



Active Transportation & Complete Streets Projects

Name of Project Monroe Street Neighborhood Greenway

(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. Monroe Street
- Beginning facility or milepost. Trolley Trail (McLaughlin Blvd.)
- Ending facility or milepost. Linwood Avenue
- Provide a brief description of the project elements.

The project includes a range of traffic calming, placemaking and stormwater management features by the construction of roadway elements such as chicanes, traffic circles, diverters, curb extensions, refuge islands, and green street treatments to provide a road suitable for bicycles through a mixture of sharrows, dedicated bike lanes, and separated bicycle route. Pedestrians are provided for by the construction of a mixture sidewalks and a separated pervious path. In addition, the project will provide wayfinding, directional pavement markings, improved crossings, signalization, and enhanced lighting.

- City (ies). Milwaukie
- County(ies). Clackamas

Base project information

- Corresponding RTP project number(s) for the nominated project. 10099
- Attach a completed Public Engagement and Non-discrimination checklist (Appendix 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).

The Monroe Street Neighborhood Greenway provides an important regional Active Transportation connection in Milwaukie and northwest Clackamas County. Together with the Clackamas County portion, the combined project would link the I-205 multiuse path in the east with the Trolley Trail in the west. The proposed greenway improvements would

provide a safe, continuous way for bicycles and pedestrians to access both local and regional destinations.

At the western end of Monroe Street are Riverfront Park, downtown businesses, the Sunday Farmers Market, several schools, and residential areas designated for high density. The eastern portion of the Monroe Street route includes the Clackamas Town Center and other commercial areas along 82nd Avenue, passing another public park and an elementary school along the way. The route runs through four Milwaukie neighborhoods, including two that are identified in the City's Transportation System Plan (TSP) as transit disadvantaged (Hector Campbell and Linwood). In addition, the western half of the greenway route in Milwaukie (west of 42nd Avenue) is identified in 2010 Census Block Group data as having low to moderate income levels.

The City's TSP designates the Monroe Street Neighborhood Greenway as a high priority project. It includes key safety improvements for bicycles, pedestrians, and vehicles where Monroe Street crosses Highway 224 as well as at the intersection with Linwood Avenue. Pedestrian improvements to both of those crossing/intersections with Monroe Street are listed separately in the TSP and designated as high-priority projects. The changes proposed specifically for the Highway 224 crossing will not only improve the safety of that intersection but will also improve the function of the two adjacent highway intersections at Harrison Street and Washington/Oak Streets.

The Monroe Street Neighborhood Greenway provides an important connection between the new Orange line light-rail in downtown Milwaukie with the Green line light-rail along I-205. It would facilitate multiple modes of travel serving the employment areas in downtown Milwaukie and those in the 82nd Avenue and Clackamas Town Center areas. The provision of a 7-ft-wide asphalt path on the north side of Monroe Street between 42nd Avenue and Linwood Avenue and together with the on street bicycle facilities would close a significant gap in pedestrian and bicycle facilities for residents in the eastern neighborhoods of Milwaukie. Currently, pedestrians in that area walk in the street if they walk at all.

By providing safer facilities, with reduced vehicle volumes and lower vehicle speeds, the proposed greenway improvements will encourage bicyclists of all levels and abilities to use the Monroe Street route. Pedestrians will have facilities where there were none before, with safer crossings and calmer vehicle traffic to contend with. Increased trips by both types of users along the greenway route are anticipated.

The project will result in an engineered design that effectively makes the entire portion of the route in Milwaukie "shovel ready" for construction, putting the City in excellent position to capitalize on future funding opportunities. The design process will include an outreach component that engages local residents in determining the details of some of the specific elements of the design, providing opportunities for broader education about the benefits of active transportation.

