

Regional Economic Opportunity Fund Projects

Name of Project : Sunrise System: Industrial Area Freight Access and Multimodal Improvements

(project name will be adjusted to comply with ODOT naming convention if necessary)

Project nomination narrative

Project nomination narratives provide in depth process, location and project definition details and serves as the nomination form for project funding consideration. **Project narratives should be kept to 12 pages total per project.** This narrative form is available electronically at:

<http://www.oregonmetro.gov/regionalflexiblefund>. Please complete the following:

Project Definition

Base project information

1. Corresponding RTP project number(s) for the nominated project. Metro Project ID Numbers 10042, 11132, and 11347 in the RTP final project list identify projects relating to the Sunrise Multi-Use Path, multi-modal improvements in the Clackamas Industrial Area and realignment of Lawnfield.
2. Project extent or area description. The Sunrise Corridor has been on Oregon's list of top congestion relief priorities for more than 15 years. The corridor has been identified as an essential freight route from Interstate 5 and Interstate 205 to U.S. 26 (Mt. Hood Highway), and to central and eastern Oregon. The Clackamas Industrial Area is home to some of the state's busiest and most critical freight distribution centers. Community development and industrial expansion in the Sunrise Corridor are expected to grow significantly in coming years, and the existing OR 212/224 corridor is incapable of handling increased demand.
3. Purpose and need statement (The purpose and need statement should address the criteria as they apply to the project. The Purpose and Need statement in the Sunrise Corridor FEIS specifically states that: "OR 212/224 near I-205 is ranked in the top 10 percent of state routes for vehicle crash rate. Over 500 vehicle collisions [between I-205 and Rock Creek Junction] were reported for this area during the five-year period of 1998 through 2002. The high crash rate is attributed to severe congestion and roadway deficiencies. Inadequate bicycle and pedestrian facilities reduce the safety and connectivity for these modes of travel in the project area". The Sunrise System of projects will address these safety issues by: Constructing a new two-lane facility to relieve congestion on OR 212/224, reducing conflicts between travelers and trains by closing an existing at-grade mainline railroad crossing, serving a Class 1 freight railroad and AMTRAK passenger rail service, and construct a separated multi-use path for pedestrians and cyclists. Completion of the Sunrise system of projects ultimately results in a holistic approach to transportation by providing for many modes. With a strong industrial-use area bisected by several regional freight and commuter routes, the years of growth and changes in travel patterns have resulted in a functionally obsolete system. Higher percentages of truck traffic coupled with commuters, cyclists and pedestrians has resulted in safety concerns and a strong desire from the community and local agencies to improve the system and align it with changes in regional travel patterns.

4. Description of project design elements. The major project elements of the Sunrise System include implementing principles of Practical Design and Context-Sensitive Solutions to construct the Sunrise Mainline, a new two-lane (one lane each direction) state highway from the Milwaukie Expressway (OR 224) at I-205 to SE 122nd Avenue at OR 212/224, including grade separation of the Class 1 freight and Amtrak passenger rail mainline, improving bicycle and pedestrian facilities in the project area, including grade separation of the Class 1 freight and Amtrak passenger rail mainline, and construction of a multi-use path that parallels the new highway and connects the area to the I-205 multi-use path, and constructing and improving local connections, including Lawnfield Road, Industrial Way and 98th Court so that freight can access the Lawnfield portion of the Clackamas Industrial Area using a system of roadways rather than one congested corridor. The “practical design” approach will reduce negative impacts to the environment and the adjacent community.
5. Description of post implementation measurement of project effectiveness (Metro staff is available to help design measurement methodologies for post-construction project criteria performance). One of the primary measurements of project effectiveness for this project is the improvement of congestion and safety throughout the Clackamas Industrial Area. The Sunrise Mainline is expected to attract nearly 20,000 vehicle trips per day in 2020, removing an estimated 15,000 vehicles from I-205 and OR 212/224 and an estimated 3,000 vehicles from 82nd drive. Average speeds for autos and trucks are expected to increase from approximately 17 mph to 25 mph, a 44 percent improvement. The total daily vehicle hours of delay will be reduced by 3,720 hours for cars and 200 hours for trucks. Annually, that is a reduction of 930,000 hours of delay for cars and 50,000 hours of delay for trucks. The total annual benefits of all the time savings is estimated at \$22.5 million. The proposed path and pedestrian connections present significant opportunities to provide bicyclists with strategic locations to commute and travel, resulting in further reductions in VMT, greenhouse gas emissions, traffic congestion and dependence on oil. Estimates show that the multi-use paths alone will result in a reduction of over 4,000 VMT every day

