



## Active Transportation & Complete Streets Projects

**Name of Project** Hogan Road Improvements from Powell Boulevard to South City Limit  
(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.** The 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.

*The proposed improvements are listed as RTP projects #10485 and 10527.*

2. Project extent or area description.

*This project is on SE Hogan Road/242<sup>nd</sup> Avenue between SE Powell Boulevard and SE Rugg Road.*

3. 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 purpose of this project is to improve multimodal access between the Gresham Regional Center and the Springwater Plan Area along Hogan Road. It is intended to begin implementation of a priority project recently identified in the Metro region's East Metro Connections Plan (EMCP) that will support development of the Springwater Plan Area, a planned and regionally significant employment zone that envisions 15,000 industrial or industrial-related jobs and a new residential community built around a village center.*

*This project is warranted because it will increase non-auto trip access to, through, and within the Downtown Gresham Regional Center and Springwater Plan Area and enhance mobility for all modes by constructing the roadway to full arterial standards. Those standards include construction of new multi-use paths along the corridor where they currently do not exist. These will most directly serve the existing residential community along Hogan Road, which is ranked "above average" in composite concentrations of non-white, low-income, low English proficiency, elderly, and young persons. More indirectly it will serve the Gresham Regional Center which ranks "significantly above average" in these same demographic concentrations.*

*Another important feature of this project is its direct connection to the regionally significant Springwater Corridor Trail. Located approximately mid-point of the scope of this project, that trail crosses Hogan Road and continues westward to Portland and eastward toward the City of Boring. Currently there is not a safe, contiguous connection from that trail to head north or south and this project would make that connection.*

4. Description of project design elements.

*This project consists of preliminary engineering and design plus right-of-way acquisition along SE Hogan Road between Powell Boulevard and Rugg Road. The following are project design elements:*

- New multi-use path on both sides of Hogan Rd. from Powell Boulevard to Rugg Road.*
- Constructing travel lanes to adequate width where they currently do not meet standards.*
- New ADA ramps along the corridor where they are currently inadequate.*
- New street trees, stormwater mitigation via rain gardens and planter strips, and street lights.*

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

*Post implementation performance measures to determine the effectiveness of this project include the following:*

- Comparison of pre- and post-construction pedestrian and bicyclist counts to determine mode shift changes and the relative effectiveness of new multi-use facilities.*
- To determine how this project will enhance access for EJ and underserved communities, calculation of the number of people in neighborhoods identified as having above average concentrations of low-income, non-white, young, and elderly with direct access to this area via new bicycle and pedestrian facilities compared with existing access routes. GIS Network Analyst software and census data could be tools to evaluate these measures.*
- To evaluate how this project impacts social and economic changes for EJ/underserved communities, performance measures include monitoring changes in employment trends in the Downtown Gresham and the Springwater Plan Area over time and relative to demographics such as income levels and concentrations of non-white and/or low income communities.*
- Job creation is a goal of this project. Short-term jobs created will be measured by the number of construction jobs created to build the project. Long-term jobs created can be measured by monitoring changes in vacancy rates of industrial and commercial properties in the Springwater Plan Area and Downtown Gresham.*
- A performance measure is to monitor and compare pre- and post-implementation crash rates along Hogan Road to determine safety ratings of this corridor.*
- Mobility measures such as travel times between the residential and employment lands.*

**Map of project area**

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

**Project sponsor agency**

1. Contact information for:
  - Application lead staff  
Katherine Kelly, Transportation Planning Manager  
(email: Katherine.Kelly@GreshamOregon.gov, Tel: 503-618-2110)
  - Project Manager (or assigning manager)  
Jeff Shelley, Transportation Engineering Manager  
(email: Jeff.Shelley@GreshamOregon.gov, Tel: 503-618-2550)
  - Project Engineer (or assigning manager)  
Jeff Shelley, Transportation Engineering Manager  
(email: Jeff.Shelley@GreshamOregon.gov, Tel: 503-618-2550)
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.

