



Active Transportation & Complete Streets Projects

Name of Project *Designing Hogan Road: Powell Boulevard to Rugg Road*
(project name will be adjusted to comply with ODOT naming convention if necessary)

Project application

The project application provides in depth process, location and project definition details and serves as the nomination form for project funding consideration. **Project applications should be kept to 12 pages total per project.** The application form is available electronically at: <http://www.oregonmetro.gov/rffa>. Please complete the following:

Project Definition

Project Description

- Facility or area: street(s), intersection(s), path or area. *Hogan Road*
- Beginning facility or milepost. *Powell Boulevard/Highway 26*
- Ending facility or milepost. *Rugg Road*
- Provide a brief description of the project elements: *This project will create a shovel ready project by completing project design for a vital north/south arterial between the Springwater Plan Area and Powell Boulevard/Highway 26.*
- City (ies). *City of Gresham*
- County(ies). *Multnomah County*

Base project information

- **Corresponding RTP project number(s) for the nominated project.**

RTP Project Numbers:

1. *10417: Hogan Corridor Improvements to complete study for future construction of new principal arterial connection from Palmquist to Rugg Road.*

- **Attach a completed Public Engagement and Non-discrimination checklist (Appendix A).**

Public Engagement and Non-Discrimination checklist is attached as Attachment A.

- **Purpose and need statement (The purpose and need statement should address the criteria as they apply to the project, for example: increase non-auto trip access to essential services in the X town center, particularly for the high concentration of Y and Z populations in the project area).**

This project will complete project development for Hogan Road from Powell Boulevard to Rugg Road. The corridor is a vital link from the Gresham Downtown Regional Center to the Springwater Plan Area which includes key regional employment and residential areas. Currently this segment does not include pedestrian or bicycle facilities and the roadway cross section does not meet the

city's Transportation System Plan design for full build-out. The community served by this project includes higher than average low-income, low-English proficiency, non-white, elderly and young.

- **Attach a completed Active Transportation Design checklist (Appendix C).**

Active Transportation Design checklist is included as Attachment B.

- **Description of post implementation measurement of project effectiveness (Metro staff is available to help design measurement methodologies for post-construction project criteria performance).**

Upon completion of project development, the City of Gresham will seek funding to acquire needed right-of-way and construct to full build-out.

Project Cost and Funding Request Summary

- **Attach a completed Cost Methodology workbook (Appendix E) or alternative cost methodology. Describe how the project cost estimate was determined, including details on project readiness and ability for project funding to be obligated within the 2019-21 timeframe. Reference availability of local match funds, status of project development relative to the requirements of federal-aid projects, and indicators of political and community support**

Cost Methodology Workbook is included as Attachment C.

The project cost estimate was determined utilizing the Cost Methodology workbook. Costs are based on 2016 dollars. The City is ready for obligation of funds and project development during the 2019-2021 timeframe. Local match funds of 10.5% will be sourced from City of Gresham Transportation System Development Charges. Funding of this project will initiate project development. City Council is supportive of this project and advanced it as a priority for the MTIP/Flexible Funds program during its June 7, 2016 Council meeting.

- **Total project cost**
This RFFA funding request is for project development only, at an estimated cost of \$9.6M. Full build-out for this segment of the corridor is estimated at \$67M.
- **RFFA funding request by project phase:**
Preliminary Engineering: \$9,633,428
- **Local match or other funds**
\$1,130,178 in Gresham Transportation System Development Charge Revenues (equals 10.5 percent of total project cost)

Map of project area

- **Provide a map of the project consistent with GIS shapefile standards found in Appendix B**

A map of the project consistent with the GIS shapefile standards is included as Attachment D.

Project sponsor agency

- **Contact information for:** *Katherine Kelly; 503-618-2110; Katherine.Kelly@GreshamOregon.gov*
- **Application lead staff:** *Katherine Kelly*
- **Project Manager (or assigning manager):** *Jeff Shelley, PE*
- **Project Engineer (or assigning manager):** *Jeff Shelley, PE*
- **Describe the agencies record in delivering federal aid transportation projects on time and budget or whether the lead agency has failed to deliver a federal aid transportation project and if so, why.**

The City of Gresham has delivered several federal-aid projects in recent years, providing project design, consultant selection, advertisement bid & award, construction surveying, construction inspection, and other construction administration functions. Recently completed projects include:

- *Hood Ave: This project included construction of curb extensions, stormwater treatment facilities and pedestrian scale lighting in downtown Gresham.*
- *NE 172nd Avenue/HB Lee Middle School: This project constructed sidewalk and ADA improvements around HB Lee Middle School as part of the Safe Routes to School program.*
- *190th Avenue: This project constructed additional travel lanes, turn lanes and bike lanes, a new traffic signal and storm water pre-treatment facilities on Pleasant View Drive (190th Ave) between Highland Drive to Willow Parkway*
- *Wy'East Way Path (aka "Max Path"): This project, constructed a bicycle/pedestrian path parallel to the light rail line between the Ruby Junction Station and Cleveland Station light rail stations.*

Each of these projects was delivered within their respective budgets.