- Attach a completed Active Transportation Design checklist (Appendix C).
- Description of post implementation measurement of project effectiveness (Metro staff is available to help design measurement methodologies for post-construction project criteria performance). To have a complete, shovel ready plan set that meets the needs and concerns of the neighborhoods while providing for the neighborhood greenway envisioned. This would be documented through enhance traffic modeling indicating revised traffic patterns and Council approval of the final design. Ultimately, the project success after construction will be documented by reduced traffic counts and an increase in pedestrian and bicycle trips.

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.

The City of Milwaukie City Council has adopted a resolution approving this nomination (See Letters of Authorization). The project will be funded with City funds from the newly created Bicycle and Pedestrian Accessibility Program. The required City match is programed to be available for the 2019-2021 budget cycles and will be allocated if the City of Milwaukie is awarded the requested grant funds. The City is only requesting Preliminary Engineering and Right-of-Way acquisition as part of this grant application and is confident that these elements can be completed within the 2019-2021 timeframe. The City has budgeted for additional traffic studies and conceptual design during the 2017-2018 timeframe to prepare for implementation of the Monroe Street Neighborhood Greenway Concept Plan. This project is identified as a high priority by the City of Milwaukie City Council as well as Clackamas County (See letters of support). Other letters of support show that the project is supported by local and regional groups and organizations and the concept plan has been adopted by the Milwaukie City Council. An extensive public engagement process took place during the concept plan development and will continue through the Preliminary Engineering phase.

- Total project cost
(Include and describe any cost elements beyond those funded by the request + match):
\$12,720,000, includes and estimated construction cost of \$9,820,00 that is not part of this grant application.
- RFFA funding request by project phase:
(e.g. Project Development, P.E., Environmental, ROW acquisition, Construction)
P.E. \$1,816,000
ROW \$504,000
- Local match or other funds
(minimum match = 10.27% of funds requested + match):
City Funds \$580,000 (20%)

Map of project area

- Provide a map of the project consistent with GIS shapefile standards found in Appendix B of the Application. (See separate attached File).

Project sponsor agency

- Contact information (phone # & email) for:
 - Application lead staff
Charles Eaton, Engineering Director, 503-786-7605, eatonc@milwaukieoregon.gov
- Project Manager (or assigning manager)
Charles Eaton, Engineering Director, 503-786-7605, eatonc@milwaukieoregon.gov
- Project Engineer (or assigning manager)
Charles Eaton, Engineering Director, 503-786-7605, eatonc@milwaukieoregon.gov
- 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 Milwaukie has delivered several federal aid transportation projects, including the current 17th Ave Multi-use trail. Past budgetary issues have been evaluated and new budgeting practices have been implemented to account for the federal funding process. The City of Milwaukie is confident it can deliver the proposed project on time and within budget.
- 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.
The City of Milwaukie has implemented new programs to develop secure and stable funding for Street, bicycle and pedestrian projects. The City currently has the budget capacity for the project as presented. The City of Milwaukie is currently exploring the possibility of becoming a certified agency and has the technical and administrative capacity to facilitate the project with City forces or through a certified design firm if necessary.

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?

The 2010-2014 ACS data indicates that the Milwaukie Population is 20,291 with 9491 households that would be benefited by the project. The median household income is \$55,474 with 3,990 households at or below 80% of the median income with 2,576 (12.7%) households below the poverty level within the past twelve months. 791 individuals identify themselves as not speaking English well or not at all. 1,426 people identify themselves as Hispanic or Latino, 2,759 (13.6%) individuals identify themselves as minority, and 2,472 (12.1%) individuals experience a disability. 2232 individuals identify themselves as commuting to work via alternative modes of transportation.

The proposed project will provide a safe route for access by foot or bicycle to areas of employment, essential facilities and mass transit. The proposed project will connect with the Max Orange Line, downtown Milwaukie and the regional connections provided by the Trolley Trail and Springwater Corridors. Together with the Clackamas County project access is provided to the Max Green Line and the Clackamas Town Center area, including Sunnyside medical facility. These improvements will greatly reduce the dependency on automotive transportation and is vital to those with disabilities due to the fact that a majority of the Monroe Street corridor does not currently have safe, ADA accessible facilities.

