

Active Transportation Urban Demonstration Project: Bicycle & Pedestrian Improvements in the Portland to Milwaukie Light Rail Corridor

Description of Demonstration Project

Introduction

This proposal for an *active transportation urban demonstration project* leverages funded bicycle and pedestrian investments by the Portland to Milwaukie Light Rail Project (PMLR) to develop a continuous active transportation corridor that will connect Downtown Portland and Downtown Milwaukie. Through a combination of off-street paths, bicycle lanes and cycle tracks, this corridor will lace together Downtown Portland, Portland State University, Portland's South Waterfront, the Central Eastside Industrial District, Portland's extensive existing bikeway network in its inner Southeast Portland neighborhoods, the Brooklyn Neighborhood, the McLoughlin Corridor, the East Moreland and Sellwood neighborhoods, the Springwater Corridor, Downtown Milwaukie and ultimately to the Trolley Trail that leads to Oregon City. This corridor will also connect to the Eastbank Esplanade and the Willamette Greenway Corridor on the west side of the Willamette. This more than 7 mile corridor will consist principally of 5 miles of new off-street paths and 1.5 miles of new protected bikeways. This town-to-town connection will increase—at pennies on the dollar—the carrying capacity of the light rail and auto corridor in which it will be developed. This facility will emulate the best town-to-town connections found in the most bicycle-friendly urban regions of the world.

This demonstration project will:

- Provide a model and inspiration for future integration of bicycle and pedestrian facilities along future high capacity transit corridors
- Provide direct connections between Town Centers, a regional trail and high-capacity transit
- Address the significant gap in bicycle and pedestrian mobility and access inland from the Willamette River between Portland and Milwaukie
- Leverage the already considerable investments being made in bicycle and pedestrian facilities along the transit corridor to create a seamless world-class active transportation system.

Project Specifics: Area

The area proposed for this demonstration project is the corridor defined by the PMLR project. Within one-half mile of the corridor are approximately 26,000 Portland residents, 5,000 Milwaukie residents, and 3,500 residents of unincorporated Clackamas County. This population is expected to grow significantly in the coming years. The project provides direct connections to the following mixed use/employment areas, institutions and transit facilities:

Mixed Use/Employment/Residential Areas

- Downtown Portland
- South Waterfront
- Central Eastside Industrial District
- Clinton/Division Business Area
- Brooklyn Neighborhood
- East Moreland
- Sellwood
- Trimet Headquarters
- North Milwaukie Industrial Area

Institutions

- Portland State University
- Oregon Health Sciences Univ.
- OMSI
- PCC (Central Eastside)
- Providence Milwaukie Hospital

Transit Facilities

- All LRT stations along Corridor, notably Tacoma/Springwater Park and Ride
- Downtown Milwaukie Transit Center

- Downtown Milwaukie
- Oak Grove

Project Specifics: Infrastructure. There is already considerable investment being made in an active transportation infrastructure by the PMLR and other local projects¹. This demonstration project will both improve upon existing designs and add active transportation elements identified as desirable for the PMLR project, but without identified funding. Existing active transportation project elements in the corridor include:

- Uphill bicycle lanes on SW Lincoln Street
- Gibbs Street Pedestrian Bridge
- Transit/Bicycle/Pedestrian Bridge across the Willamette
- Protected bikeways along Division Place
- Signalized bicycle/pedestrian crossing of 11th/12th at the Clinton Bicycle Boulevard
- Bicycle/Pedestrian connection over Powell via an improved bridge
- Bicycle lanes on SE 17th Avenue between Powell and McLoughlin
- Improved access from Tacoma station to the Springwater Trail
- Lake Road Multimodal project, improving pedestrian and bicycle access to the Milwaukie station from the east
- Integration with the Trolley Trail between Milwaukie's Riverfront Park and Park Avenue

The following elements are to be developed as part of this demonstration project:

- Shared use path on light rail structure between Lincoln and South Waterfront
- Pathway extension of Moody Ave north to Riverplace
- Two-way cycle track on SW Moody Ave
- Pathway connection between intersection of Division Place & 4th and Clinton & 11th (creating the most direct connection to the network of inner SE Portland bikeways)
- Shared use path in the McLoughlin Road right-of-way between SE 17th & McLoughlin to the Springwater Corridor Trail
- Bicycle parking center at Tacoma/Springwater light rail station
- Pedestrian and bicycle facilities on SE 17th Ave between the Springwater Trail (at Ochoco) and the Trolley Trail (in Milwaukie's Riverfront Park)
- Completion of sidewalks on the south side of Ochoco between 17th Avenue and 19th Avenue
- McLoughlin Boulevard undercrossing and associated sidewalk connections at Kellogg Creek to the Trolley Trail

¹ Some funded active transportation elements here listed also include those to be developed in the PMLR corridor by other, non-project sources. An example includes the Gibbs Street bridge from South Waterfront to the Corbett Lair-Hill Terwilliger neighborhood and bicycle lanes on Division Place.