In addition to these projects, the following projects are either upcoming or in various stages of development and are on track and within budget:

- *Cleveland Avenue (Powell to Stark) Phase 1: This project including project design from Stark to Powell and complete street construction between Burnside and Powell*
- *East Metro Connections ITS: Update traffic signal hardware and communications; install changeable message sign*
- *Sandy Boulevard Improvement Project: Construction of multimodal, freight access and mobility facilities, NE 181st Avenue to East Gresham City Limit*
- *Hogan Road: Operational improvements, signal upgrades, bicycle and pedestrian improvements, NE Burnside to East Powell Boulevard.*

- **Describe how the agency currently has the technical, administrative and budget capacity to deliver the project, with an emphasis on accounting for the process and requirements of federal aid transportation projects.**

Through the Oregon Department of Transportation, Active Transportation Section, the City of Gresham has received Local Agency Certification in the Advertise, Bid and Award phase of project delivery. Currently, the City is seeking full certification from ODOT in the following additional project delivery areas:

- Design
- Construction Contract Administration

Through this process, the City has developed a detailed set of project delivery guides, QA/QC guidelines, and boilerplate contract documents to ensure effective delivery of federal aid transportation projects. Technically, these documents are intended to guide current staff and educate future staff regarding federal aid project delivery and compliance.

In its efforts to become fully certified to own and manage federal projects, City of Gresham is currently going through a process with ODOT to review City of Gresham’s processes and procedures to verify compliance with federal and state laws and rules. Under conditional certification, City of Gresham is operating as a certified agency, but with increased oversight by ODOT to ensure compliance with all agreements and standards.

The City has engineering, planning and administrative staff qualified and experienced in delivering federal aid projects including project design, public involvement and contract management. The City’s budget capacity includes all required staff.

Highest priority criteria

1. What communities will the proposed project serve? What are the estimated totals of low-income, low-English proficiency, non-white, elderly and young, and persons with disabilities populations that will benefit from this project, and how will they benefit?

This project will serve communities with higher than average low-income, low-English proficiency, non-white, elderly and young when compared to the regional population. The equity communities identified are similar in numbers to the Gresham population citywide. This project will serve a higher than average community of persons with disabilities, as measured by average bus ramp deployment, when compared to Gresham citywide but similar in numbers when compared regionally. More specifically, per the Regional Equity Atlas and TriMet ridership data, the percentages of equity communities this project will serve are:

	Hogan Average	Gresham Average	Region Average
Low Income	12.80%	12.96%	8.90%
Low English Proficiency	1.10%	0.80%	0.83%
Non-White	24.60%	27%	15.30%
Elderly	7.60%	6.40%	6.60%
Young	25.30%	23.30%	13%
Persons With Disabilities	164	99	168

Of the 6 communities identified within the equity criteria, 5 are higher in numbers than average when compared to the region. The Regional Active Transportation Plan has identified SE242nd/SE Hogan and SE 242nd Ave - SE Butler Rd. to SE Roberts Rd. as a “pedestrian corridor with higher percentages of underserved populations within one mile in 2010.”

Hogan Road is an important north/south arterial, connecting the Gresham Downtown Regional Center with the Springwater Plan Area, and areas in Clackamas County. It also connects to the Region’s Springwater Corridor Trail, providing east/west connectivity west to downtown Portland and east eventually to Estacada. It is planned as a Major Arterial and a critical transportation corridor for East Multnomah County and the Region but currently is a two- to three-lane road between Rugg Road and Powell Boulevard/Hwy 26. The Regional Active Transportation Plan designates Hogan Road as a Bicycle Parkway and Pedestrian Parkway. However, it is a critical gap in the active transportation network, lacking both continuous, accessible bicycle and pedestrian facilities and alternative routes. Travel as a pedestrian or bicyclist within this rurally built road is not within a safe environment. As such, Hogan Road acts as a barrier for the area it serves as communities with higher than average numbers of low income, low English proficiency, non-white and young face a barrier to travel north/south. This project addresses that barrier by designing continuous obstruction-free and buffered sidewalks, bike lanes and ADA compliant curb ramps from Rugg Road to Powell Boulevard. Having a design in-place will ensure the project build-out follows planning guidance.