*The City of Gresham has recently completed federal aid transportation projects such as the Gresham/Fairview Trail (Phase II and III), Hogan Road ARRA project between Stark Street and Glisan Street, Stark Street boulevard improvements, Kane Road widening and multimodal improvements between Division Street and Powell Valley Road, and Hood Avenue improvements (sidewalk, rain gardens, street lighting). All of these projects have been delivered on time and within budget.*

*Gresham is currently staffed at an adequate level to ensure delivery of this project on time and within budget. Staffing levels are not anticipated to change within the current five-year budget timeframe. Staff has proven technical and administrative skills to deliver this project.*

**Location**

1. Describe how you identified the travel corridor/area for the project and how regional and local data relevant to the project criteria support this location as your top priority(s). (See [Appendix D](#) of the Nomination Packet for criteria relevant to prioritizing project location)

*The Hogan Road corridor has been identified as a priority project because it links the Gresham Regional Center and the new planned community of Springwater. Existing conditions along this segment of Hogan are not fully built out to meet arterial standards and do not adequately serve bicyclists or pedestrians. Mobility standards for auto and freight vehicles are not met in a 20-year horizon without improvements to the Hogan corridor.*

**Highest priority criteria**

1. Describe how the project improves access to priority destinations mixed-use centers, large employment areas, schools, and essential services for EJ/underserved communities. (See maps/data on Metro FTP site).

*This portion of Hogan Road links an existing residential community along the corridor to the*

*Gresham Regional Center with planned residential and industrial and commercial land in the Springwater Plan Area. These destinations include residential and employment opportunities that are planned at greater densities than exist today. Project improvements will enhance access for those planned densities and the existing community to these destinations as well as three schools: Dexter McCarty Middle School, East Gresham Elementary, Springwater Trail High School, and Hogan Cedars Elementary School. It also links directly to the Springwater Corridor Trail and to Gradin Sports Park.*

*Demographic data show that there are "above average" concentrations of EJ and underserved persons along this corridor.*

1. Identify the safety issues in the project area. How does the project design address safety in the area? (See bike/pedestrian crash map/data on Metro FTP site).

*Based on Metro's "2007-2011 Fatal/near fatal crash hotspots" GIS data this portion of the Hogan corridor has a relatively low rate of crashes. State data shows five pedestrian crashes on this segment of Hogan, all of those with injuries. The most impactful safety improvement will be the provision of new bicycle/pedestrian multi-use paths on both the west and east sides of Hogan Road to separate those modes from auto and freight vehicles traveling the corridor.*

2. How does the project serve traditionally underserved (minority, low-income, limited English speaking, youth, elderly, disabled) communities? Explain how your project responds to data identifying concentrations of underserved communities and what project elements address the transportation needs of these communities. (See Transportation Equity maps/data on Metro FTP site for help identifying concentrations of EJ and underserved communities and how well they are served/not served).

*The Hogan corridor south of Powell Boulevard is identified as having "above average" concentrations of non-white and low-income persons, and "significantly above average" concentrations of disabled, elderly and young persons. This project responds to serving those populations by providing enhanced multimodal access and mobility improvements between two regionally significant employment areas - the Downtown Gresham Regional Center and Springwater Plan Area. In addition it enhances travel to an area that ranks "significantly above average" and "above average" in concentrations of service destinations such as civic establishments, financial and legal establishments, health services, and essential food establishments.*

#### **High priority criteria**

1. Describe any outreach that has been conducted with EJ/underserved communities to date. (Targeted outreach to these communities may be facilitated by Metro during the regional public comment period for comments on project scope. Additional outreach during project development phases (final design, preliminary engineering, etc.) may be a condition of funding approval.

