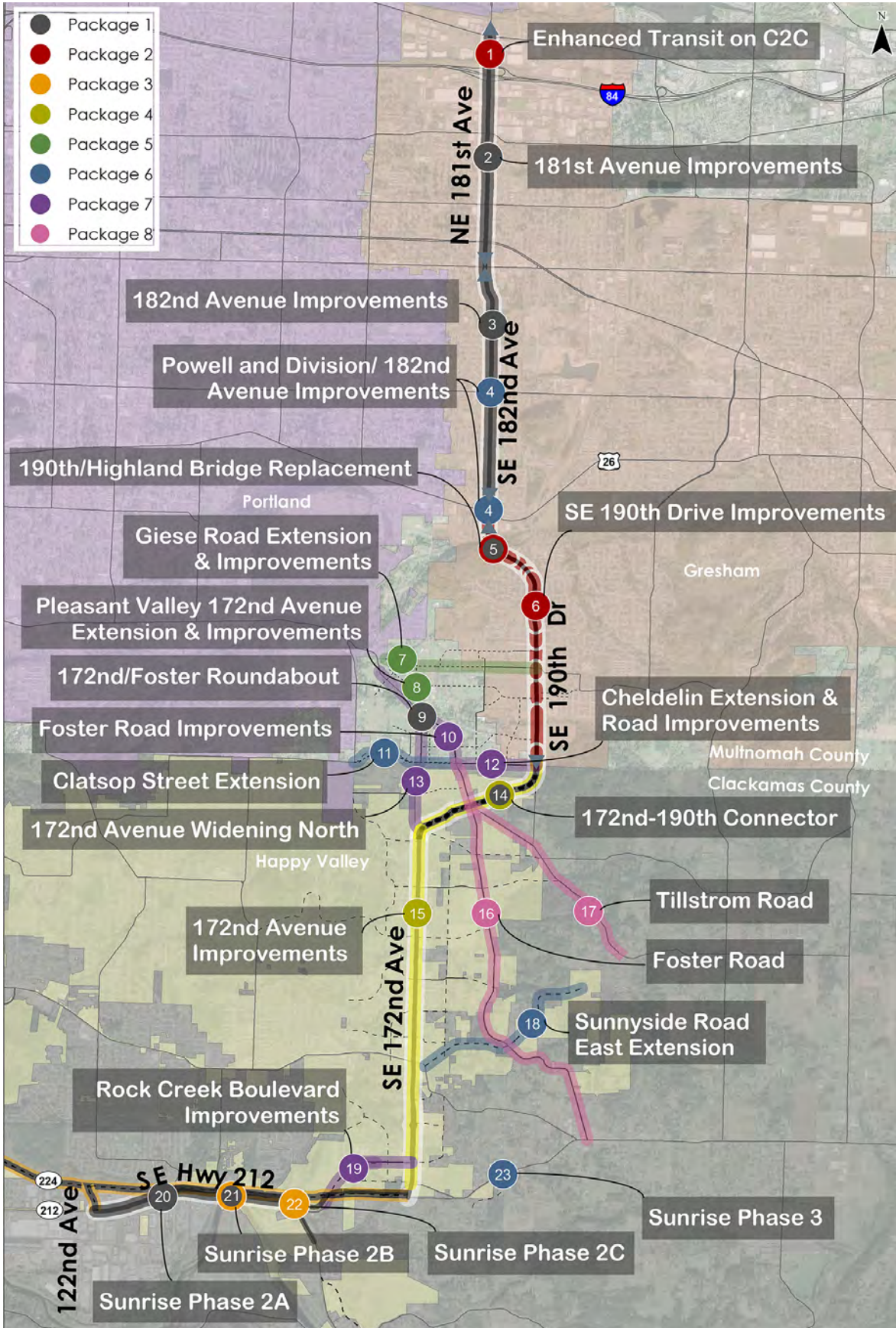
TABLE 2. GOAL AND TOTAL PROJECT SCORING

PROPOSED C2C GOAL	PROPOSED C2C PRIORITIZATION MEASURE	MINIMUM SCORING	MAXIMUM SCORING
<b>Safety &amp; Security</b>	» Does the project improve an intersection or roadway identified as a <b>safety</b> concern, especially those with more severe crashes?	-1 <i>Average of three prioritization measure scores</i>	+2 <i>Average of three prioritization measure scores</i>
	» Does the project improve <b>safety</b> and comfort for all users, especially non-auto travelers?		
	» Does the project improve the security and resiliency of the transportation system?		
<b>Equitable Transportation</b>	» Does the project positively impact a disadvantaged population?	-1	+2
<b>Multimodal Mobility</b>	» Does the project address an operational deficiency (based on level of service and/or volume-to-capacity ratio)?	-1 <i>Average of two prioritization measure scores</i>	+2 <i>Average of two prioritization measure scores</i>
	» Does the project positively impact goods mobility and freight?		
<b>Livability and Accessibility</b>	» Does the project increase access between residential and commercial areas or to daily needs and services ( <b>jobs, community places</b> )?	-1 <i>Average of two prioritization measure scores</i>	+2 <i>Average of two prioritization measure scores</i>
	» Does the project increase <b>access to active transportation and transit</b> ?		
<b>Economic Development</b>	» Does the project increase access to an employment area ( <b>access to jobs</b> )?	-1	+2
<b>Fiscal Stewardship</b>	» Does the project provide high value considering the cost ( <b>cost effectiveness</b> )?	-1 (average of two prioritization measure scores)	+2 (average of two prioritization measure scores)
	» Does the project better manage the existing transportation system or make better use of an existing facility?		
<b>Connectivity</b>	» Does the project fill a gap in the existing network and increase north-south continuity ( <b>system completeness</b> )?	0	+2
<b>Total Project Score</b>		<b>-6</b>	<b>+14</b>





FIGURE 2. INVESTMENT PACKAGES



# INVESTMENT PACKAGES & PROJECTS

This section includes the investment packages and project priorities for the corridor shown in Figure 1. Each package is then summarized with its own prospectus sheet outlining the projects (illustration, narrative, and benefits), sequence of the projects, relative benefits each project provides related to the evaluation criteria, and the overall cost of the package.

*More information is available in Appendix E: Project List Memorandum, Appendix F: 190th Drive Refinement Memorandum and Appendix G: Preferred Investment Packages Memorandum.*

# PACKAGE 1: METRO REGIONAL INVESTMENT MEASURE PROJECTS

Package 1 contains projects proposed for full or partial funding through the Metro Regional Investment Measure. Remaining needs for partially-funded projects have been added to another package based on other criteria. The projects in this package are near-term improvements and should be completed in the next 15 years.

## TOTAL COST

\$362,500,000 - \$364,300,000

## PROJECTS

### 2 & 3 - 181ST AVENUE IMPROVEMENTS AND 182ND AVENUE IMPROVEMENTS

\$70,100,000 | Provides safety, transit, and traffic signal improvements along the 181st/182nd Corridor.



### 5 - 190TH/HIGHLAND BRIDGE BASELINE REPLACEMENT

\$13,400,000<sup>1</sup> | Replaces the 190th/Highland Bridge for structural safety improvements.



### 9 - 172ND/FOSTER SINGLE-LANE ROUNDABOUT

6,500,000 - \$8,300,000<sup>2</sup> | Provides a roundabout at 172nd/Foster for safety and operational improvements.