2. What safety problem does the proposed project address in an area(s) with higher-than-average levels of fatal and severe crashes? How does the proposed project make people feel safer in an area with high walking and bicycling demand by removing vehicle conflicts?

This corridor experienced one severe crash involving a bicyclist at the intersection of Hogan Road and Butler Road and 134 non-fatal crashes, all modes included, between 2010 and 2014. The crash incidents occurred all along this 2.5 mile corridor. In addition to this crash history, this segment has high active transportation demand. The Regional Active Transportation Plan designates Hogan Road as a Bicycle Parkway and Pedestrian Parkway and the Regional High Capacity Transit Plan designates Hogan Road as a Regional Vision Corridor. Furthermore, the Regional Active Transportation Plan also anticipates increased bicycle demand on Hogan Road showing, “... high to moderate bicycle volumes in 2035 with a completed ATP bicycle network.”

Of equal importance, Hogan Road is designated as a Road Connector on the Regional Freight Network and a critical north/south connector serving access and mobility by the East Metro Connections Plan. Thoughtful project engineering of Hogan Road will be critical if it is to accommodate the active transportation and freight volumes for which Hogan is designated in a manner that is safe and inviting for the active transportation modes.

Currently, Hogan Road between Powell Boulevard and Rugg Road is a two-to-three lane road and lacks continuous, accessible sidewalks and bicycle lanes and the amenities to create an inviting bicycle and pedestrian corridor. A top priority for the City of Gresham and East Multnomah County,

as agreed upon with the East Metro Connections Plan is the project engineering and full-build out of Hogan Road to a five-lane Major Arterial with continuous bike lanes, curbs, gutters, landscape strips and sidewalks. Additionally, Gresham's Parks and Recreation Trails and Natural Areas Master Plan designates a multi-use path along the west side of Hogan Road between Butler Road and Burnside Road. Designing full build-out of Hogan Road will create a shovel ready project and move this critical corridor closer to better serving the region and local residents. The design will define users' space as a pedestrian, bicyclist and vehicle/freight driver as well as remove vehicle conflicts and ensure people of all ages and abilities have access to a safe and accessible travel environment.

3. What priority destinations will the proposed project will serve? How will the proposed project improve access to these destinations?

This 2.5 mile corridor is bookended by the Springwater Plan Area, a Title 4 designated area for future employment and industrial development, and the Downtown Gresham Regional Center. The East Metro Connections Plan identifies this corridor as a critical access and mobility investment package. Hogan Road extends south beyond the Multnomah County boundary into Clackamas County and connects with Highway 212, reinforcing the regional significance of this road and need to improve north/south access and mobility by building out the regional arterial network. North of Palmquist Road to Division, the East Metro Connections Plan designates Hogan Road as a Southeast Regional Gateway. Consistent with EMCP, this project will address future capacity needs, safety, way-finding, pedestrian improvements and Hogan intersection improvements, as well as widening of Hogan/242nd south of Powell Boulevard and Palmquist improvements by completing project development. While outside of this project's extents, this project will serve enhanced connections to I-5 and the Gresham Vista Business Park, Title 4 Employment land at Hogan and Stark.

4. How will the proposed project support the existing and planned housing/employment densities in the project area?

This project will support existing and planned housing and employment densities within two regionally significant areas: the Gresham Regional Center and the Springwater Plan Area.

The Gresham Regional Center and is an active hub for employment, housing and transit. Per the Metro Community Investment Strategy, State of the Centers: Investing in Our Communities, the Gresham Regional Center "has 4,684 residents, 6,902 employees and 2,098 dwelling units" and "contains 692 gross acres." Furthermore, "Aspirations reflected in adopted plans for development in the downtown portion of the Regional Center include growing from 2,500 jobs to 6,000 jobs and from 1,000 residents to 3,300 residents. In Civic Neighborhood, aspirations reflected in adopted plans call for doubling from 1,000 jobs to 2,000 jobs and increasing residences five-fold from 400 residences to 2,000" (Policy Report Achieving Sustainable, Compact Development in the Portland Metropolitan Area: New Tools and Approaches for Developing Centers and Corridors). The Springwater Plan Area was added to the Metro UGB in 2002 as a location for planned housing and employment. Gresham's share of the Springwater Area is 1,272 acres and is planned to be populated by "clean industries that focus on technology, medicine and outdoor recreation

equipment. These industries employ thousands, many who live nearby in an exciting community that's quaint yet contemporary, pedestrian-friendly and served by a vibrant village center of retail, office and commercial services" (Gresham website). The area can accommodate an estimated 15,000 jobs and approximately 2,000 households within a 2-mile radius of the village center.

