



Active Transportation & Complete Streets Projects

Name of Project Trolley Trail Historic Bridge Feasibility Study: Gladstone to Oregon City

(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 (if applicable). 10151
2. Project extent or area description. The Portland Avenue Historic Trolley Bridge is located on the Clackamas River between the cities of Gladstone and Oregon City. The project extent includes the 290 foot-long, 18 foot-wide bridge structure, as well as the immediately adjacent land on both ends of the bridge. The north end of the bridge is 120 feet south of the intersection of Portland Avenue, Clackamas Boulevard, and the Clackamas River Greenway Trail in downtown Gladstone. The south end of the bridge is 280 feet north of the existing Clackamas River Greenway Trail in Oregon City. The bridge is ½-mile upriver from the 99E/McLoughlin Boulevard Bridge and ¾-mile downriver from the I-205 bridge.
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). Repurposing the Historic Trolley Bridge for pedestrians and bicyclists could provide a much-needed active transportation link across the Clackamas River and become the signature landmark for the popular new Trolley Trail, but a feasibility study is needed. Gladstone and Oregon City – designated as a town center and a regional center, respectively, in Metro’s 2040 Growth Concept and 2035 Regional Transportation Plan – are separated by the Clackamas River. The Gladstone side of the river is home to many schools and community centers serving traditionally underserved populations, and the Oregon City side is the site of a planned high-density commercial and residential development. The most direct route connecting the two centers across the river is the 99E/McLoughlin Boulevard Bridge, but it lacks bicycle facilities and its sidewalks are substandard. The Oregon Department of Transportation (ODOT) has stated that adding bicycle facilities to the bridge roadway would conflict with traffic and freight movement along McLoughlin Boulevard, a state highway. Union Pacific Railroad, the Historic Trolley Bridge’s owner, is required to either remove or rehabilitate the bridge in the near future. The community feels that the historically significant bridge needs to be preserved.
4. Description of project design elements. This project will address the need for improved active transportation access across the Clackamas River by studying the feasibility of rehabilitating

the Portland Avenue Historic Trolley Bridge as an extension of the Trolley Trail, a shared-use path for bicyclists and pedestrians. The bridge design is a riveted connected Warren through truss. The Warren truss replaced the original wooden Howe truss built in 1893 at the same location. The bridge served on the main trolley line between Oregon City and Portland until trolley service was stopped in 1954. The bridge continued to serve freight traffic until safety concerns forced the rail company to abandon the line in 1968. Union Pacific Railroad wishes to donate the structure to the City of Gladstone or another public entity for rehabilitation into a shared-use path. The condition of the truss and bridge footings is unknown; therefore, an engineering study to determine the feasibility and cost of rehabilitating the bridge is proposed. The proposed project budget is \$225,000. The requested grant amount is \$201,892. Union Pacific Railroad and the City of Gladstone will provide the remaining \$23,108 as the required cash match, equal to 10.27% of the project budget. This budget estimate is based on costs of recent historic railroad bridge rehabilitation projects, and has been reviewed by Metro staff. Project tasks include: Structural inspection and analysis of the bridge structure, footings and abutments and identification of the feasibility of rehabilitation versus replacement; Determination of needed streambank restoration; Rehabilitation or replacement plan based on determination of feasibility; Rehabilitation or replacement cost estimates; Maintenance plan and cost estimate; Public involvement; Identification of needed agency agreements; Trail concept planning for connections to Gladstone and Oregon City trails; Determination of needed historic preservation and art.

5. Description of post implementation measurement of project effectiveness (Metro staff is available to help design measurement methodologies for post-construction project criteria performance). The proposed project is not a construction project; therefore this does not apply. Following eventual construction, traffic volumes could be measured with an infrared trail counter placed on the bridge.

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 Pete Boyce, City Administrator, City of Gladstone, (503) 557-2767, boyce@ci.gladstone.or.us
 - Project Manager (or assigning manager) Robert Spurlock, Associate Regional Planner, Metro, (503) 813-7560, robert.spurlock@oregonmetro.gov
 - Project Engineer (or assigning manager) Robert Spurlock, Associate Regional Planner, Metro, (503) 813-7560, robert.spurlock@oregonmetro.gov
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. In 2008 the City of Gladstone received a Transportation and Growth Management (TGM) Program grant from ODOT to evaluate the Portland Avenue downtown corridor for urban design and streetscape improvements. The project was initiated in March of 2008 and completed in November of 2008.
3. Most of the technical, administrative and budget capacity to deliver the proposed project will be provided by staff from Metro's Natural Areas Program. The Metro Natural Areas Program

has received several Regional Flexible Funds grants to complete master plans for regional trails. Metro staff managed the successful completion of the Trolley Trail Master Plan in 2004. More recently, Metro received a Regional Flexible Funds grant for the Tonquin Trail Master Plan, which was adopted by Metro Council in February 2013.