### 14 - 172ND-190TH TWO-LANE CONNECTOR

\$61,600,000<sup>1</sup> | Connects 172nd and 190th to complete the C2C Mainline. Realigns Tillstrom Road at Foster Road at a stop-controlled intersection.



### 20 - SUNRISE PHASE 2A

\$204,200,000 | Provides complete street improvements on Highway 212 and provides local street connections.



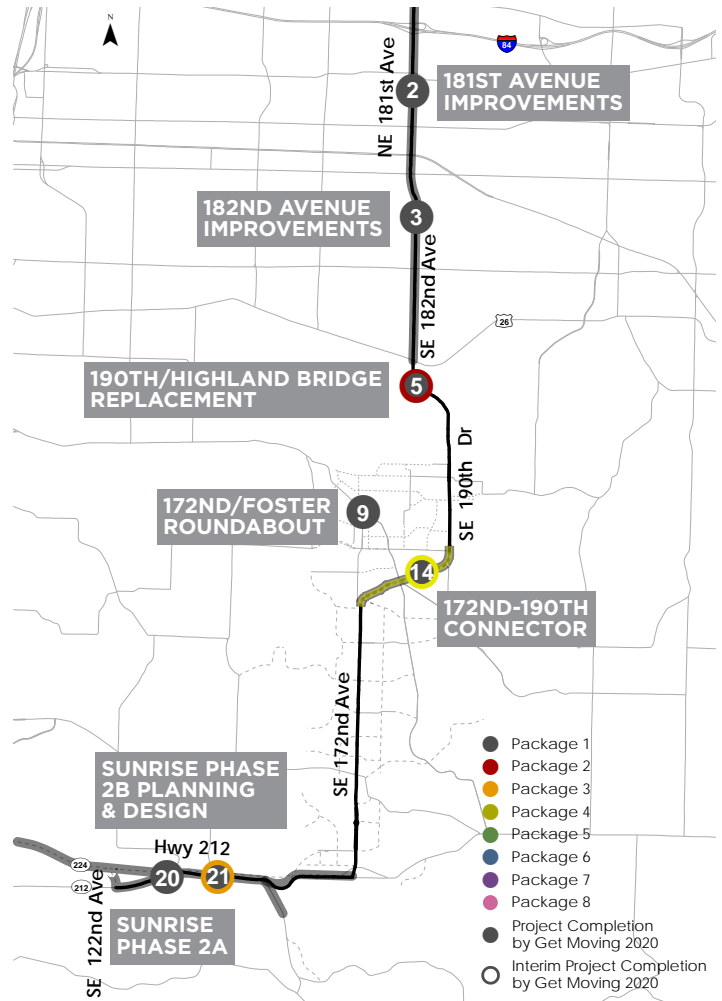
### 21 - SUNRISE PHASE 2B PLANNING AND DESIGN

\$34,000,000 | Completes planning and design for future Sunrise facility.



## Project Sequence: 2&3, 5, 9, 20, 14, 21

<sup>1</sup> Estimate for interim 190th/Highland Bridge Baseline Replacement and two-lane facility from Metro Regional Investment Measure work, including right-of-way.



<sup>2</sup> \$6.5M is the 2019 budget figure within the Metro Regional Investment Measure work; \$8.3M is YOY project cost based on project descriptions and potential delivery timelines as of June 30, 2020, subject to change.

Project	Safety & Security	Equitable Transportation	Multimodal Mobility	Livability and Accessibility	Economic Development	Fiscal Stewardship	Connectivity
2 and 3	●	●	●	●	●	●	●
5	●	○	●	●	●	●	●
9	●	○	●	●	●	●	○
14	●	●	●	●	●	●	●
20	●	●	●	●	●	●	○
21	●	●	●	●	●	●	○

MINIMAL BENEFIT ○ ● ● ● ● MAXIMUM BENEFIT



# PACKAGE 2: C2C MAINLINE CAPITAL PROJECTS

Package 2 contains projects located along the C2C mainline that are unlikely to be constructed through development, as shown in Table 3. Package 2 projects also include enhanced transit on the C2C Corridor. While frequent service may not be immediately needed and/or feasible in the near-term, the corridor will be complete within Package 2 and will benefit from transit services. As densities in the area grow, transit can be improved to meet “enhanced transit” criteria. Clackamas County is currently producing a Transit Development Plan (TDP) to assess the densities and associated frequencies for transit in the County, including the C2C Corridor. The projects in this package are near-term improvements and should be completed in the next 15 years.



## TOTAL COST

\$32,019,000 - \$35,017,000 + ROW for Project 6

## PROJECTS

### 1 - ENHANCED TRANSIT ON C2C

Funded through Expanded Service District  
Provide enhanced transit (arrivals every 15 minutes or sooner during most of the day) along the C2C Corridor. While frequent service may not be immediately needed and/or feasible in the near term, the corridor will be complete within Package 2 and benefit from transit services. As densities in the area grow, transit can be improved to meet “enhanced transit” criteria.



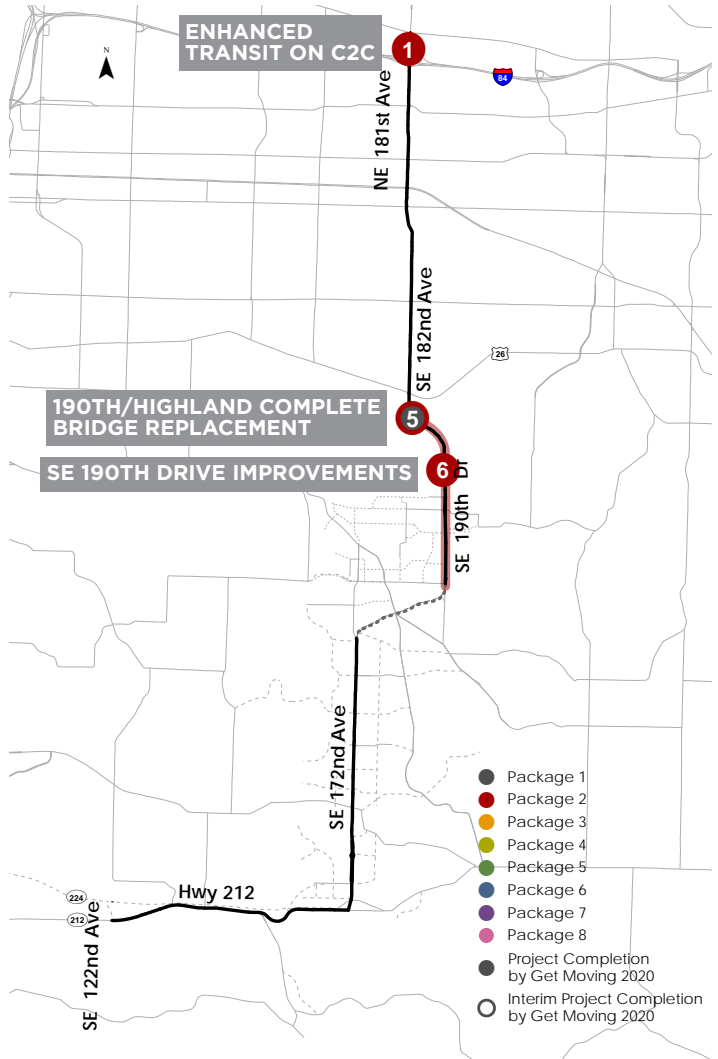
### 5 - 190TH/HIGHLAND COMPLETE BRIDGE REPLACEMENT

Up to \$2,998,000<sup>1</sup>  
Four-lane bridge replacement with sidewalks and bike facilities as well as a seismic upgrade.