*There have been several outreach efforts over the past decade to discuss potential improvements along the Hogan corridor. Those efforts include outreach as part of the development of the 2016-18 RFFA Active Transportation and Complete Streets application 122812*

2016-18 RFFA Active Transportation and Complete Streets application 122812 Page | 4

*Springwater Community Plan which concluded in 2005. Mailings, online notifications and newspaper publications that reached all residents of the Springwater area were done as part of that process.*

*More recently there was outreach conducted through the East Metro Connections Plan (EMCP) process in 2011-2012 that entailed outreach to the community via all neighborhood associations in Gresham, including those in the vicinity of the project (Asert, Powell Valley, and Kelly Creek). Presentations at those neighborhood association meetings included discussion of the Hogan corridor project.*

*In addition to the neighborhood association meetings and meetings with other jurisdictions and transportation service agencies, Metro and Gresham staff conducted outreach to several organizations that work with or provide services to underrepresented populations. Through one-on-one meetings, group meetings, open houses, website postings, telephone calls and emails, staff discussed potential projects in East Multnomah County including the Hogan corridor project. The following are the organizations contacted: Asian Pacific American Network of Oregon, Center for Diversity and the Environment, El Programa Hispanio (we engaged participants of a parenting class sponsored by El Programa Hispanio to identify transportation challenges they face. Their input was shared technical with decision makers early on in the project process), residents involved in the City of Gresham's "Healthy Eating, Active Living" project (a meeting in Spanish was conducted), City of Portland Disability Services, Coalition for a Livable Future, Coalition of Gresham Neighborhoods, Eastside United FC Youth Soccer Club, Gresham Downtown Development Association, Gresham Downtown and Rockwood libraries staff, Habitat for Humanity, Home Forward – Housing Authority of Portland, Human Solutions, Immigrant & Refugee Community Organization (staff and community liaisons at IRCO identified transportation challenges faced by recent immigrants. Their input was shared with technical staff and decision makers early on in the project process), Multnomah County Health Department, Oregon Opportunity Network, People for Parks, Upstream Public Health, Worksource -East County Latino Service Providers, AARP, African American Health Coalition, Clear Creek Community Church - Compassion Rockwood and Compassion Connect Program, Coalition of Communities of Color, Community Alliance of Tenants, East County Caring Community, East Portland Neighborhood Office and FoodDiversity, Native American Youth & Family Center, Oregon Child Development Coalition, Organizing People Activating Leaders, Police Activities League, Portland Community Reinvestment Initiative, Proud Ground -formerly Portland Community Land Trust, Rockwood Community Action Team, Russian Speaking Network, TriMet - Disability Outreach Coordinator, Urban League of Portland, Elders in Action, and Latino Network.*

*The following questions were asked when meeting with the representatives:*

- Populations served*
- Geography served*
- Where do your community members live, work, shop, and obtain other services?*
- How does your organization/agency interact with these populations?*
- What are some recommendations on how your community prefers to be engaged?*

- *What are some recommendations on how to best communicate public involvement opportunities or information about projects in their neighborhood?*
- *What are specific examples/locations where your communities experience challenges with the urban environment?*

*Metro and City of Gresham also hosted a survey targeted to East Multnomah County multimodal travelers in order to understand the opportunities and barriers to travel in East Multnomah County. The survey was promoted to EJ communities through the Multnomah County Health Department's Communities Putting Prevention to Work, El Programa Hispano, Gresham's Healthy Eating Active Living project, the Bicycle Transportation Alliance, along with the City of Gresham and Metro's social media outlets. Safety rose as a major concern individuals have in traveling. Creating safe multimodal roads, as this project will do, will work to address these concerns.*

2. Describe any conflicts with freight/active transportation you've identified in your project area. How does the project design address or provide mitigation to these conflicts?