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 page 11 for criteria relevant to prioritizing project location) The location for this project was selected because it is literally the last mile of the Trolley Trail left to be built. Six miles of the Trolley Trail were built in the summer of 2012 from the Milwaukie town center to the Gladstone city limits. The Trolley Trail Master Plan (2004) and the Portland Avenue Streetscape Design Concept (2008) identify Portland Avenue and the Historic Trolley Bridge as the last mile of the Trolley Trail. The abandoned Historic Trolley Bridge is in the ideal location for this project because it would offer the most direct route from the Trolley Trail, through downtown Gladstone, and across the river to Oregon City.

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). The Trolley Trail is directly accessible to (within one block of) Gladstone High School, John Wetten Elementary School, the Gladstone Senior Center, and the Gladstone Center for Children and Families, which houses Lifeworks NW (provides prevention, mental health and addiction services), Family Stepping Stones, Clackamas County Relief Nursery, Healthy Start of Clackamas County, Clackamas Children's Commission Head Start, and CareOregon. Gladstone has a strong English-as-a-second-language program, having received national awards for the programs provided via the Gladstone Center for Children and Families. The Historic Trolley Bridge would directly connect Gladstone with the planned high-density residential and commercial development on Clackamette Cove in Oregon City. The recently-completed promenade along the Willamette River provides a high-quality active transportation connection from Clackamette Cove to historic downtown Oregon City, a major employment and commercial hub.
2. 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). According to Metro's Bicycle and Pedestrian Crash Map, McLoughlin Boulevard in Gladstone is the worst crash "hotspot" in all of Clackamas County. From 2007 to 2011, there were 50 bicycle or pedestrian crashes along McLoughlin Blvd between Gladstone and Milwaukie. This is an alarmingly high number of crashes and it points to a major safety deficiency in this part of the region. Six miles of the Trolley Trail opened in 2012, offering bicyclists and pedestrians a safer alternative to traveling on McLoughlin Boulevard. The Trolley Trail's design addresses safety by completely separating bicyclists and pedestrians from automobile traffic. Seven of the crashes were within a half-mile of the McLoughlin Bridge over the Clackamas River, indicating that the lack of other nearby river crossings creates unsafe conditions. Rehabilitating the Historic Trolley Bridge for exclusive bicyclist and pedestrian use would encourage increased use of the Trolley Trail by making a more direct connection to Oregon City, thereby improving safety.

3. 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). Metro's equity analysis maps highlight many inequities in the project area, including: Above average concentrations of elderly on the Oregon City side of the Historic Trolley Bridge; Above average concentration of young on the Gladstone side of the bridge; High bus ramp deployments along McLoughlin Boulevard; Above average concentration of LIFT Paratransit events on the Gladstone side of the bridge. The maps show disparities between the two sides of the river in terms of mobility and the concentration of essential services, with above average proximity to active transportation and essential services on the Gladstone side but significantly below average proximity on the Oregon City side. The bridge will help to even the disparity for traditionally underserved communities.

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. A public outreach workshop was held at the Gladstone Senior Center in March of 2008. The workshop focused on Portland Avenue streetscape design concepts, and was attended by representatives from Gladstone's significant senior and youth populations. Community members commented that they strongly support the rehabilitation of the Historic Trolley Bridge.
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? Presently, pedestrians and bicyclists traveling between Oregon City and Gladstone must use substandard sidewalks on the McLoughlin Boulevard Bridge, or walk ½-mile east to the Old 82nd Avenue Bridge and ½-back on the other side. The lack of adequate active transportation facilities on the McLoughlin Bridge is a barrier to bicycle and pedestrian travel in the area. Reconfiguring the McLoughlin Bridge's travel lanes to better accommodate bicyclists and pedestrians would impact auto traffic and freight movement. Rehabilitating the nearby Historic Trolley Bridge for active transportation would address the need for bicycle and pedestrian facilities in the corridor without impacting McLoughlin Boulevard.
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). TriMet's new Orange Line will offer light rail service from Portland to Milwaukie beginning in 2015. Gladstone and Oregon City commuters wishing to utilize the new transit service will have to rely on other modes for the "last mile" of their trip, from Milwaukie to their doorstep. Park-and-ride lots and connecting bus lines will offer last

mile connections for some commuters, and the Trolley Trail will be the preferred option for others. Presently, the Trolley Trail stops at the north end of Gladstone. The Historic Trolley Bridge is the “last mile” of the Trolley Trail that remains to be built.

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). Once rehabilitated, the Historic Trolley Bridge would offer a world-class user experience. The bridge offers inspiring views of the Clackamas River and its confluence with the Willamette River. The bridge is flanked on either end by serene parks and natural areas, offering opportunities to view native plants and wildlife. The bridge’s flat grade and complete separation from automobile traffic will make it exceptionally comfortable and inviting for bicyclists. The bridge is far enough from busy roads like McLoughlin Boulevard and I-205 that it would be free of unsettling noise from traffic. The user experience will also benefit from the directness of the bridge. Its location at the end of Portland Avenue, Gladstone’s main street, makes it ideally situated for the shortest possible trip distances. The feasibility study will include cost estimates for design elements that will add to the user experience, such as way-finding signage and bicycle storage facilities at transit stops.
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). The rehabilitated Historic Trolley Bridge would directly connect Gladstone with the proposed high density residential/commercial development to be completed on the Oregon City side of the bridge, on the banks of Clackamette Cove. This would provide a much-needed link for the citizens of Gladstone and the entire Portland metropolitan area via the existing Intertwine regional trails system. In addition, it would allow future residents and employees of the new development to access essential services in downtown Gladstone. The City of Gladstone is also contemplating the redevelopment of the Portland Avenue core with new mixed-use buildings.