### 6 - SE 190TH DRIVE IMPROVEMENTS + ROW

\$32,019,000  
Widen 190th Drive from Powell Boulevard to Cheldelin Road. Provide five-lane vehicle cross section, bicycle lanes, landscape strip, and sidewalks. Signalize or provide roundabouts for 190th at Giese Road, Butler Road, Richey Road, and Cheldelin Road.



**Project Sequence:** 5, 6, 1

Project	Safety & Security	Equitable Transportation	Multimodal Mobility	Livability and Accessibility	Economic Development	Fiscal Stewardship	Connectivity
1	●	●	●	●	●	●	●
5	●	○	●	●	●	●	●
6	●	○	●	●	●	●	●

MINIMAL BENEFIT ○ ● ● ● ● MAXIMUM BENEFIT

# PACKAGE 3: HIGH SCORE CAPITAL PROJECTS

Package 3 contains projects that were likely to be capital projects that scored higher than others, as shown in Table 4. These projects are anticipated to be needed to support future development along 172nd Avenue and the 172nd-190th Connector. Constructing these will promote development-driven improvements for the next package. The projects in this package are mid-term improvements and should be completed in the next 10-15 years.



## TOTAL COST

\$312,877,000

## PROJECTS

### 21 - SUNRISE PHASE 2B

\$292,879,000

Constructs Sunrise Gateway access-controlled facility from 122nd Avenue to 172nd Avenue and parallel trail.



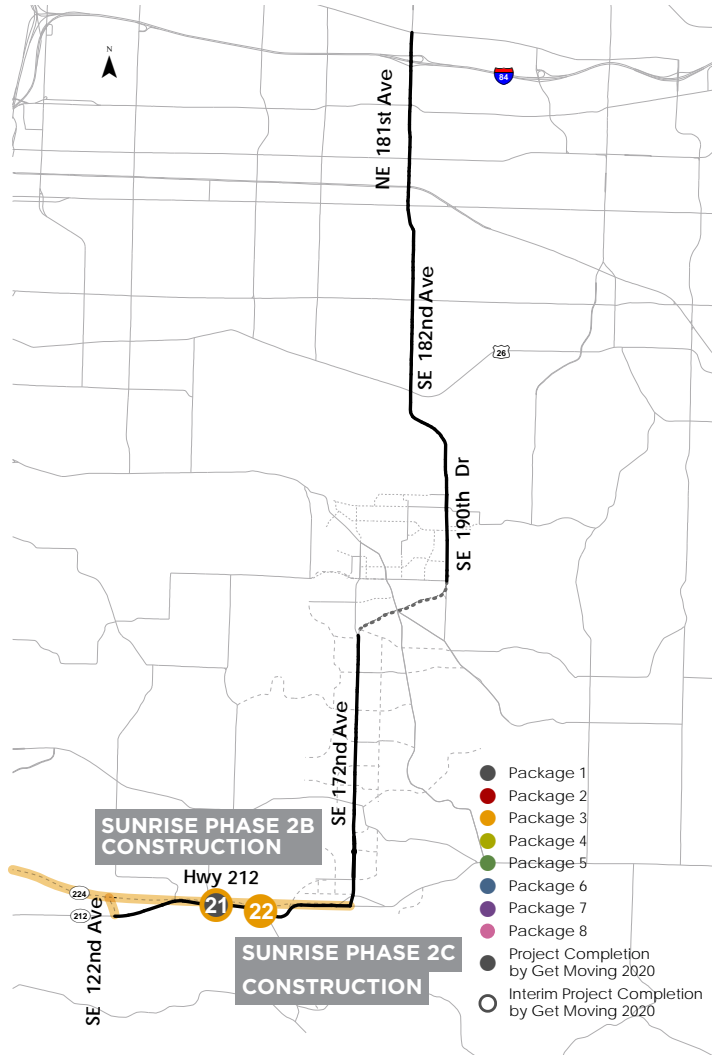
### 22 - SUNRISE PHASE 2C

\$19,998,000

Constructs roundabout at Rock Creek Junction (OR 212/OR 224)



**Project Sequence:** 21, 22



Project	Safety & Security	Equitable Transportation	Multimodal Mobility	Livability and Accessibility	Economic Development	Fiscal Stewardship	Connectivity
21	●	●	●	●	●	●	○
22	●	●	●	●	●	●	○

MINIMAL BENEFIT ○ ● ● ● ● MAXIMUM BENEFIT

# PACKAGE 4: C2C MAINLINE DEVELOPMENT PROJECTS

Package 4 contains projects located along the C2C mainline that are likely to be constructed through development (e.g., half street improvements and improvements in undeveloped areas). These projects are mid-term improvements and should be completed in the next 10-20 years.

## TOTAL COST

\$53,288,000



## PROJECTS

### 14 - 172ND-190TH CONNECTOR

\$10,288,000<sup>1</sup>

Expand from two-lane to five-lane vehicle cross section, bicycle lanes, landscape strip, and sidewalks. Provide roundabouts at Cheldelin Road, Foster Road, and 172nd Avenue.



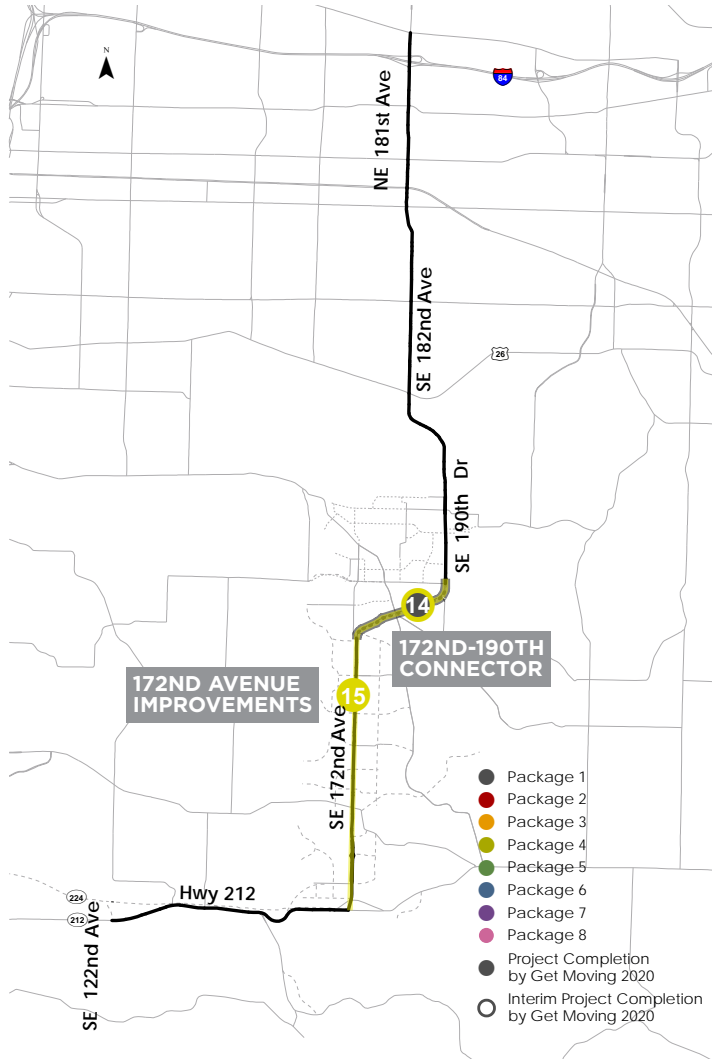
### 15 - 172ND AVENUE IMPROVEMENTS

\$43,000,000

Provide five-lane vehicle cross section, bicycle lanes, landscape strip, and sidewalks on 172nd Avenue from Connector to Sunnyside Road. Provide roundabouts at Hemrich Road and Scouter Mountain Road, and signalize Troge Road and Vogel Road.