*Bike lanes exist on Hogan Road from Powell Boulevard to the intersection of Palmquist/Roberts. South of this intersection there are no bicycle facilities. This project would provide multi-use path where facilities do not exist. If right-of-way is adequate in the section from Powell to Palmquist/Roberts, multi-use paths would be added there as well. These would provide separated, off-street facilities to reduce conflict with freight and auto traffic.*

3. Does the project design include "last mile" connections? Please explain. (Last mile connections create safe and comfortable biking and walking routes that directly connect transit stops to nearby origins and destinations, and can include the provision of secure and convenient bicycle parking at stations).

*There are two transit stop in the project area, located at the intersection of Hogan Road and Powell Boulevard. New bicycle and pedestrian facilities will link residential neighborhoods to those transit stops.*

4. Describe how the project will lead to an increase in non-auto trips through improvements in the user experience. ([See Appendix C](#) for design elements that improve the user experience).

*Commute and recreation routes from Downtown Gresham and the Springwater Corridor Trail to the Springwater Plan Area are limited. This project will support an increase in mode shift from single occupant vehicles by providing a safe and attractive off-road multi-use path for pedestrians and bicyclists to access employment and commercial areas. The path will be adjacent to a planter strip with rain gardens and/or new street trees where right-of-way is adequate.*

5. Does the project serve a high density or projected high growth area? Please explain. (For high growth areas, explain how the project is coordinated with growth plans to focus or orient future development to maximize use of the project).

*This project serves the Gresham Regional Center, a relatively high density area within Gresham. It directly connects the Regional Center to existing residential areas as well as to the Springwater Plan Area, which is planned for greater employment, commercial, and residential densities. Enhancing access and mobility through new multimodal facilities and building the roadway portion of this project to provide adequate vehicular and freight movement to those regionally significant destinations.*

#### **Priority criteria**

1. Please describe the outreach/education/engagement element of the project nomination (Metro Regional Travel Options staff is available to help design an effective and appropriate level of education and marketing for your project nomination).

*The process to nominate this project for advancement to receive Regional Flexible Funds (RFF) most recently culminated in the East Multnomah County Transportation Committee's vote on March 11 5, 2012 to advance this as a priority project. Also, as described in detail in response to question #1 under the "Highest Priority" section above and the first question in the "Process" section below, there has been extensive outreach to the Gresham community through multiple media and venues via the East Metro Connections Plan process and the Springwater Comprehensive Planning process.*

2. Are there opportunities to leverage other funds or investments with this project? Describe any opportunities you have identified and how you plan to coordinate with other project(s) or leverage other funds.

*This project complements a funded STIP modernization project at the intersection of US 26 and SE 267th Avenue. That project, which consists of capacity and safety improvements, will implement an initial phase of development of the Springwater Plan Area. This project provides additional capacity and safety, as well as new multimodal, features that support development of the Springwater Plan Area.*

3. Describe how the project may help reduce the need for road and highway expansion.

*Enhancing the capacity and mobility of this corridor for all modes will make it more accessible for all users. Enhanced non-auto facilities will increase mode shift and thereby reduce the need for road and highway expansion.*

#### **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 Hogan corridor was identified as a priority location due to its regional significance for both active transportation and freight. The process to identify this project has included significant outreach with the Gresham community as well as other East Multnomah county jurisdictions,*

*TriMet, the East Metro Economic Alliance, Port of Portland, ODOT Region 1 staff and the Metro Freight Subcommittee. As an outcome of those processes this project was identified as a priority project in the East Metro Connections Plan, and has been identified by the City of Gresham as a top priority project.*

*On March 11, 2013 the project was presented to members of the East Multnomah County Transportation Committee (EMCTC) as one project proposed for MTIP funding. The committee voted at that time to endorse submittal of an application, reinforcing that it is one of that group's priority projects for funding, pending additional public outreach to happen after March 15, 2013.*

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.