Map of project area

1. Provide a map of the project consistent with instruction in Exhibit B.

Project sponsor agency

1. Contact information (name, e-mail, phone number) for:
 - Application lead staff Tanya Johnston, tjohnston@clackamas.us, 503-742-4677
 - Project Manager (or assigning manager) Michael Bezner, mikebez@clackamas.us, 503-742-4651
 - Project Engineer (or assigning manager) Joel Howie, jhowie@clackamas.us, 503-742-4658
2. Describe whether the lead agency has recently led or failed to deliver a federal aid transportation project, and how the agency currently has the technical, administrative and budget capacity to deliver the project. Clackamas County DTD and Transportation Planning Division have successfully completed numerous federal aid transportation projects . Recently, the Department was awarded the Engineering Excellence Honor Award from the American Council of Engineering Companies for the 172nd Ave project. Our project management staff are professional engineers and planners

capable of completing the proposed scope of work within the given time frame and within the estimated budget.

Primary Criteria

Economic Competitiveness: Contribute to long-term productivity of US and Metro region economy.

1. Long-Term Improvement to goods and worker access (emphasis on traded-sector goods and services, access to markets) The project supports 15,000 existing jobs with the opportunity for an additional 4,000 jobs in the industrial area by 2025, including United Streetcar's efforts to develop a US-based streetcar manufacturing capability with an ever-growing use of American-made components.
2. Improved access to and from, and market viability in industrial lands. The project provides safety, environmental and livability benefits through the reconstruction of Lawnfield road and the creation of the bicycle/pedestrian path. The grade on Lawnfield will be reduced allowing for better accessibility into the Lawnfield Industrial areas. Investing in the Sunrise System Industrial Area Freight Access and Multi-Modal Connections Project will provide an extraordinary return on investment and demonstrate innovative ways to reduce congestion while building lower-cost facilities and increasing freight connectivity.
3. Increased efficiency through integration and use of existing transportation infrastructure, including improvements and repair. The multi-use path and pedestrian connections ensure that travelers have a choice of mode of transportation and that people who do not travel by car still can get to work and travel through the area. These are necessary to link the on-road pedestrian and bikeway improvements. The Sunrise System elements work together and are a part of and consistent with local and State of Oregon efforts to maintain our transportation facilities in a state of good repair. Implementation of the multi-use path and pedestrian connections incorporated in the Sunrise System significantly improves the transportation system and overall lifecycle costs. First and foremost, by providing people with travel options, such as pedestrian and bicycle facilities, fewer vehicles will be on the road, and will therefore have less impact on the system.
4. Leverages probate sector investments. This project leverages funds specifically identified by the 2009 Oregon Legislature for improvements in the Sunrise Corridor area. \$100 million was allocated by the Oregon Jobs and Transportation Act (JTA) for construction of the initial phase of the Sunrise Corridor Preferred Alternative.

Livability: Further Partnership for Sustainable Communities principles.

1. Reduce average cost of user mobility. The costs associated with both foreign and domestic oil are huge. Replacing motor vehicle trips with bicycling and walking reduces the need for oil. Further, the availability of travel options that include biking and walking provide lower cost alternatives to travel in the area.
2. Improve existing transportation choices (by enhancing modal connectivity, increasing number of accommodated modes and/or reducing congestion) on existing facilities. This project will

substantially increase the livability of the community by providing safe access to mixed employment and industrial areas. The addition of two miles of multi-use path will provide key routes and connections to county and regional bicycle systems as well as to key transit and light rail connections. This will offer recreational and commuter bicycle riding and jogging experiences that will significantly enhance and foster the community's livability. The entire set of projects in the Sunrise System are being developed using practical and context-sensitive design solutions to enhance community livability and reduce overall project costs and environmental impacts

3. Improve accessibility of disadvantaged populations. Both the improvements to Lawnfield and the Sunrise multi-use path will improve accessibility for the most transportation disadvantaged populations in Clackamas County. The Existing Conditions Report recently completed for the Clackamas County Transportation Systems Plan update project identified this area as having transportation disadvantaged populations living near the project. The project will improve mobility and transportation options for these residents.
4. Coordinated transportation and land use planning, contribute significantly to broader travel mobility, including implementing completed corridor plans. Clackamas County has been working in coordination with ODOT to develop the overall plans for the Sunrise Corridor improvements. These projects will significantly improve travel mobility for users of the State highway system and the local roads in the area.

Environmental Sustainability: Promote environmentally sustainable transportation system.