**Project Sequence:** 14, 15



<sup>1</sup> Cost differential between five-lane and two-lane cost estimates. Actual value may differ, depending on amount of two-lane facility that is forward-compatible.

Project	Safety & Security	Equitable Transportation	Multimodal Mobility	Livability and Accessibility	Economic Development	Fiscal Stewardship	Connectivity
14	●	●	●	●	●	◐	●
15	●	○	●	●	●	●	●

MINIMAL BENEFIT ○ ◐ ◑ ◒ ◓ MAXIMUM BENEFIT



# PACKAGE 5: MEDIUM SCORE CAPITAL PROJECTS

Package 5 contains projects that were likely to be capital projects and had moderate scores compared to other capital projects. These projects are long-term improvements and should be completed in the next 15+ years.

## TOTAL COST

\$35,734,000 + three stream crossings

## PROJECTS

### 7 - GIESE ROAD EXTENSION & IMPROVEMENTS

\$22,714,000 + two Stream Crossings

Extend Giese Road from Foster Road to 182nd Avenue. Widen Giese Road from 182nd Avenue to 190th Drive. Provide three-lane vehicle cross section, bicycle lanes, landscape strip, and sidewalks. Add or replace two stream crossings.



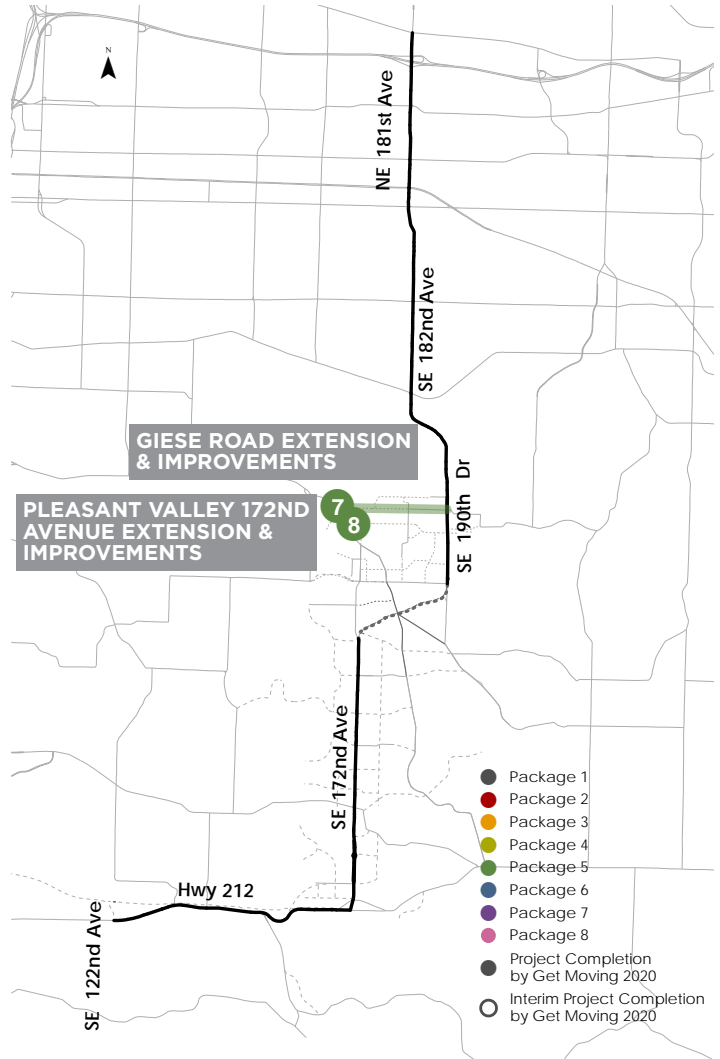
### 8 - PLEASANT VALLEY 172ND AVENUE EXTENSION & IMPROVEMENTS

\$13,020,000 + one stream crossing

Extend 172nd Avenue from Foster Road to Giese Road. Widen 172nd Avenue from Foster Road to Cheldelin Road. Provide three-lane vehicle cross section, bicycle lanes, landscape strip, and sidewalks. Add or replace one stream crossing.



**Project Sequence:** 7, 8



Project	Safety & Security	Equitable Transportation	Multimodal Mobility	Livability and Accessibility	Economic Development	Fiscal Stewardship	Connectivity
7	○	○	◐	◑	◑	◐	○
8	○	○	◐	◑	◑	◐	◐

MINIMAL BENEFIT ○ ◐ ◑ ◒ ◓ MAXIMUM BENEFIT

# PACKAGE 6: LOW SCORE CAPITAL PROJECTS

Package 6 contains projects that were likely to be capital projects and had lower scores compared to other capital projects. These projects are long-term improvements and should be completed in the next 15+ years.

## TOTAL COST

\$19,554,000



## PROJECTS

### 4 - POWELL AND DIVISION/ 182ND AVENUE IMPROVEMENTS

\$2,093,000

Add a second westbound left-turn lane at Division, add northbound and southbound double left-turn lanes and through lanes at Powell, and add transit/enhanced transit corridor supportive projects.



### 11 - CLATSOP STREET EXTENSION

\$4,302,000

Extend Clatsop Street from 162nd Avenue to 172nd Avenue. Provide three-lane vehicle cross section, bicycle lanes, landscape strip, and sidewalks.



### 18 - SE SUNNYSIDE RD EAST EXTENSION

\$13,159,000

Construct new five-lane road with continuous left turn lane, sidewalks, bike lanes, and traffic signals.



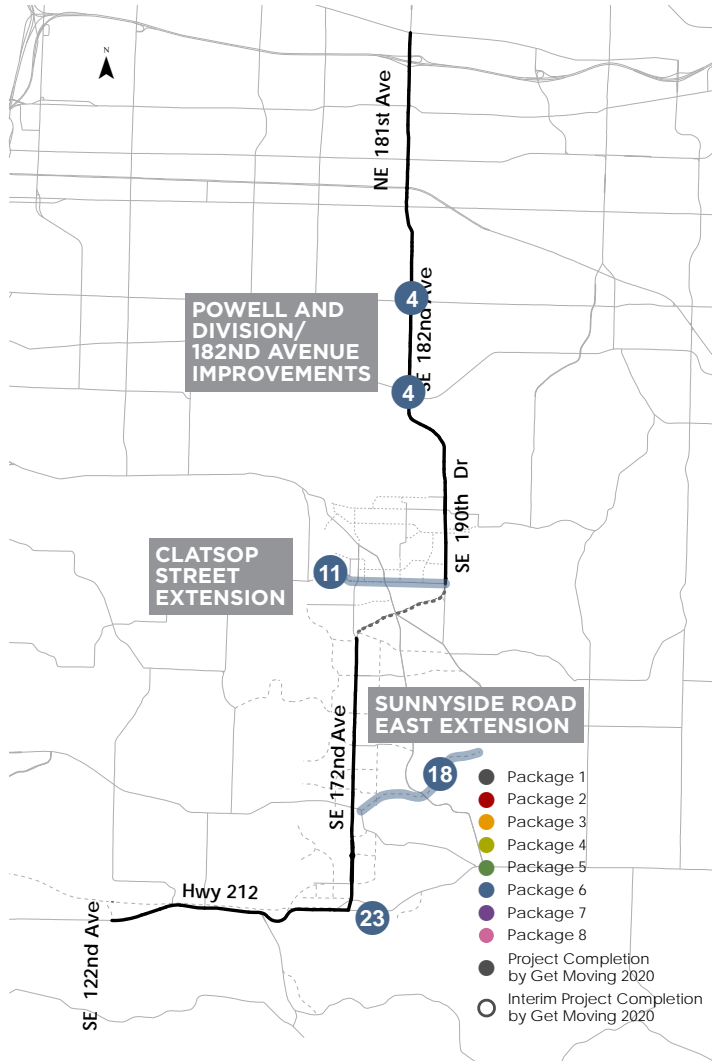
### 23 - SUNRISE PHASE 3

TBD

Provides improvements east of 172nd Avenue.