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?

The conceptual design will reduce the average daily vehicular traffic from 2420 to less than 1500 and provide for safe, continuous east west pedestrian and bicycling facilities through the heart of Milwaukie. Although this corridor has been identified by both Metro and the City of Milwaukie as a high priority Active Transportation Route, use of the corridor by pedestrians and bicyclists has been very low due to lack of facilities and conflicts with vehicles that create safety concerns on the part of potential users. This project will create a safe, continuous walk and bike corridor from the Trolley Trail along the Willamette River to the City Limits of Milwaukie at Linwood Avenue. The safety issues for pedestrians and bicyclists in the corridor can best be described by the total lack of facilities east of 42nd, the extreme safety issues revolving around the Highway 224 crossing and UPRR crossing coupled with the high vehicular volumes in the area. The proposed project will provide for safer crossings by improving or adding pedestrian/bicycle signal activation, providing a continuous route for pedestrians while increase bicycle safety and providing alternatives in high volume areas.

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

The Monroe Neighborhood Greenway project provides access directly to employment and essential services in downtown Milwaukie, Central Milwaukie, including Providence Milwaukie Hospital and other medical facilities, the MAX Orange Line, the north Milwaukie industrial area, Milwaukie High School, and the regional Trolley trail on the west end. The projected when connected to the Clackamas County portion of the project will provide connection to employment and essential facilities in the Clackamas Regional Center, along the 82nd avenue corridor, the MAX Green Line and the I-205 Multi-use Path.

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

The proposed project supports the existing and expected development in the project area by providing active transportation facilities that connect to high employment areas, essential services and transit. This improvement will serve vital transportation needs and reduce household cost by reducing vehicle dependence.

The project area is currently developed with a mixture of housing types at low, moderate and high density. The largest employer in the project area is the Providence Milwaukie Hospital at the intersection of Harrison Street and 32nd Avenue. In addition, there are two large vacant properties accessed from the Monroe Street corridor. The vacant properties are zoned General Mixed Use which will allow a mixture of commercial and residential development critical to the Central Milwaukie area.

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).

The Monroe Street corridor is identified as a Principal Active Transportation route in the City of Milwaukie Transportation System Plan and in the Metro Regional Transportation Plan it is designated as “Greenway”. As of today, the Monroe Street Neighborhood Greenway does not exist in either Milwaukie or Clackamas County. The lack of the route is identified as a major gap in the regional active transportation network.

The proposed project improves the Regional Active Transportation Network by creating a vital east-west connection that is currently missing. The corridor connects the I-205 Multiuse Path with the Trolley Trail. It also provides an active transportation link between the MAX Green Line at Clackamas Town Center and the MAX Orange Line in downtown Milwaukie. Further improvements proposed within Clackamas County will connect the proposed project east to the I-205 Multi-use path and the MAX Green Line. When completed, this corridor will serve as a vital active transportation link in northern Clackamas County.

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?

The proposed project will provide for good user experience and an increased comfort level through the project limits, in an area without any active transportation facilities. The project provides this through traffic calming improvements such as curb chicanes, intersections improvements and crosswalks, bulb-outs, diverters and traffic circles as traffic calming measures. This portion of Monroe Street, from Linwood Avenue to 21st Street has a daily traffic volume in excess of 2,400 vpd and relatively high traffic speeds. As a result, the corridor can't be safely used by pedestrians, those with mobility devices such as wheelchairs, or less experienced bicyclist such as children, teens or inexperienced adult riders. Only experienced, high skill adult cyclists are comfortable on this section of Monroe Street. The proposed project will provide for a sidewalk along the entire Monroe Street segment from Linwood Avenue to 21st Street, creating a continuous active transportation facility. The project also will include bicycle amenities and improvements through bike lanes, sharrows and separated paths. These improvements will provide a comfortable active transportation route for all users and cross a major barriers created by UPRR and Highway 224, while connecting to the Trolley Trail and the MAX Orange Line.