1. Improve energy efficiency (including scale of use of new facilities, TSMO reduction auto trips). Investment in the Sunrise System improves energy efficiency and reduces greenhouse gases by supporting the existing centrally-located industrial area. In addition, the area is home to a domestic producer of streetcars, an industry that contributes to greenhouse gas reduction by providing mass transit options. This project will support job growth in the industrial centers and not on the urban fringe. It will construct sidewalks, bicycle lanes and multi-use paths to provide bicyclists and transit riders with strategic locations to commute and travel, resulting in reduced vehicle miles traveled and reduced dependence on oil. Additionally, energy efficiency will be greatly improved for truck traffic by the installation of truck sensors or similar freight system mobility improvements to facilitate truck movements at intersections on Lawnfield Road and the surrounding area. The Sunrise System was developed in a sustainable solutions context. Examples include recycling the old roadbed into the new roadbed and, where possible, providing native, maintenance-free vegetation and storm water quality/detention facilities.
2. Environmental benefits or avoidance of adverse impacts. The environmental benefits from these proposed projects include a diverse transportation system that allows non-motorized modes to be used for short trips, and public transit to be used on congested corridors. This then allows automobiles to be used for longer trips. The proposed path and pedestrian connections present significant opportunities to provide travel options for commuters, resulting in reduced greenhouse gas emissions by way of eliminating congestion.

Safety: Improve safety of the transportation system.

1. Ability to reduce number, rate and consequences of crashes, injuries and fatalities, including focusing and the recommendations for the Regional Transportation Safety Plan:
 - Improves multimodal safety on arterials. OR 212/224 near I-205 currently has inadequate bicycle and pedestrian facilities that reduce safety and connectivity for all modes of travel in the area. Driven by regional attitudes and rising fuel prices, the County has seen many more non-motorized users navigating the transportation network within the Sunrise System area. This is largely due to access to jobs, good connections to the rest of the region and the relatively flat topography. Unfortunately, these users are the most vulnerable and currently have the least accommodations. Particular challenges include accommodating pedestrians and cyclists over and around the Union Pacific mainline, which accommodates approximately 25 trains per day including Amtrak service. Providing direct connections along established corridors will ensure that the system will be used rather than people navigating illegally along the railroad right-of-way or crossing at unsafe areas to reduce out-of-direction travel.
 - Addresses pedestrian and bike crash issues. The provision of full pedestrian and bicycle facilities with the vehicular roadway improvements will not only provide for a safe system, but also provide a holistic transportation system. The multi-use path aspect of the project will improve safety for cyclists and pedestrians by separating these modes from higher speed vehicles and providing options to traveling through the intersection of 82nd Ave and Hwy 212/224. This intersection experiences severe congestion, with many large trucks traveling through to access I-205. With these efforts, the Clackamas Industrial Area can continue its transformation into a regional industrial area easily accessible by a complete transportation system
2. Addresses safety behavioral contributing factors of alcohol and drug, speeding, aggressive and distracted driving. Clackamas County has been a leader in promoting a safety culture within the workforce as well as through programs integrated in the community. This project will implement a traffic signal priority system to allow freight traffic to move through the area with less delay, ultimately leading to a safer system. Also, safety messages related to distracted driving and aggressive driving are installed on many of the traffic signal cabinets throughout the County. The project includes a signal at Lawnfield and 97th Ave, which is a location that could be considered for this program.

Job Creation and Economic Stimulus: Creation or preservation of jobs.

1. Number and type of job created or preserved (emphasize efforts to support opportunities for low-income and disadvantaged populations). The number of employees in the entire Clackamas Industrial Area is expected to increase by more than 4,000 by 2025. Without this project, the economic growth potential of this area would be severely limited. The easily accessible and complete road system that this project will create will dramatically increase the economic competitiveness of the industrial area.
2. Project readiness (NEPA and legislative approvals in required planning documents, technical and financial feasibility). The Sunrise System NEPA process is complete. The Sunrise Project

FEIS Record of Decision (ROD) was signed on February 22, 2011. The ROD can be viewed at: http://www.oregon.gov/ODOT/HWY/REGION1/Sunrise_EIS/ROD.pdf.

3. Provide opportunities for small businesses and disadvantaged business enterprises. The project will provide opportunities for small businesses in that it improves access to an important industrial area where small businesses could locate.
4. Effective use of community-based organizations in connecting disadvantaged workers with economic opportunities. The project will fund the construction of a multi-use path which increases the transportation options for all workers to access the Clackamas Industrial Area.

Secondary Criteria

Innovation: Use of innovative technology, system management and project delivery techniques.

1. Use of innovative technology. Clackamas County and the Oregon Department of Transportation have a history of project innovation. Innovative procedures that will be implemented on this project include a strategy to improve energy efficiency and facilitate heavy interstate truck movements in and out of the industrial area by installing truck traffic sensors in the roadway and/or similar mobility system upgrades on Lawnfield and the surrounding area.
2. Use of innovative finance, contracting, project delivery, congestion management, safety management, asset management, O&M. Building upon and utilizing partnerships established during the development of the Sunrise Corridor Environmental Impact Statement and Record of Decision will streamline the delivery process and facilitate decision-making to keep the project on track. Also, one of the project's goals is to get the best value for the least cost. Life cycle costs will be considered and sustainable solutions sought to maximize value. The life cycle cost analysis will include storm water detention and water quality treatment facilities, asphalt pavement, retaining walls and street lighting

Partnership: Jurisdiction and stakeholder collaboration, and disciplinary (non-transportation agency) integration.

