



Active Transportation & Complete Streets Projects

Name of Project *Completing Division Street: Birdsdale to Wallula*

(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. *Division Street*
- Beginning facility or milepost. *Birdsdale Avenue*
- Ending facility or milepost. *Wallula Avenue*
- Provide a brief description of the project elements: *This project will complete a gap in the regional bicycle and pedestrian routes by adding bicycle facilities, sidewalks, utility obstruction relocation and ADA compliant intersection improvements.*
- 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. *10440: Division Street Multimodal Improvements, retrofit street to add bicycle facilities, sidewalks, and explore other multimodal facilities and connections from West City Limits to Wallula*
2. *10432: Division Street Improvements, Complete boulevard design improvements from Birdsdale to Wallula*

- **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 fill in a significant gap in the active transportation network by adding continuous sidewalks, curbs, ADA compliant curb ramps and bike lanes on Division between Birdsdales and Wallula, a very auto-centric environment. It supports the Powell Division High Capacity Transit Project and access to key regional destinations including the Gresham Downtown Regional Center and Title 4 Industrial and Employment Land. The community served by this project include higher than average low-income, low-English proficiency, non-white, elderly, young and persons with disabilities populations when compared to Gresham citywide and the region.

- **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).**

The City of Gresham will monitor bicycle and pedestrian volumes and crossings at the Gresham-Fairview Trail intersection annually via the Regional Trail Counts program with Metro. As feasible based on staff and volunteer resources, Gresham will also monitor bicycle and pedestrian volumes at intersections within this project scope (i.e., Division Street from Birdsdales to Wallula) to determine anticipated increases in volumes and increased access to the Civic and Downtown Regional Centers as well as the regionally significant Gresham-Fairview Trail. The City will also annually monitor crash events within the project area. Opportunities to work with local schools within the Gresham-Barlow School District that may connect via the scope of this project through the City's Safe Routes to Schools Program to encourage walking and biking to school will be pursued.

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 RFFA Cost Methodology workbook, based on 2016 dollars. The City is ready for obligation of funds and project construction during the 2019-2021 timeframe. Local match funds of 25% will be sourced from System Development Charge revenues.

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**
\$4,612,380
- **RFFA funding request by project phase:**

Project Development	\$660,161
Right-of-Way	\$622,405
Construction	\$2,176,718
- **Local match or other funds**
25 percent match using Gresham system development charge revenues.

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:** *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 were 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. Gresham has a full-service finance department and regularly undergoes both internal and external audits. 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, young and persons with disabilities populations, as measured by average bus ramp deployment, when compared to the regional population and to the Gresham population

citywide. More specifically, per the Regional Equity Atlas and TriMet ridership data, the percentages of equity communities this project will serve are:

	Division Average	Gresham Average	Region Average
Low Income	19.00%	12.96%	8.90%
Low English Proficiency	1.10%	0.80%	0.83%
Non-White	36.30%	27%	15.30%
Elderly	6.80%	6.40%	6.60%
Young	20.30%	23.30%	13%
Persons With Disabilities – Monthly Bus Ramp Deployment Average	130	99	168

Of the 6 communities identified within the equity criteria, 5 are higher than average in numbers when compared to both Gresham and the region. The percent of elderly population within this project area is relatively consistent in numbers with the region and citywide. The Regional Active Transportation Plan has identified Division from SE Grand Avenue to NE Kane Drive as a “pedestrian corridor with higher percentages of underserved populations within one mile in 2010.”

Division Street is an important east/west arterial that traverses through the middle of Gresham and connects regional and local destinations. It is also a critical gap in the active transportation network because it lacks continuous, accessible bicycle and pedestrian facilities and alternate routes are over one quarter of a mile round trip out of direction and not practical. Travel as a pedestrian or bicyclist within this 5 lane arterial is not a safe environment. As such, Division Street serves as a barrier for the community it serves which consists of higher than average low income, low English proficiency, non-white, young and persons with disabilities. These residents face a barrier to travel east/west via walking or cycling as well as access to transit stops along one of the region’s highest ridership bus lines (Line 4), employment, places of worship and homes. This project addresses that barrier by providing continuous obstruction-free and buffered sidewalks, bike lanes and ADA compliant curb ramps from Birdsdale to Wallula.