Description of Listed Elements

Shared use path on light rail structure between Lincoln and South Waterfront (\$15-million). This would replace the need for pedestrians and cyclists to access the bicycle lanes and sidewalks on the Harrison Street Connector to gain access to the South Waterfront. Widening the light rail structure to include a shared path—as on the new Willamette River Bridge—will provide the most direct connection between Portland State University and the Downtown and South Waterfront and the Oregon Health Sciences University campus.

Pathway extension of Moody Ave north to Riverplace (\$1 million). Reconstruction of the South Waterfront portals will include a two-way cycletrack and separated sidewalk along the west side of Moody between Gibbs Street and Marquam Bridge columns. Extending this route as a pathway one-third of a mile north to Montgomery Street solidifies SW Harbor Way as the connection to the Downtown and provides direct access between the heart of South Waterfront and the heart of Downtown.

Two-way cycle track on SW Moody between SW Gibbs and the Marquam Bridge (\$1 million). This extends and strengthens the pathway connection between Riverplace and Waterfront Park to both the Gibbs pedestrian and bicycle bridge and the Willamette River transit-bike-ped bridge.

Pathway between SE Division Place and Clinton Street (\$500,000). Long a desired direct connection between the bikeway network of inner SE Portland and Portland's Central City, this pathway will directly follow the light rail line. In addition to eliminating the need for cyclists to travel out-of-direction along higher traffic streets, this pathway is a critical link in creating a seamless active transportation corridor.

McLoughlin Corridor shared use path (\$5 million). This two-mile segment is the crux of the Portland segment of this project. The McLoughlin corridor is a major mobility corridor in the region that is now all but inaccessible to people walking or bicycling. The pathway connection will be crucial direct link in the five-mile bikeway corridor this project will create between the two Downtowns. This segment includes not only the pathway. It also includes a crossing of the two-wayramp north of the Tacoma Overcrossing, a structured path under Tacoma, widened sidewalk between Tacoma and the Springwater and structure to connect to the Bybee Overcrossing. This path will provide access to the adjacent neighborhoods at Harold, Bybee, Tacoma and the Springwater Corridor, as well as direct access to the Tacoma/Springwater light rail station.

Bicycle Station at Tacoma/Springwater light rail station (\$1.5 million). With access from both the Springwater Corridor and along the McLoughlin Corridor the Tacoma/Springwater light rail station is a natural focal point for bicycle-transit integration. The project will construct a high-capacity, high-security bicycle parking station to encourage and accommodate that demand.

Pedestrian and bicycle facilities on SE 17th Ave between the Springwater Trail (at Ochoco) and the Trolley Trail (in Milwaukie's Riverfront Park) (\$3.75 million). This connector would link two major regional multi-use trail systems, the Trolley Trail and the Springwater Corridor, thereby providing a safe and continuous route between Sellwood and Milwaukie Town Centers. The existing condition includes bike lanes in some sections, sidewalks in others, and short stretches with both. Absence of curbs and stormwater drainage has resulted in erosion and deterioration in existing bike lanes. The mix of deteriorating infrastructure and changing conditions results in a hazardous and confusing environment, particularly for bicyclists and pedestrians. The situation is exacerbated by high speeds and high traffic volumes: a 2003 traffic count found 1500 trips in the PM peak hour. A key question to address at the Transatlantic Active Transportation Workshop is the feasibility of constructing a significant stretch of this project elements as an off-street multi-use path. There are some difficult constraints in the southern portion, immediately above 17th Ave., but a multi-use path on the

western side could produce a much-improved travel experience, particularly by avoiding the interchange with Highway 224. This segment of the proposal is currently on the MPO-approved regional priority appropriations project list (Metro Resolution No. 09-4016), and part of the regional package of 20 priority projects identified by the regional Blue Ribbon Committee for Trails.

Completion of sidewalks on the south side of Ochoco between 17th Avenue and 19th Avenue (\$1.25 million)

City of Portland's Sellwood Gap project (funded) will continue the Springwater Corridor trail, which is interrupted where it leaves dedicated former railroad right-of-way at 19th Avenue, along the north side of Ochoco Street to 17th Avenue. However, the south side of Ochoco, which has no sidewalks, must be addressed as well. The owner of the Oregon Pacific Railroad who controls the right-of-way intended for the off-street connection between 17th Ave. and the southern end of the next section of the Springwater, is very concerned about pedestrian conflicts with his tracks, which run immediately south of Ochoco between 17th and 19th Ave. This two block segment is a key connection between a major pedestrian destination (a regional Goodwill distribution and wholesale/retail operation) and bus stops on 17th Ave.