1. Multi-agency support to implement priority project from a completed corridor plan. An impressive list of private, public and non-profit agencies and officials support and endorse the Sunrise System project. Portland's MPO chose the Sunrise System as the single priority project for the region. The State of Oregon recognized this project as one of six projects of statewide significance. This broad base of support includes ODOT, Senator Ron Wyden and Senator Jeffrey Merkley, U.S. Representatives Earl Blumenauer and Kurt Schraeder, the cities of Happy Valley and Damascus, Greater Portland Inc, as well as major employers including Fred Meyer.
2. Jurisdiction & Stakeholder collaboration (involvement of state and local governments, other public entities, including projects that engage parties that are not traditionally involved in transportation projects, non-Federal funds, use of TIGER funds to complete a finance package). This project has utilized community outreach and collaboration programs to solicit community input through open houses (both real and virtual), on-line surveys and social networking sites. This achieves broad-based community feedback, strengthens community ownership of the projects and contributes to context-sensitive design and livable projects. Further, this project

has been supported by both ODOT as well as the Federal Highway Administration through the TIGER grant process.

3. Disciplinary Integration (support by non-transportation public agencies: e.g. public housing, economic development, historic pres., energy, etc.). This project has a broad base of support from both transportation and government agencies, as well as regional businesses, economic development associations and local organizations. These include, but are not limited to, the Oregon Business Alliance, Oregon Iron Works, Providence Health Services, The Oregon Military Department and the North Clackamas Chamber of Commerce.
4. Use a system-wide approach. All components of the Sunrise System work together to create a transportation network that fits the context of the community, while meeting the needs of businesses to move freight smoothly and efficiently.

Process

1. Describe the planning process that led to the identification of this project and the process used to identify the project to be put forward for funding consideration. (Answer should demonstrate that the process met minimum public involvement requirements for project applications per Appendix A) The Sunrise Corridor has been on Oregon's list of top congestion relief priorities for more than 15 years. The corridor has been identified as an essential freight route from Interstate 5 and Interstate 205 to U.S. 26 (Mt. Hood Highway), and to central and eastern Oregon. In the late 1980s, Clackamas County, ODOT and other public stakeholders began a process to identify the best location for a new highway known as the "Sunrise Corridor". In 1993 a Draft Environmental Impact Statement (DEIS) was issued, and in 1996 the Clackamas County Board of Commissioners approved a conceptual alignment for Unit 1 of the highway. The FHWA determined that the Unit 1 portion of the Sunrise Corridor had its own independent purpose, and advanced it as a separate project -- the Sunrise Project, I-205 to Rock Creek Junction. At the same time, the area east of Rock Creek Junction underwent land use planning to identify future solutions to address multimodal transportation needs of new communities projected to be built in the Portland metropolitan area Urban Growth Boundary. After years of public involvement, community participation and environmental investigation, the FHWA signed the ROD in February 2011, approving the \$1.4 billion Sunrise Corridor Preferred Alternative to create a new highway (as many as eight lanes wide) from I-205 at the Milwaukie Expressway to SE 162nd Avenue (full ROD can be viewed at: http://www.oregon.gov/ODOT/HWY/REGION1/Sunrise_EIS/ROD.pdf). Full funding was not identified for the entire Sunrise Corridor Preferred Alternative. However, the Oregon State Legislature allocated \$20 million to the project in 2003 and another \$18 million in federal funds was approved in 2005. (In addition, \$10 million remains from preliminary engineering and FEIS). These funds are currently being used for final engineering and right-of-way (ROW) acquisition associated with the Sunrise System Projects. In 2009 the Oregon Legislature allocated \$100 million through the Oregon Jobs and Transportation Act (JTA) for construction of this phase of the Sunrise Corridor Preferred Alternative.
2. Describe how you coordinated with regional or other transportation agencies (e.g. Transit, Port, ODOT, Metro, Freight Rail operators, ODOT Region 1, Regional Safety Workgroup, and Utilities if

critical to use of right-of-way) and how it impacted the project location and design. This project was selected by Metro, the federally-mandated metropolitan planning organization for the Oregon portion of the Portland metropolitan area, as the region's number one priority and as one of the State of Oregon's top six statewide priority TIGER projects receiving support from the Oregon Transportation Commission. In January of 2011, ODOT and Clackamas County entered into a Memorandum of Understanding (MOU) to address collaboration in the overall development and construction of the Sunrise system that was funded by the JTA.