**Project Sequence:** 18, 4, 23, 11



Project	Safety & Security	Equitable Transportation	Multimodal Mobility	Livability and Accessibility	Economic Development	Fiscal Stewardship	Connectivity
4	●	○	●	●	●	●	○
11	○	○	●	●	●	●	○
18	○	○	●	●	○	○	○
23	TBD	TBD	TBD	TBD	TBD	TBD	TBD

MINIMAL BENEFIT ○ ● ● ● ● MAXIMUM BENEFIT

# PACKAGE 7: HIGH SCORE DEVELOPMENT PROJECTS

Package 7 contains projects that were likely to be development-driven and had higher scores compared to other development-driven projects. These projects are long-term improvements and should be completed in the next 15+ years.

## TOTAL COST

\$43,132,000 + two stream crossings & ROW for Project 10

## PROJECTS

### 10 - FOSTER ROAD IMPROVEMENTS

\$7,593,000 + two stream crossings + ROW

Widen Foster Road from 172nd Avenue to Cheldelin Road. Provide three-lane vehicle cross section, bicycle lanes, landscape strip, and sidewalks. Add or replace two stream crossings.



### 12 - CHELDELIN EXTENSION & ROAD IMPROVEMENTS

\$12,000,000

Extend Cheldelin Road from 172nd Avenue to Foster Road. Widen Cheldelin Road from Foster Road to 190th Drive. Provide three-lane vehicle cross section, bicycle lanes, landscape strip, and sidewalks.



### 13 - 172ND AVENUE WIDENING NORTH

\$10,000,000

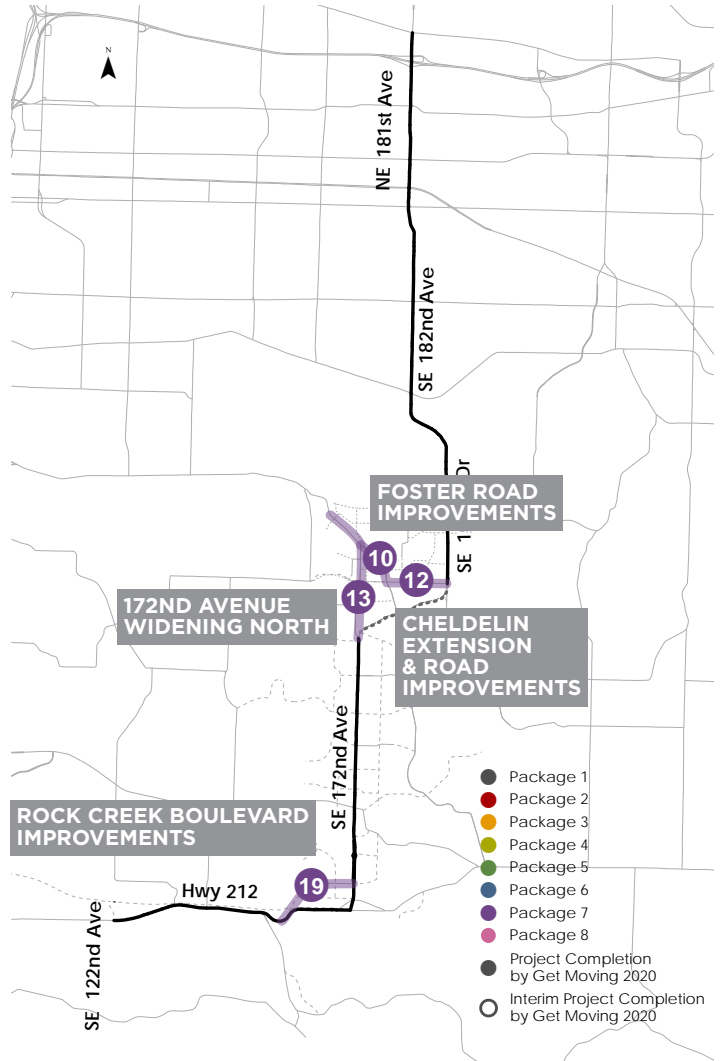
Widen 172nd Avenue to three-lane vehicle cross section, bicycle lanes, landscape strip, and sidewalks between 172nd-190th Connector to Cheldelin Road.



### 19 - ROCK CREEK BOULEVARD IMPROVEMENTS

\$13,539,000

Construct new five-lane vehicle cross section from Sunrise Corridor to 162nd Avenue; Widen existing alignment of Rock Creek Boulevard to five lanes from 162nd to 177th Avenue. Facility improvements include continuous left-turn lane, sidewalks, bicycle lanes, and traffic signals. In addition, this will improve safety on a High Injury Corridor.



## PROJECT SEQUENCE: 12, 10, 13, 19

Project	Safety & Security	Equitable Transportation	Multimodal Mobility	Livability and Accessibility	Economic Development	Fiscal Stewardship	Connectivity
10	●	○	●	●	●	●	●
12	●	○	●	●	●	●	○
13	○	○	●	●	●	●	●
19	●	○	●	●	●	○	●

MINIMAL BENEFIT ○ ● ● ● ● MAXIMUM BENEFIT



# PACKAGE 8: LOW SCORE DEVELOPMENT PROJECTS

Package 8 contains projects that were likely to be development driven and had lower scores compared to other development-driven projects. These projects are long-term improvements and should be completed in the next 15+ years.

## TOTAL COST

\$43,054,000

## PROJECTS

### 16 - FOSTER ROAD

\$28,000,000

Provide three-lane vehicle cross section, bicycle lanes, landscape strip, and sidewalks from Cheldelin Road to OR 212.