McLoughlin Boulevard undercrossing and associated sidewalk connections at Kellogg Creek (\$3.15 million)

The Active Transportation project would fund the construction of a multi-use path, establishing a grade-separated connection between Downtown Milwaukie and the Lake Road P2M LRT station and Riverfront Park on the west side of McLoughlin Boulevard. Once across McLoughlin, travelers can access regional destinations to the north and south via the Trolley Trail and the 17th Ave. Connector and the Springwater Trail. This element provides a key link in regional bike and pedestrian travel providing an uninterrupted connection between the regional multi-use path system and the downtown Milwaukie light rail station, but also serves a critical "place-making" function for the City of Milwaukie, helping to overcome the barrier posed by McLoughlin Boulevard between Main Street and the Riverfront Park. An under-crossing will be made possible by Kellogg Creek dam removal (project currently funded through design).

Project Specifics: Encouragement Programs. The project would couple Portland's award-winning Smarttrips encouragement program with the infrastructure improvements. Using an individualized marketing approach, the encouragement program would alert area residents and businesses to the new and improved mobility options available to them following completion of the infrastructure improvements.

An Important Project for the Region

This project will demonstrate how the region can dramatically increase the carrying capacity of both automotive and transit corridors by incorporating active transportation elements. The improvements to be undertaken by this project will significantly increase the carrying capacity of the light rail and McLoughlin corridors at pennies on the dollar compared to similar increases in capacity that could be achieved through further transit or automotive movements. This project will also demonstrate how, through relatively minor transportation improvements geared to active transportation, such improvements can leverage the great investments—both historic and current—made to shift mobility from single occupancy vehicles to more sustainable means of transportation. This corridor is especially noteworthy for the support the adjacent transit system will provide to those walking and bicycling, and in turn how the transit system will benefit from the proximity of cyclists and pedestrians.

This project will be the first in the region to provide a seamless, low-stress active transportation corridor between the City Center and a Town Center in a different jurisdiction. This corridor, which has long been the exclusive tool of the automobile, and which is now being opened to high capacity transit, will, through this project, become accessible to means of active transportation, as well.

Cost Estimate and General Project Timeline

This is a \$34 million project; the above listing of project elements describes rough cost estimates. The light rail project will begin construction in 2011 and will continue to 2015. It is during this same period that the improvements recommended in this proposal will be constructed.

Partnership

As with the partnerships engendered by the light rail project, this demonstration project will require the partnership and active support of a host of agencies and cities, including: City of Portland, City of Milwaukie, Clackamas County, North Clackamas Parks and Recreation District, Oregon Department of Transportation, Trimet and Metro. Perhaps most notable with an effort like this are the partnerships that would develop or continue around evaluating this project. Currently, the best national data about bicycling comes from Portland. Portland's "build it and they will come" story provides some of the best support for the argument that bicycling offers not only the best return on investment in terms of transportation dollars spent, but also offers the least expensive means to address a number of the big issues that currently plague us and that would benefit mightily from changes in transportation mode split. This project continues and can dramatically strengthen that tradition. We will work with researchers at Portland State University's Center for Transportation Studies to both establish baseline levels of bicycling, walking and transit use, and to then track changes over time.