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 segment currently lacks continuous, accessible sidewalks and bicycle lanes and steep grades often force pedestrians and bicyclists into the vehicle lanes of this highly used five-lane arterial. The Division Street corridor between Birdsdale and Wallula experienced one fatal crash and 34 non-fatal crashes between 2010 and 2014. This segment also has high active transportation demand. The Regional Active Transportation Plan designates Division Street as a Pedestrian Parkway and a Regional Bikeway. With enhanced facilities, it also anticipates increased bicycle and pedestrian demand:

- *Central Gresham and on to Wood Village, and Fairview is an area in the region that shows the highest level of bicycle activity in 2035 with a completed bicycle network;*
- *Division Street, Portland to Gresham is a bikeway route that shows high to moderate bicycle volumes in 2035 with a completed bicycle network;*
- *Gresham Town Center is a pedestrian district that, when the pedestrian network is completed, shows a high number of people with increased access to destinations within a 1 mile walk in 2035 (this project is within 1-mile of the Gresham Town Center);*
- *Division – SE Grand Ave to NE Kane Drive is a pedestrian corridor that when the pedestrian network is completed shows a high number of people with increased access to destinations within a 1 mile walk in 2035;*
- *Gresham-Fairview Trail is a trail that when the pedestrian network is complete shows a high number of people with increased access to destinations within a 1 mile walk in 2035 (this project will contribute to the completion of the pedestrian network and eventually intersect with the Gresham-Fairview Trail);*
- *Gresham-Fairview Trail is a trails that shows high to moderate bicycle volumes in 2035 (this project will contribute to the completion of the pedestrian network and eventually intersect with the Gresham-Fairview Trail).*

The project will add sidewalks and continuous curbs and gutters as well as bicycle lanes and ADA compliant curb ramps. These amenities will define users’ space as a pedestrian, bicyclist and vehicle driver as well as remove vehicle conflicts and ensure people of all ages and abilities have access to a safe and accessible travel environment. Furthermore, they will serve as a direct link between the Gresham Regional and Gresham’s Enterprise Zone/Metro designated Title 4 land and as enhanced access to transit.

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

This project will serve pedestrian, bicycle and transit access to three regionally designated priority destinations: 1) Gresham Regional Center, 2) Title 4 Employment and Industrial Land/Enterprise Zone to the north and south of Division, west of Birdsdale; and 3) the Gresham-Fairview Trail. Division Street is identified in the Metro Active Transportation Plan as a “Pedestrian Parkway” and as a “Regional Bikeway;” in the East Metro Connections Plan as a “Regional East West Transit Link” investment package; and is the selected route for Bus Rapid Transit in the Powell Division High Capacity Transit Project. Through all of these planning efforts, Division Street has been recognized as a critical spine to the active transportation network. The proposed project will fill a major gap in this spine and will serve three regional priority destinations as well as higher than average numbers of people identified in environmental justice communities as discussed in criteria 1 by providing active transportation options within a very auto-centric environment.

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 the Gresham Regional Center and the Enterprise Zone/Title 4 land north of Division, west of

Birdsdale. Gresham's Downtown Regional Center includes Gresham's Civic Neighborhood and Downtown by completing a critical gap in the active transportation network that links these two regionally important destinations.

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 2000" (Policy Report Achieving Sustainable, Compact Development in the Portland Metropolitan Area: New Tools and Approaches for Developing Centers and Corridors).

Gresham Enterprise Zone is a development tool to incent industrial development, creating higher wage jobs and higher capital investments within the zone boundary.

This project will provide a direct multimodal connection between the Gresham Regional Center and Gresham Enterprise Zone/Title 4 Land, two areas with high levels of projected housing and employment.

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. The project will complete ATP project "B21: SE/NW Division Street, from SE 50th in Portland to SE Troutdale Road in Gresham." The gap will be filled by constructing continuous sidewalks and bicycle lanes, improving curbs and constructing ADA compliant curb ramps between Birdsdale and Wallula.

Barriers to be removed are utility poles and mailboxes currently located in the sidewalks that do exist. They will be relocated to create an ADA compliant and continuous sidewalk from Birdsdale to Wallula.

Furthermore, Gresham's 2035 Transportation System Plan (TSP) prioritizes the infill of missing segments of sidewalks through its "missing links" program. Major destination routes are prioritized for sidewalk infill and Gresham's Downtown and Civic Neighborhood are recognized as a prioritized route. The Metro Regional Transportation Plan (RTP) identifies Division Street Improvements from Birdsdale to Wallula as project #10432. The description is to complete boulevard design improvements in support of the Regional Center and Active Transportation. This will be accomplished where right-of-way and existing constraints allow.

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 fills a critical gap in the active transportation network and eliminates existing barriers where sidewalks do exist. This project promotes a healthy community by creating a safer and accessible bicycle and pedestrian environment along an auto-centric arterial.