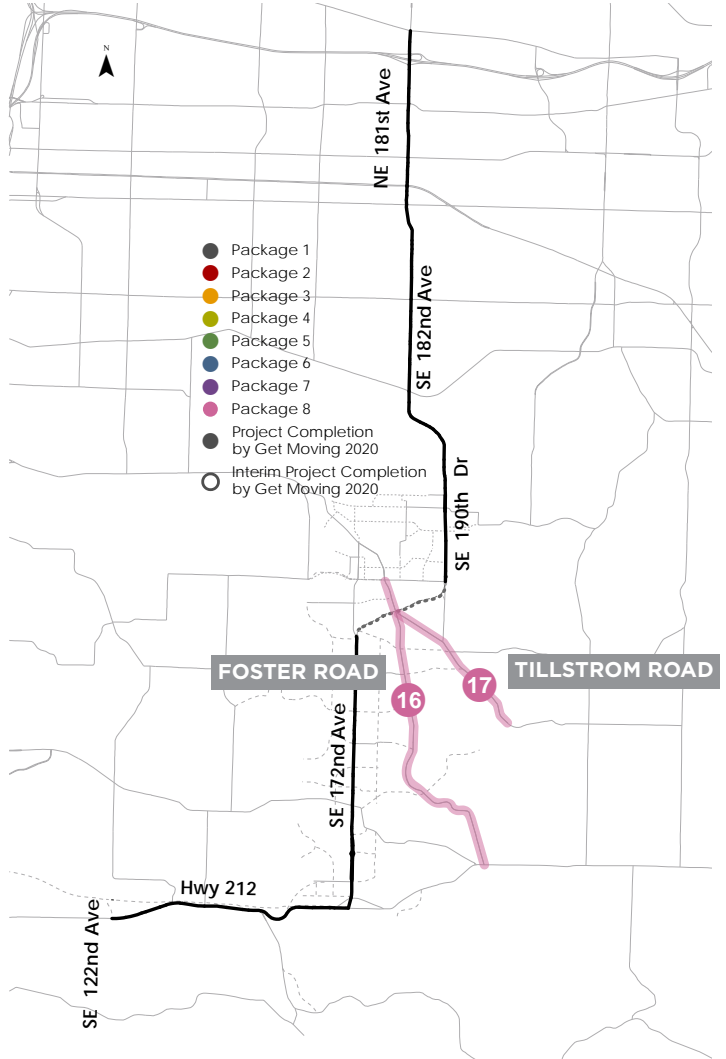
### 17 - TILLSTROM ROAD

\$15,054,000

Provide three-lane vehicle cross section, bicycle lanes, landscape strip, and sidewalks.



## PROJECT SEQUENCE: 16, 17



Project	Safety & Security	Equitable Transportation	Multimodal Mobility	Livability and Accessibility	Economic Development	Fiscal Stewardship	Connectivity
16	●	○	○	●	○	○	●
17	●	○	○	●	○	○	●

MINIMAL BENEFIT ○ ● ● ● ● MAXIMUM BENEFIT



# IMPLEMENTATION STRATEGIES

This section includes the implementation strategies, including sequencing, funding strategies, timelines, and agency coordination needs.

*More information is available in Appendix H: Implementation Strategies Memorandum.*

## SEQUENCING

C2C involves many different projects drawn from multiple planning documents from the region. Because of this, the projects are not yet arranged in a sequence that will most benefit the corridor as it develops. The order in which projects are completed will be critical to corridor development and operations as more people begin using the route as a major north-south connection.

The 172nd -190th Connector and related corridor safety and congestion bottleneck improvements should be prioritized to promote safe and efficient travel for all modes as the corridor progresses. Beyond making the critical linkage between 172nd and 190th, multimodal improvements should be sequenced to start in development-pressured southern Gresham and the Rock Creek Employment Center area in southern Happy Valley and continue toward the middle of the corridor until they meet. This will form the complete 172nd -190th corridor.

Supplemental improvements that parallel and support continued development along the corridor will be sequenced next.

The prospectus sheets in the previous section detail the recommended package and project sequencing for the C2C Corridor based on the priorities outlined above; the corridor projects likely to need public investment versus those private development will likely accommodate; individual project scores documented in the Project List Memorandum; and steering committee and public feedback.

It should be noted that unique funding opportunities, unanticipated development activities or staging needs, and/or other multimodal safety/operation issues may warrant completing certain projects out of package or project sequence. The intent of the recommended sequencing is to lay out which projects the partner agencies will collectively prioritize, assuming no unique circumstances arise. If such circumstances do arise, the partner agencies will coordinate to identify the issue and share findings that justify a change in sequence.

## FUNDING STRATEGY

Table 3 shows the potential funding mechanisms for the C2C Corridor. Table 4 shows which funding sources can be applied to which projects. The funding sources are divided into two categories: roadway-focused funding sources are shown in light blue, and sources generally used for active transportation (e.g., transit, pedestrian, and bicycle) improvements are in light green. The overall project map is included in Figure 1 for reference.



TABLE 3. FUNDING SOURCES

FUNDING SOURCE	DESCRIPTION	ELIGIBILITY		
		MPO	County	City
<b>Surface Transportation Block Grant (STBG)</b>	Federal flexible funding that may be used for projects to preserve and improve conditions on and performance of any federal-aid highway, bridge, or tunnel project on any public road; pedestrian and bicycle infrastructure; and transit capital projects, including intercity bus terminals. These funds are distributed through Metro’s Regional Flexible Fund Allocation (RFFA), and projects are focused on four primary RTP investment priorities – Equity, Safety, Climate Smart Strategy, and Congestion.	●	●	●
<b>State Highway Fund</b>	Revenue sources are: motor vehicle registration and title fees; driver license fees; motor vehicle fuel taxes; and weight-mile taxes. Fund expenditures are restricted to construction; improvement; maintenance; operation; and use of public highways, roads, streets, and roadside rest areas.		●	●
<b>Road Fund Serial Levy</b>	Voter-approved property tax levied in addition to the permanent tax rate.		●	●
<b>Road Utility Fee</b>	Monthly user fee with revenue dedicated to road operations. Enacted legislatively or by popular vote. This source is generally better suited to funding operations than capital improvements.		●	●
<b>Vehicle Registration Fee</b>	An extra fee on all registered motor vehicles, enacted legislatively or by popular vote. This source could fund operations or capital programs.	●	●	●
<b>Motor Vehicle Title Fee</b>	All motor vehicles registered in the jurisdiction are also required to have a title recorded as personal property within the jurisdiction. This source generates two sources of revenue: the fee itself and personal property taxes levied on motor vehicles.	●		
<b>Local-Option Fuel Tax</b>	Enacted legislatively or by popular vote. This source could fund operations or capital programs.		●	●
<b>Immediate Opportunity Funds</b>	Enacted legislatively or by popular vote. This source could fund operations or capital programs.	●	●	●
<b>All Roads Transportation Safety (ARTS)</b>	MAP-21 increased safety funding and emphasizes a focus on all roads. Because of this, ODOT offered a portion of its safety funds to improve safety on local roads, leading to the creation of the ARTS program.	●	●	●
<b>General Fund</b>	Property taxes from local agencies’ permanent tax rate.		●	●
<b>Transportation Development Tax</b>	Based on the estimated traffic generated by each type of development; revenue is dedicated to transportation capital improvements designed to accommodate growth. Eligible projects are on major roads, including sidewalks and bike lanes, as well as transit capital projects.		●	●
<b>System Development Charges (SDC)</b>	A reimbursement fee, an improvement fee or a combination thereof assessed or collected at the time of increased usage of a capital improvement or issuance of a development permit, building permit, or connection to the capital improvement.		●	●