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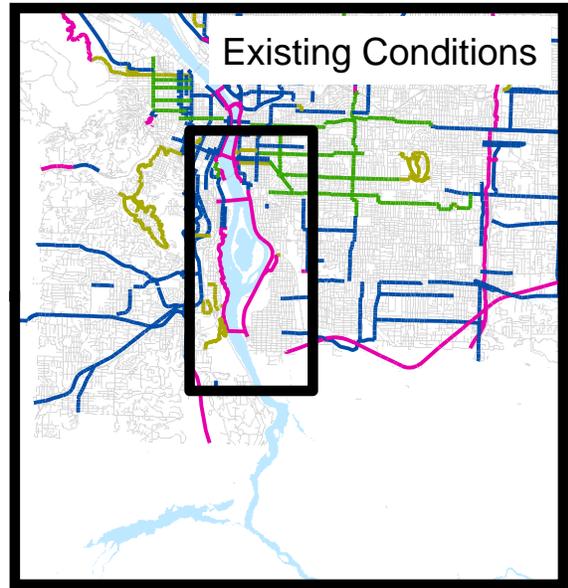
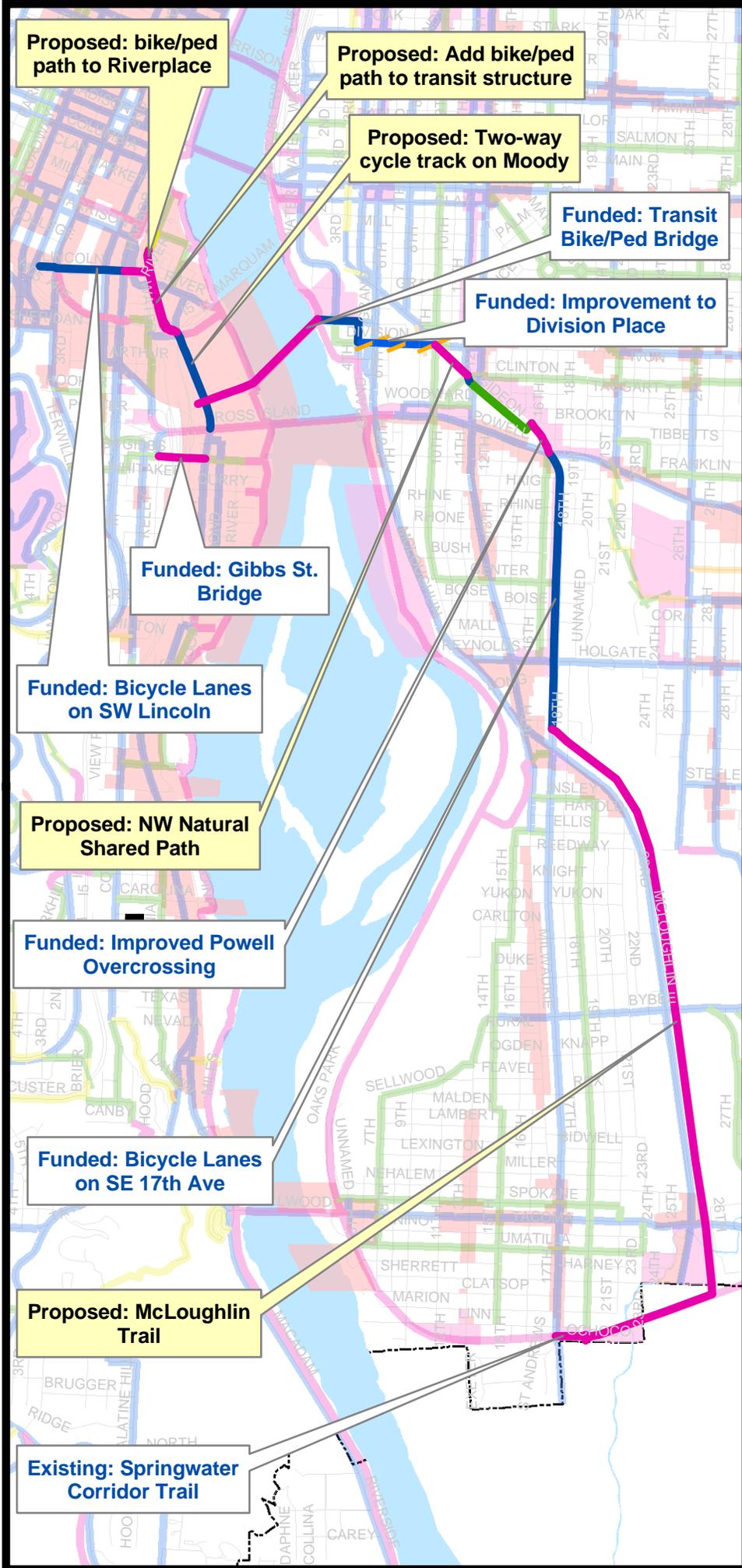
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Portland-Milwaukie Light Rail Active Transportation Proposal: Urban Demonstration Project Portland Segment