More specifically, this project includes 5 design elements listed in the “Active Transportation Design Guidelines” (checklist is included in this application packet as Attachment B). The design elements featured are:

- *The north side of Division currently has missing sidewalk segments. Existing sidewalks are obstructed by utility infrastructure in many locations. The south side of Division currently has a discontinuous sidewalk between Birdsdale and Wallula that is 5 feet wide and also obstructed by utility infrastructure in many locations. This project adds 5-foot sidewalks and improves existing curbs to provide vertical delineation of pedestrian right-of-way.*
- *This corridor is currently obstructed in many locations by utility infrastructure. This project relocates utilities and creates a sidewalk clear zone of at least 4 to 6 feet along the entire project length. The preferred clear zone will be 6 feet but this is a corridor constrained by many existing obstructions. Where the 6 foot clear zone is not possible, it may be reduced to 4 or 5 feet.*
- *Sidewalks are either missing or obstructed by utility infrastructure in many locations. Curb ramps are either missing or not built to ADA standards in many locations. This project removes obstructions from the primary pedestrian-way by relocating existing utilities and adds missing curb ramps at these intersections: Battaglia, Birdsdale, Wonderview, Bella Vista, Angeline, and Towle.*
- *This project narrows all travel lanes.*
- *This project adds pedestrian countdown signal heads at Birdsdale.*

The design elements of this project are challenging because Division was built to a sub-standard cross section and has a narrow right-of-way. The majority of Division’s entire length has been developed, further complicating full standard arterial improvements. The concept design accommodates for existing constraints and will make a substantial improvement to the active transportation network for local and regional users and lead to increased use of active transportation modes.

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 links the Gresham Regional Center and Title 4/Enterprise Land, two regionally designated employment areas. The Division Street Corridor is also served by TriMet's #4 bus route, which has the second-highest ridership in the Portland Metro Region and is the planned route for the Region's first bus rapid transit service. There are eight bus stops within the project extents of Birdsdales to Wallula and the addition of sidewalks and bicycle lanes will greatly improve access to the Regional Center and 182nd Avenue/Division, two areas that have transit stops with the highest ridership. Additionally, the Powell Division High Capacity Transit project has identified potential station areas at 182nd/Division, Eastman/Division and the Gresham Transit Center. This project will greatly enhance direct access to each of those station areas.

As identified in the East Metro Connections Plan, Division Street is a "Regional East West Transit Link," connecting riders to key employment areas. This project will complete a critical gap along this corridor and create a safe and accessible 'last-mile' connection for transit users to and from stops/stations to key destinations.

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) Powell Division High Capacity Transit Project, 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 and those in the Public Engagement and Non-discrimination checklist 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.

The community will be informed of timing of impacts throughout the construction phase with public notice guidance from the Public Engagement and Non-discrimination checklist. All efforts will be made to create least impact possible during the construction phase.

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 as well as parking data conducted at parking garages in the Civic regional center.

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

Gresham will match 25% of the project cost with City System Development Charge funds. Additionally, the City of Gresham was awarded Transportation, Community, and System Preservation Program funding to design and build the Division Street Corridor “Complete Street” between the Gresham-Fairview Trail and Wallula Avenue. The award was less than requested and does not cover the full project cost. However, it will be used as leverage for this funding opportunity.

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 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.” Division Street is identified as a “Regional east-west transit link” and important corridor for regional mobility.

Division Street carries an average of 23,500 vehicles daily and is a direct route between downtown Gresham and downtown Portland. As the Gresham Regional Center and Enterprise Zone areas meet their development potential, volumes will increase. By making the proposed improvements, people will have new accessible walking and biking options and improved access to transit in an auto-centric corridor.

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 Division Street project has been identified as a priority project since Gresham adopted its first Transportation System Plan in 2002; needed for multimodal connectivity, mobility, access to key destinations and safety within inner Gresham. 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. Improving Division Street between Birdsdale and Wallula to an urban “complete street” standard was identified as a priority through those efforts. Accordingly, the City of Gresham was awarded Transportation, Community, and System Preservation Program funding to design and build the Division Street Corridor “Complete Street.” The project now appears in the 2035 TSP as part of Project #111, which supports improved transit and access to transit service along the entirety of Division Street within Gresham’s city limits.

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 has coordinated with Metro, TriMet, ODOT and surrounding jurisdictional partners through several planning efforts that have prioritized Division as a critical corridor for active transportation, including transit. Those planning efforts are: Regional Active Transportation Plan, East Metro Connections Plan and the Powell Division High Capacity Transit Project. This coordination has led to the identification multimodal improvements to Division a regional priority and has impacted project location by focusing funding opportunities on this project.