FUNDING SOURCE	DESCRIPTION	ELIGIBILITY		
		MPO	County	City
<b>Local Improvement District (LID)</b>	Used as a method of financing capital improvements constructed by the local agency or utility district that provide a special benefit to the properties within the boundary of the LID.		●	●
<b>Tax Increment Financing</b>	Used to capture additional property taxes generated in the vicinity of transit-specific improvements or areas. This type of funding can also be used to capture a portion of property value increase caused by a particular investment.		●	●
<b>Urban Renewal Districts</b>	Uses the future increase in property taxes from the rehabilitation of urban areas by renovating or replacing dilapidated buildings with new housing, public buildings, parks, roadways, industrial areas to finance infrastructure improvements within the district. This is a type of tax increment financing.		●	●
<b>State Special Transportation Funds (STF)</b>	Allocated by the Oregon Legislature every two years. Funds may be used for any purpose directly related to public transportation services for seniors and people with disabilities. Funds managed locally by STF agencies (transit districts, counties, tribes); the eligible recipient for the C2C Corridor is TriMet.	●	●	●
<b>Federal Transit Administration (FTA) Grants</b>	Section 5310 Funds: formula funding to states and metropolitan regions for the purpose of meeting the transportation needs of seniors and people with disabilities. ODOT allocates state 5310 funds to rural areas via local STF agency and may reserve for discretionary programs.		●	●
	Section 5339 Funds: funding through an allocation process to states for small urban and rural areas, and transit agencies in large urban areas, to replace, rehabilitate, and purchase buses and related equipment and to construct bus-related facilities.		●	●
	Section 5307: formula transit funds for large and small urban districts (TriMet)	●		
	Section 5309: capital investment grants: fund major transit capital investments, including heavy rail, light rail, and bus rapid transit.	●		
	Section 5303/4/5: Metropolitan and Statewide Planning. Funds are allocated to states, which then distribute them to regional and local agencies for transit planning.	●	●	●
<b>Connect Oregon Funds</b>	Projects are eligible for grants covering up to 70% of project costs. A minimum 30% cash match is required from the recipient for all grant-funded projects. Projects eligible for funding from state fuel tax revenues are not eligible for Connect Oregon funding.	●	●	●
<b>Private/Public Sponsorships</b>	Private/public sponsorships involve a private entity, such as a local business owner, working with the public agency to fund a project (e.g., bus stop shelter and sidewalk connection maintenance). In return for their investment in the community, these business owners often have recognition for their role, providing a marketing venue for the business.	●	●	●

**ELIGIBILITY**

FUNDING SOURCE	DESCRIPTION	ELIGIBILITY		
		MPO	County	City
<b>Congestion Mitigation &amp; Air Quality (CMAQ)</b>	Federal flexible funding source to state and local governments for transportation projects and programs to help meet the requirements of the Clean Air Act. These funds are distributed through Metro’s RFFA, and projects are focused on four primary RTP investment priorities – Equity, Safety, Climate Smart Strategy, and Congestion.	●	●	●
<b>STIP Enhance</b>	Funds allocated to projects through a competitive grant application process. Eligible projects include public transit capital improvements.		●	●
<b>Property Taxes</b>	Tax assessed on the value of an owned property, a portion of which can be used to fund transit.	●	●	●
<b>Payroll Taxes</b>	Taxes imposed on employers or employees, usually calculated as a percentage of the salaries that employers pay their staff, and generated through deductions from an employee's wages or taxes paid by the employer based on the employee's wages.		●	●
<b>Business Taxes</b>	Tax assessed on the net income of businesses near transit facilities/ routes.		●	●
<b>Tax Increment Financing</b>	Used to capture additional property taxes generated in the vicinity of transit-specific improvements or areas. This type of funding can also be used to capture a portion of property value increase caused by a particular investment.		●	●
<b>Tax Incentive Zones</b>	Designated areas that provide an indirect avenue for transit funding by potentially increasing fare revenue, sponsorship revenue, etc. by providing tax incentives for businesses and residents near transit-oriented or transit-friendly developments.		●	●
<b>Multimodal Impact Fees</b>	Similar to transportation SDCs, but focused on improvements to multimodal transportation options. In the event a TIF is established, the fixed-route service could work to allocate a portion of funds towards transit-enhancing improvements.		●	●
<b>ODOT Safe Routes to School Grant Program</b>	Eligible projects include safety improvements that positively affect the ability of children to walk and bicycle to school. Projects must be within a public road right-of-way, consistent with jurisdictional plans, supported by the school or school district, within a one-mile radius of a school, and able to be constructed within five years of the application. Project examples include sidewalks, median refuge islands, rapid flashing beacons, etc. The minimum funding request is \$60,000, and the maximum is \$2 million.		●	●
<b>Metro Grant Programs</b>	Metro provides grant opportunities for various transportation-based projects. One such opportunity is the Regional Travel Options (RTO) grant, which includes Infrastructure and Innovation grants to support light infrastructure that make it easier, more convenient, or safer for people to get around using travel options and Safe Routes to School grants.	●	●	●



TABLE 4. PROJECT FUNDING AVAILABILITY

FUNDING SOURCE	PROJECTS (see figure 1 for reference)																						
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23
Surface Transportation Block Grant (STBG)	○	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●
State Highway Fund	○	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●
Road Fund Serial Levy	○	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●				
Road Utility Fee	○	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●				
Vehicle Registration Fee	○	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●
Motor Vehicle Title Fee	○	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●
Local-Option Fuel Tax	○	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●
Immediate Opportunity Funds	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○
All Roads Transportation Safety (ARTS)		●	●			●			●	●		●			●	○	○			○	○	○	○
General Fund	○	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●
Transportation Development Tax	●	●	●	●	●	○	●	●	●	○	●	○	○	●	○	○	○	●	○	●	●	●	●
System Development Charges (SDC)	●	●	●	●	●	○	●	●	●	○	●	○	○	●	○	○	○	●	○	●	●	●	●
Local Improvement District (LID)	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●
Tax Increment Financing	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●
Urban Renewal Districts	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●
State Special Transportation Funds (STF)	●																						
Federal Transit Administration (FTA) Grants	●																						
Connect Oregon Funds	●																						
Private/Public Sponsorships	●	○	○			○								○	○					○	○	○	○

● Indicates an opportunity for full or significant funding ○ Indicates an opportunity for partial or limited funding

PROJECTS (see figure 1 for reference)

FUNDING SOURCE	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23
Congestion Mitigation & Air Quality (CMAQ)	●																						
STIP Enhance	●																						
Property Taxes	●	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○
Payroll Taxes	●																						
Business Taxes	●																						
Tax Increment Financing	●	○	○			○								○	○					○	○	○	○
Tax Incentive Zones	●	○	○			○								○	○					○	○	○	○
Multimodal Impact Fees	●	●	●			●								●	●					○	○	○	○
ODOT Safe Routes to School Grant Program		●	●	○		○	○	○	○	○	○	○	○	○	○	○		○	○	○	○	○	○
Metro Grant Programs	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○

● Indicates an opportunity for full or significant funding ○ Indicates an opportunity for partial or limited funding

## **TIMELINE**

The C2C Corridor is expected to be complete in the next 20 years, but its completion depends on funding that is not yet identified. With this time frame in view, projects are divided into three ranges within the coming two decades: near-term projects, mid-term projects, and long-term projects. Near-term projects should be completed within the next 15 years (Packages 1 and 2). Mid-term projects should be completed within the next 10 to 20 years (Packages 3 and 4). Long-term projects can be completed in the next 15 or more years (Packages 5, 6, 7, and 8).

## **AGENCY COORDINATION NEEDS**

Several projects in this plan need to be incorporated or updated within other plans. Project partners identified revisions to their own TSPs in the next chapter. The next Metro RTP update should also include these revisions. A complete list of affected projects can be found in Appendix H: Implementation Strategies Memorandum (Appendix H, pp 12 and 13).





# POLICY & PLAN AMENDMENT RECOMMENDATIONS

This section includes the project and plan revisions, agency coordination needs, and plan acceptance.