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

The proposed Monroe Street Neighborhood Greenway project creates a 'last mile' connection between employment and transit in the Milwaukie Downtown, Central Milwaukie, North Milwaukie and Milwaukie Business and Industrial areas, along with the MAX Orange Line and populations in a transportation disadvantaged residential area. Those four employment areas are the location of transit stops on TriMet route #29, 32, 33 and 152 as well as the MAX Orange Line station in downtown Milwaukie. In addition, the project provides the "last mile" connection between a transportation disadvantage population and transit connections to employment in the east through connections provided by the county portion of the facility with connections to the Clackamas Regional Center, Sunnyside medical Center and the MAX Green Line.

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).

The City will develop a public engagement plan at the beginning of the preliminary engineering phase to complement the previous public engagement during the concept plan phase that was accomplished through a TGM grant (See Appendix A). The neighborhood associations have been actively involved throughout the process and will continue to be involved throughout the next phases. No demand management efforts are anticipated since there is no construction activities proposed with this application.

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

The project will be leveraged in the future with an additional \$9,820,000 of construction funds by providing a “shovel ready” project that can capitalize on other potential funding opportunities. The future funding would potentially include additional city funds from the Bicycle and Pedestrian Accessibility Program and the proposed Milwaukie Urban Renewal District.

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

The proposed project will allow those in the area to use active transportation modes that are not currently available due to a lack of active transportation facilities. The residents of the Monroe Street neighborhoods have no choice but to drive for all transportation purposes. These trips inevitably use Monroe Street to connect to Highway 224 or McLoughlin Avenue, or use Linwood Avenue to connect to King Road or Johnson Creek Blvd to access 82nd Avenue or I-205. These trips impact 82nd Avenue and McLoughlin, two of the most congested corridors in Clackamas County as well as surrounding collector and minor arterials streets and the At-grade rail crossings of Oak, Monroe, Washington and Harrison. The proposed Monroe Street Neighborhood Greenway project will provide facilities and cross major barriers to provide direct bike and pedestrian access to the McLoughlin corridor and the MAX Orange line as well as 82nd Avenue and the I-205 Multi-use path when combined with the Clackamas County portion of the project. This will reduce traffic congestion on 82nd Avenue, McLoughlin Boulevard and traffic impacts in the surrounding residential neighborhoods.

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)

In 2007, during the process of updating the City's Transportation System Plan (TSP), a Bicycle workshop with community members identified four Neighborhood Greenway routes across the city, where safer facilities for pedestrians and bicycles would improve transportation options. During a 2013 update of the TSP that involved open public meetings and solicitation of public comment, Monroe Street was prioritized as the first of the greenway routes that should be implemented. Monroe Street provides an important east-west connection between downtown Milwaukie and the commercial areas along 82nd Avenue in unincorporated Clackamas County, passing through a number of residential neighborhoods along the way.

The Milwaukie City Council added implementation of the Monroe Street Neighborhood Greenway to its list of Council goals in 2013. In 2014, the City received a Transportation and Growth Management (TGM) program grant from the Oregon Department of Transportation (ODOT) to develop a Concept Plan for the Monroe Street Neighborhood Greenway. The City then conducted a year-long public process, led by a Project Advisory Committee (PAC) of community stakeholders and technical advisors and collecting input from several public workshops. In December 2015, the City Council adopted the Concept Plan by resolution, with a directive to seek funding for implementation.

- 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.

As noted above, the Concept Plan was developed under the auspices of a TGM grant, with project oversight by ODOT. The ODOT liaison was actively engaged throughout the project, participating in PAC discussions and public workshops, confirming key concepts with other ODOT divisions, and advocating for the Concept Plan at the adoption hearing before City Council.

In 2012-13, the City updated its TSP in conjunction with Metro's effort to ensure compliance with the 2035 Regional Transportation Plan (RTP). That process included a review of the project list in the City's TSP and designation of the Monroe Street Neighborhood Greenway as a high priority project.