Legend

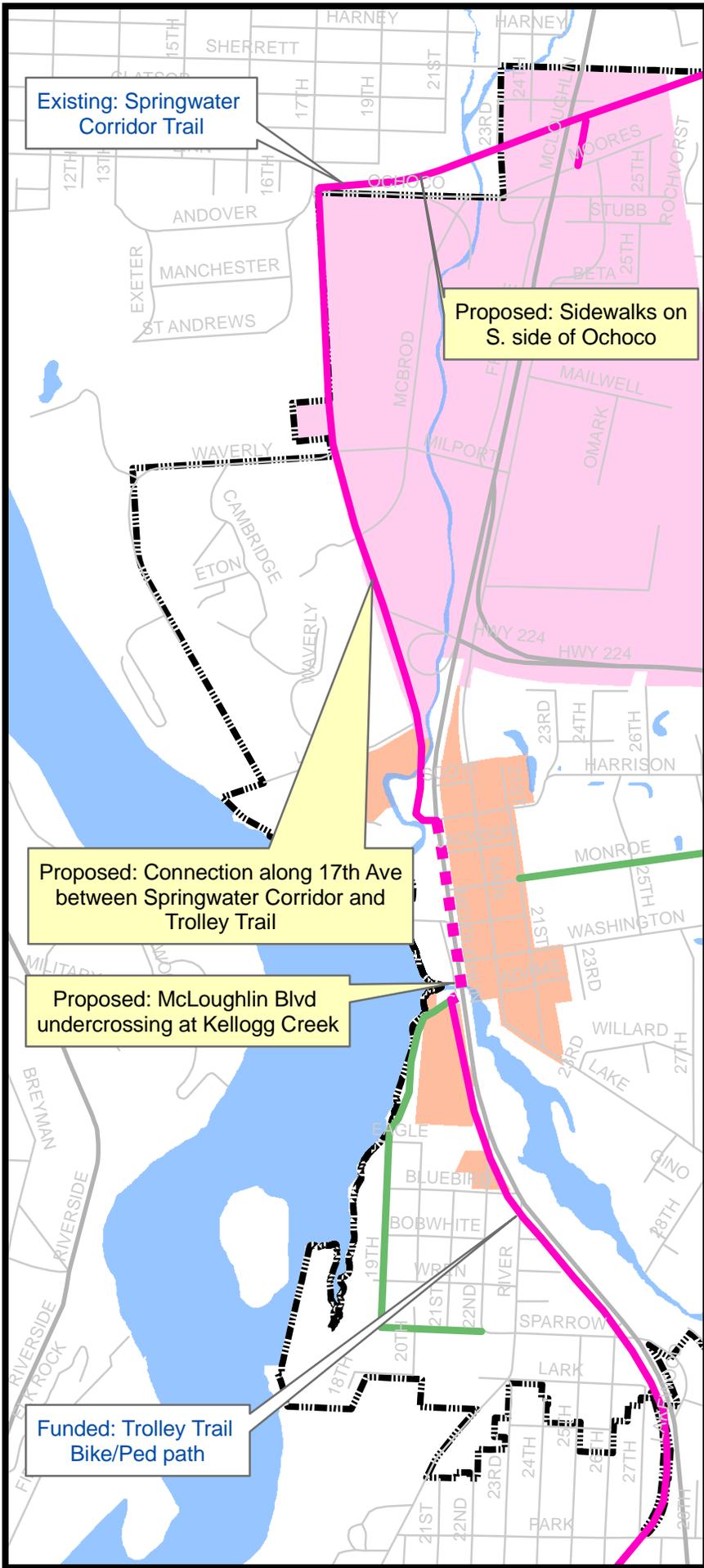
PMLR Facility09

- Shared Path
- Boulevard
- Bicycle Lane/Cycle track
- Enhanced Shared Roadway
- Bicycle Lane

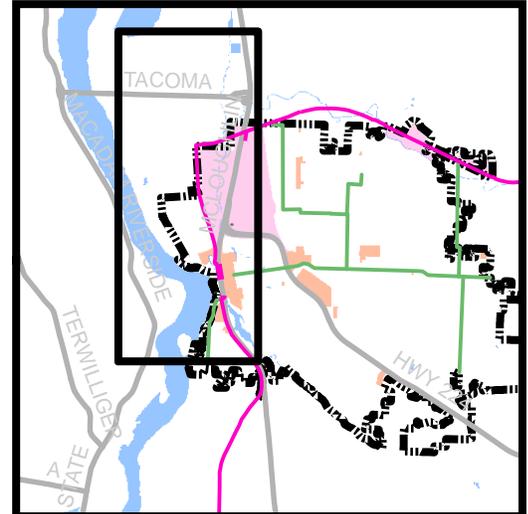
Portland Zoning

- Commercial
- Employment

Portland-Milwaukie Light Rail Active Transportation Proposal: Urban Demonstration Project Milwaukie Segment



Existing Conditions



Legend

Trails

- Existing/Funded Shared Corridors (Black dashed line)
- Proposed (Pink solid line)
- Proposed Bike Boulevard (Green solid line)

Zoning

- Commercial (Orange shaded area)
- Employment (Pink shaded area)