*All impacted transportation agencies have been made aware of this project. To our knowledge there is no opposition from those agencies to construct this project. ODOT Region 1, the Port of Portland, TriMet, freight operators, Metro staff and jurisdictional partners who have participated in the Regional TSMO and Safety workgroups have been made aware of this project through the following venues:*

- East Metro Connections Plan process*
- East Multnomah County Transportation Committee meetings*
- City of Gresham Transportation System Plan outreach workshops for Active Transportation and Freight.*



## **Supplemental Freight & Green Economy questions for joint Active Transportation & Complete Streets and Freight & Green Economy project applications**

### **Highest priority criteria**

1. Describe how the project will reduce freight delay.

*Travel data on the regional freight roadway network shows that speeds along this corridor are in the 25-35 MPH range in the AM and Mid-Day peak hours, and only slightly higher (35 – 50 MPH) in the PM peak hour.*

*This project will reduce freight delay by constructing the Hogan Road corridor to arterial standards that include 12' travel lanes and a 14' turn lane/center median. Existing conditions do not meet these standards throughout the corridor. This may cause delay due to unsafe driving conditions and conflicts with turning vehicles, both of which would be addressed through this project.*

2. Describe how the project increases freight access to industrial lands, employment centers & local businesses, and/or rail facilities for regional shippers.

*Hogan Road is a primary corridor serving the Springwater Plan Area, an important employment area in the Regional 2040 Plan. This project will provide freight and multimodal connections to that industrial lands and employment area from the Gresham Downtown Regional Center.*

3. Describe how the project contributes to “greening the economy” and how the project helps expand economic opportunities to Environmental Justice/underserved communities. (For the purposes of this allocation we are defining “greening the economy” to be initiatives that contribute to creating a low carbon, resource efficient, and socially inclusive economy)

*Enhanced access and mobility provided by this project will incentivize development along this corridor to its planned potential. This will “green” the economy by creating a more balanced jobs-housing ratio in this area. The Gresham Regional Center contains a workforce population with an “above average” concentration of EJ/underserved persons.*

### **High priority criteria**

1. Does the project help reduce air toxics or particulate matter? Please explain.

*The provision of new multimodal facilities to increase mode split and reduced freight delay (per question 1 above) will help reduce air toxics and particulate matter.*

2. Does the project help reduce impacts, such as noise, land use conflicts, emissions, etc. to Environmental Justice communities? Please explain.

*The project will help reduce impacts to the EJ communities primarily by reducing emissions. New multimodal facilities to access employment, new residential, schools, and recreational facilities (Gradin Sports Park and the Springwater Corridor Trail in particular) will increase mode split and reduce vehicular conflicts to enhance mobility along the corridor.*

3. Describe how the project increases freight reliability.

*Travel reliability on the regional freight roadway network shows that this corridor is "less reliable" in the 2hr AM, mid-day, and PM peak hours. This project will construct safer and more efficient access through full build-out of Hogan Road to arterial standards between Downtown and Springwater areas as well as to US 26/Powell Boulevard and I-84.*

#### **Priority criteria**

1. Is the project of an innovative or unique nature such that it is not eligible or typically funded with large, traditional transportation funding sources such as state trust fund pass through to local agencies, local bridge program, or large state funding programs or have any other significant sources of funds? Please explain.

*The project would not be funded by the mechanisms noted in this question. It is too expensive for the City to construct using its share of state trust fund pass through and would not be eligible for local bridge funding.*

2. Will this nomination leverage other funds or prepare a project to compete for discretionary funding that may otherwise not come to the region? Describe any opportunities you have identified.

*This project leverages other East Multnomah County top priority projects along the Hogan corridor, namely improvements on 238<sup>th</sup>/Hogan Drive from I-84 to Powell Boulevard. One portion of that project, from I-84 to Glisan Street has been identified as the East Multnomah County region's priority project for Regional Economic Opportunity Funding for FY16-18. Along with that project, this project will prepare the portion of Hogan Drive from Glisan Street to Powell Boulevard as a portion of the corridor as a priority for funding to "complete" the Hogan corridor from I-84 to the Gresham City/Multnomah County southern boundary.*