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). Outreach was conducted in March 2008 through a public open house held at the Gladstone Senior Center. The open house material focused on streetscape design concepts for Portland Avenue, including the conceptual rehabilitation of the Historic Trolley Bridge. Open house attendees were very enthusiastic about the concept of rehabilitating the bridge. The scope of this bridge rehabilitation feasibility study will include outreach to environmental justice and underserved communities. Project staff will host a public open house and will produce public outreach materials and media, such as postcards, flyers and press releases. After the rehabilitated bridge is open to the public, Gladstone and Oregon City will partner with the Intertwine Alliance, North Clackamas Parks and Recreation District, the City of Milwaukie, Clackamas County, and Metro to promote and market the new bridge through the development of maps, brochures, way-finding signage, and interactive web pages.

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. Several organizations have been contacted about this project and have shown preliminary interest in coordinating and leveraging funding from other projects. For example: Union Pacific Railroad is interested in donating the bridge and contributing cash to its rehabilitation; ODOT has expressed interest in contributing to the bridge's rehabilitation because of its potential to mitigate active transportation deficiencies on nearby McLoughlin Boulevard; Clackamas County will be managing a TGM-funded project to prioritize active transportation corridors, beginning in Summer 2013; Metro included the Trolley Trail and the Clackamas River Greenway as target areas for investment with funds from its 2006 Natural Areas Bond Measure; The Confederated Tribes of the Grand Ronde have expressed interest in the project because of the historic and cultural significance of the bridge site.
3. Describe how the project may help reduce the need for road and highway expansion. Coupled with TriMet's forthcoming Portland-to-Milwaukie MAX line and existing MAX Green Line, the Trolley Trail serves trips within Regional Mobility Corridors 8 and 11. Corridor 8 covers the area from Gateway to Oregon City, and Corridor 11 covers the area from Milwaukie to Clackamas. The completion of the Trolley Trail will ease pressure on roads and highways in these regional mobility corridors by offering commuters a safe, direct and attractive alternative to single occupancy vehicle trips.

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 Historic Trolley Bridge was originally identified for refurbishment in the 1979 Gladstone Downtown Improvement Plan, followed by the 2008 Portland Avenue Redevelopment Plan. Metro identified the bridge in the Regional Trail Plan as a future segment of the Trolley Trail. Clackamas County has identified the bridge as part of a potential active transportation corridor that will be studied in a forthcoming plan for which it received a TGM grant from ODOT. In 2008 the City of Gladstone received a TGM grant from ODOT to evaluate the Portland Avenue downtown corridor for urban design and streetscape improvements. The project was initiated in March of 2008 and completed in November of 2008, providing the city with a preferred conceptual streetscape design. The conceptual design includes the extension of the existing Trolley Trail along Portland Avenue, from Abernethy Lane to the Historic Trolley Bridge, then across the bridge to connect to trails in Oregon City.
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. Tammy Stempel, a Gladstone resident and chair of the Gladstone Planning Commission, spearheaded the project by forming a working group composed of representatives from Union Pacific Railroad, ODOT, Metro, Clackamas County, Oregon City, and the City of Gladstone. The

representatives have shown overwhelming support for the project. Union Pacific Railroad owns the bridge and is very eager to donate the bridge for this project. Working group representatives and other agency contacts include: Wade Byers, Gladstone Mayor; Carlotta Collette, Metro Councilor; Brock Nelson, Union Pacific Railroad; Karen Buehrig, Clackamas County Planning Supervisor; Doug Neely, Oregon City Mayor; Jessica Horning, ODOT Region 1 Bike/Ped Coordinator; Tammy Stempel, Chair Gladstone Planning Commission; Robert Spurlock, Metro; Mary Anne Cassin, Metro Parks Planning and Dev. Mgr.; Hal Busch, Gladstone City Council; Tom Mersereau, Gladstone City Council; Ray Jaren, Gladstone City Council; Len Nelson, Gladstone City Council; Neal Reisner, Gladstone City Council; Kirk Stempel, Gladstone Planning Commission; Kim Sieckmann, Gladstone Planning Commission; Craig Seghers, Gladstone Planning Commission; Kevin Johnson, Gladstone Budget Committee; Mel Huie, Metro; Mike McCallister, Clackamas County Planning Director; Gary Barth, Clackamas City Director of Business & Community Svcs; Stan Monte, Gladstone Fire Chief; Scott Archer, Oregon City Community Services Director; Denise Kai, Oregon City Asst. Parks and Recreation Director; Lori Mastrantonio, Clackamas County Transportation Planning; Scott Hoelscher, Clackamas County Planning / Bike Coordinator; Aleta Froman-Goodrich, Oregon City – City Engineer; John Lewis, Oregon City Director of Public Works; Rocky Houston, Oregon State Parks; Jeroen Kok, Clackamas County Parks Department