*More information is available in Appendix I: Policy and Plan Amendment Recommendation Memorandum.*

## **PROJECT REVISIONS AND INCORPORATIONS**

This section identifies projects that are not currently shown in the City of Gresham, City of Happy Valley, Clackamas County, and Multnomah County TSPs, or that need to be updated. This section also indicates changes to Metro RTP and MTIP project names, descriptions, or cost estimates.

### **City of Gresham**

The City of Gresham will update the 172nd/Foster roundabout cost estimate in their TSP and identify the roundabout as the preferred alternative from the Pleasant Valley TSP Refinement.

### **City of Happy Valley**

The City of Happy Valley TSP is currently being updated to reflect the correction of a street classification error. 172nd Avenue north of the 172nd -190th Connector Road is currently classified as a major arterial and is being re-classified as a minor arterial.

### **Clackamas County**

Clackamas County will update their TSP to reflect project changes to the Sunrise Corridor and classification changes to 172nd Avenue as noted by the City of Happy Valley.

### **Multnomah County**

Multnomah County updated the 172nd /Foster roundabout cost estimate as part of the County's Roads Capital Improvement Plan 2020-2024. This was adopted by the Board of County Commissioners in January 2020.

### **Metro**

Relevant project changes should be reflected in the next Metro RTP update. Additionally, the C2C Corridor Plan should be included as an appendix into the RTP Metro Mobility Corridor 24 section. *A complete list can be found in Appendix H: Implementation Strategies Memorandum.*

## DEVELOPMENT REVIEW PROCEDURES AND COMPLIANCE

C2C Corridor Plan implementation, through private development land use actions and/or land use amendments, will follow the development application and approval procedures of the local agency that has land use jurisdiction. Any deviations to the C2C Corridor Plan's projects should be coordinated and communicated with directly-impacted project partners (City of Happy Valley, City of Gresham, Clackamas County, Multnomah County). The approved C2C Corridor Plan will inform jurisdiction TSP elements. It will also provide guidance for identifying the necessary transportation facility provisions associated with a given land use action or amendment (e.g., right-of-way, improvements, traffic control devices). However, the C2C Corridor Plan's acceptance does require the local agency with land use jurisdiction to consider the following things when reviewing and approving land use actions:

- » **Right-of-way Dedication Requirements:** Right-of-way dedications should be consistent with the C2C Corridor Plan and its projects.
- » **Direction of Requiring Construction of Improvements, Partial Improvements, or Cash-in-Lieu Payments:** The local agency with land use jurisdiction should require, through conditions of approval and/or development agreements, the specific improvements, partial improvements, or cash-in-lieu payments consistent with and necessary to implement the C2C Corridor Plan based on the impacts and properties associated with the specific land use action and/or amendment.
- » **Cash-in-Lieu Payments (Optional):** Local agencies may seek cash in lieu of construction payments for land use actions that would result in isolated elements of the corridor being constructed prior to use, and allow cash-in-lieu across jurisdictional boundaries where appropriate. Example projects may include roundabouts where a property owner on one quadrant provides funding rather than constructing a partial improvement or those where different agencies control the adjacent land use and the subject roadway. These funds would need to be properly administered by the local agencies to ensure funds are both preserved and allocated in the most appropriate manner to realize the overall C2C Corridor Plan.

The following sections identify needed changes or other trigger mechanisms that need to be added to the respective agencies' development/zoning codes.

### **City of Gresham**

No changes are anticipated.

### **City of Happy Valley**

The City of Happy Valley will finalize an Intergovernmental Agreement (IGA) with Multnomah County for off-site impact fees for the 172nd/Foster intersection.

### **Clackamas County**

No changes are anticipated.

### **Multnomah County**

Multnomah County will finalize an IGA with the City of Happy Valley for off-site impact fees for the 172nd/Foster intersection.



## **C2C CORRIDOR PLAN ACCEPTANCE**

The C2C Corridor Plan will be implemented at several levels of government. The cities and counties will incorporate the C2C Corridor Plan as applicable into their next respective TSP update. In addition, new ordinances, or amendments to existing ordinances, resolutions, and/or other agreements will be required to ensure that the improvements, right-of-way, access management, and coordination elements of the C2C Corridor Plan are achieved in a way that will allow the transportation system to build toward the long-term needs of the project study area.

The acceptance of the C2C Corridor Plan by the Partner Agencies (City of Gresham, City of Happy Valley, Clackamas County, and Multnomah County) will be done through resolutions passed by each agency's legislative body. The agencies and steering committee members have agreed to make best efforts to accept the C2C Plan by resolution prior to June 30, 2021. Following acceptance and incorporation of the C2C Corridor Plan, the Partner Agencies will present the plan to Metro for incorporation into the RTP during the next update process.

After local acceptance, partner agencies should explore potential funding sources, monitoring and improvement responsibilities, and project prioritization. These efforts could be documented through various agreements forms and/or resolutions. An agreement between the counties and cities would likely focus on notification guidelines and coordinating the partner agencies' desires regarding funding sources, monitoring and improvement responsibilities, and project prioritization.

### **City of Gresham**

The City of Gresham will accept the C2C Corridor Plan by resolution, incorporating needed changes to Gresham's TSP into future TSP updates.

### **City of Happy Valley**

The City of Happy Valley will accept the C2C Corridor Plan via resolution and adopt it in its entirety by making it an ancillary document to the City's Comprehensive Plan, including any necessary TSP amendments. This will be accomplished through public notice and public hearings before the City's Planning Commission and City Council. The City of Happy Valley will participate in all applicable IGAs.

### **Clackamas County**

Clackamas County will accept the C2C Corridor Plan by resolution. C2C Corridor Plan recommendations will ultimately be included in the next TSP update.

### **Multnomah County**

Multnomah County will accept the C2C Corridor Plan by resolution.

### **Metro**

Following the acceptance of incorporation of the C2C Corridor Plan by the four local partner agencies, the agencies and Metro should ensure that the projects are prioritized as agreed in the next RTP update.





# APPENDICES

- A: Project Purpose and Objectives Memorandum
- B: Plan Summary Memorandum
- C: Planning Summary Update Memorandum
- D: Corridor Evaluation and Prioritization Methodology Memorandum
- E: Project List Memorandum
- F: 190th Drive Refinement Memorandum
- G: Preferred Investment Packages Memorandum
- H: Implementation Strategies Memorandum
- I: Policy and Plan Amendment Recommendation Memorandum



APPENDIX A:  
PLANNING SUMMARY  
MEMORANDUM





APPENDIX B:  
PLANNING SUMMARY UPDATE  
MEMORANDUM



APPENDIX C:  
PROJECT PURPOSE  
AND OBJECTIVES  
MEMORANDUM





APPENDIX D:  
CORRIDOR EVALUATION  
AND PRIORITIZATION  
METHODOLOGY  
MEMORANDUM



APPENDIX E:  
PROJECT LIST MEMORANDUM





APPENDIX F:  
190TH DRIVE REFINEMENT  
MEMORANDUM



APPENDIX G:  
PREFERRED INVESTMENT  
PACKAGES MEMORANDUM





APPENDIX H:  
IMPLEMENTATION  
STRATEGIES MEMORANDUM



APPENDIX I:  
POLICY AND PLAN  
AMENDMENT  
RECOMMENDATION  
MEMORANDUM



**CORRIDOR**  
LIVE • WORK • CONNECT