This project will help to catalyze development of the Springwater Plan Area and eventually provide a direct multimodal connection between the Gresham Regional Center and the Springwater Plan Area, two areas with high levels of projected housing and employment, as well as further north and south along this critical corridor between Highway 212 and I-5.

Higher priority criteria

- 5. How does the proposed project complete a gap or improve a deficiency in the Regional Active Transportation network? (See Appendix 1 of the Regional ATP: Network Completion, Gaps and Deficiencies).**

This project fills a major Regional Active Transportation Plan gap and removes a major barrier to people walking, biking and taking transit along this critical spine in the active transportation network. This corridor is identified in the ATP as a Bicycle Parkway and a Pedestrian Parkway. The project will address ATP project "P71: SE 242nd Ave, from SE Butler Road to SE Roberts Road." Gresham believes the entire corridor between Rugg Road and Powell Boulevard should enter into project development at the same time in order to create a consistent design for this 2.5 mile corridor. The gap will begin to be filled by designing a continuous Major Arterial cross section with a quality pedestrian and bicycle environment including a multi-use path between Butler Road and Powell Boulevard. Eventual build-out will provide a vital connection to the Springwater Corridor Trail.

Furthermore, the Hogan Road project is identified on Gresham's 2035 Transportation System Plan (TSP) and the Metro Regional Transportation Plan (RTP). The TSP identifies projects #32c as Hogan Road - Powell Boulevard to Palmquist Road, construct to major arterial cross section, and 32d Hogan Road - Palmquist Road to Rugg Road, construct to major arterial cross section. Both are 20 year projects.

The RTP identifies Project #10417 as Hogan Corridor Improvements to complete study and construct new principal arterial connection from Palmquist to Rugg Road.

- 6. What design elements of the proposed project will lead to increased use of Active Transportation modes by providing a good user experience/increasing user comfort? What barriers will be eliminated or mitigated?**

This proposed complete streets project will add the street elements needed to create a good user experience and increase user comfort and, as a result, encourage active transportation modes. This project will provide the design to complete a critical gap in the active transportation network. This project promotes a healthy community by creating a safer and accessible bicycle and pedestrian environment along an auto-centric and substandard arterial.

More specifically, this project includes 17 design elements listed in the “Active Transportation Design Guidelines” (checklist is included in this application packet as Attachment B). The design elements featured are numerous since the project intent is to bring a rural road to urban major arterial standards. This project offers the opportunity to design a major transportation corridor with the active transportation modes at the forefront.

7. How does the proposed project complete a so-called ‘last-mile’ connection between a transit stop/station and an employment area(s)?

This project has significant potential to work towards completing a ‘last-mile’ connection between transit stops at Powell Boulevard/Hogan Road and the Springwater Plan Area, a future destination for 15,000 jobs and 2,000 households. Transit routes 80, 81 and 84 are currently on Powell Boulevard and make stops at Hogan Road. Heading south on Hogan as a bicyclist or pedestrian currently requires conflicts of roadbed space with vehicles since bike lanes and sidewalks are not continuously in place. Multimodal access to the Springwater employment area will be critical as this area develops and timing of this project funding is ideal to complete project design as this area continues to develop.

Priority criteria

8. How the public will be engaged relative to the proposed project? Include description of engagement during project development and construction, as well as demand management efforts to increase public awareness and utilization of the project post-construction. (Metro Regional Travel Options staff is available to help design an effective and appropriate level of education and marketing for your project nomination).

This project has been identified as a critical corridor that needs to be designed and built through three planning efforts that included robust community engagement: 1) development of the Springwater Community Plan, 2) East Metro Connections Plan and 3) update of the City’s Transportation System Plan. Additionally, City Council confirmed this project as a critical project for RFFA funding at their June 7th public meeting.

The City of Gresham adheres to the following principles, adopted by City Council, when engaging the public:

- Value active citizen involvement as essential to the future of our community.*
- Respect and consider all citizen input.*
- Encourage effective outreach efforts that reflect the city’s rich diversity.*
- Promote communications and processes that encourage citizen participation and produce results.*
- Involve citizens early in policy development and planning projects.*
- Respond in a timely manner to citizens’ input and respect all perspectives and insights.*
- Coordinate City outreach and involvement activities to make the best use of citizens’ time and efforts.*

When this project enters into project development, Gresham staff will engage the public, particularly area residents, businesses and jurisdictional partners in accordance with these

principles to garner feedback on the design and area needs/concerns regarding transportation along the corridor. Engagement will include public meetings, site visits, conversations with business owners and residents and a project webpage. No land use approval processes are required.

Gresham is actively engaged in Metro’s Regional Travel Options marketing subcommittee and has both proven experience and success in conducting outreach regarding the use of non-auto modes. Gresham will utilize this experience and success to increase public awareness and use of the project post-construction. Monitoring of travel mode change is supported through work with Metro as well as staff-led annual parking volume counts in Downtown Gresham.

9. What additional sources of funding, and the amounts, will be leveraged by an investment of regional flexible funds in the proposed project?

The City of Gresham will provide 10.5 percent (\$1,130,178) of the costs of the preliminary engineering/project development phase as its local match.

10. How will the proposed project provide people with improved options to driving in a congested corridor?

The Atlas of Mobility Corridors identifies the Fairview/Wood Village/ Troutdale to Damascus mobility corridor (Corridor 24). More specifically, it states:

The Fairview/Wood Village/ Troutdale to Damascus mobility corridor encompasses the arterial and collector streets that provide connections to I-84 and US 26, as well as transit service and bicycle routes that support movement in and through the corridor. SE 223rd, SE 238th/242nd/Hogan and SE 257th/Kane provide intra- and interregional travel between Gresham and central Oregon. Although the corridor has a well-connected arterial and collector street grid, the local street network is generally discontinuous with many cul-de-sac and dead-end streets.

The East Metro Connections Plan (EMCP) was the first mobility corridor refinement plan to come out of the 2035 Regional Transportation Plan. The intent of EMCP was to study and develop a plan for travel between Highway 26/Powell Boulevard and I-84 in recognition of the importance of this corridor for freight, commercial, commute and recreation travel. It adopted proposed investments that, “emerged through prioritization of over 200 transportation projects evaluated and target enhancements with a focus on: 1. North/south Connections; 2. Downtowns and employment areas; 3. Regional mobility.” Hogan/242nd, from I-84 to Rugg Road is identified as “242nd Connections to Clackamas County” Access and Mobility Investment Package. The EMCP project list includes the following as a Phase II project, “Complete arterial improvements on Hogan between Division and Clackamas County line” lists RFFA and CIP as potential funding sources. More specifically, per EMCP, “Projects address future growth with additional roadway capacity along this corridor, particularly south of Powell, along with opportunities for access and safety enhancements to the existing conditions. This includes intersection improvements at Glisan and Stark, including signal

coordination. CATALYST PROJECTS: Widening of Hogan/242nd south of Powell Boulevard, Palmquist improvements, intersection improvements Stark.”

This corridor carries an average of 7,800 to 8,700 vehicles daily between Butler Road and Rugg Road; 9,600 to 10,000 between Palmquist Road and Butler Road and 14,600 and 13,000 between Powell Boulevard and Palmquist Road. This corridor is a critical transportation route for the Springwater Plan Area, an area with substantial development potential, traffic volumes will continue to increase as Springwater meets its potential. By making the proposed improvements, people will have new accessible walking and biking options as envisioned.

Process

- **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 Hogan Road project has been identified as a priority project since Gresham adopted its first Transportation System Plan in 2002; needed as a major route between Highway 212 and I-5 and access to all of the key destinations in between. The 2002 TSP was developed, and then updated in 2014, through a public process that included citizen stakeholder committees, publicly noticed public forums, presentations to Neighborhood Associations and publicly noticed public hearings before the City’s Planning Commission and Council. Gresham’s 2035 TSP identifies the Hogan Road Corridor from Stark Street to Rugg Road as a 20-year project and Phase 3, Powell Boulevard to Palmquist, as well as Phase 4 Palmquist to Rugg Road are also on the 20 year list. Development of the Springwater Community Plan and the East Metro Connections Plan also included robust community engagement efforts and identified Hogan Road as a critical corridor.

Furthermore, City Council advanced this project as a priority for the MTIP/Flexible Funds program during its June 7, 2016 Council meeting. That public meeting had public notice and comment opportunities per the requirements of Appendix A. Continued public involvement will meet the requirements of Appendix A.

- **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.**

Gresham staff coordinated with the East Multnomah County jurisdictional partners and Metro throughout the development of the East Metro Connections Plan. That planning effort resulted in the prioritization of Hogan Road as a critical north/south corridor for access and mobility. Gresham staff will continue to coordinate with jurisdictional partners, ODOT and Metro throughout the design of this critical project.