

Staff Report

File #: 16-126

Version: 1

Date: 7/11/2016

Item #:

TO: Mayor and City Council

THROUGH: Steve Powers, City Manager

FROM: Peter Fernandez, PE, Public Works Director

SUBJECT:

Applications for Federal Surface Transportation Funds for Ten Projects through Salem-Keizer Area Transportation Study

Ward(s): 1, 2, 3, 5, 8

Councilor(s): Bennett, Andersen, Nanke, Dickey, Lewis

Neighborhood(s): CANDO, SESNA, Morningside, SEMCA, West Salem, Northgate, Faye Wright

ISSUE:

Shall Council authorize the City Manager to apply for federal funds from the Salem-Keizer Area Transportation Study (SKATS) Metropolitan Planning Organization (MPO) for the following ten projects?

Highest Priority Projects:

- 12th Street SE Widening
- Center Street Bridge Seismic Retrofit Study (co-applicant with Oregon Department of Transportation)
- Hilfiker Lane SE/Commercial Street SE Intersection and Signal Upgrade
- McGilchrist Street SE Complete Streets (right-of-way component)
- Union Street NE Family Friendly Bikeway

Additional Applications:

- 25th Street SE Multi-Use Path
- Brush College Road NW Safe Routes to School
- Liberty Street NE Bridge over Mill Creek
- Orchard Heights Road NW Pedestrian Improvements
- River Road N Traffic Signal Interconnect (co-applicant with City of Keizer)

RECOMMENDATION:

Authorize the City Manager to apply for federal funds from the Salem-Keizer Area Transportation Study for the following ten projects:

Highest Priority Projects:

- 12th Street SE Widening
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SUMMARY AND BACKGROUND:

The Salem-Keizer Area Transportation Study (SKATS), the region's federally-mandated Metropolitan Planning Organization (MPO), is a partnership between the City of Salem, City of Keizer, City of Turner, unincorporated portions of Marion and Polk Counties, the Salem-Keizer Transit District, the Salem-Keizer School District, and the Oregon Department of Transportation.

SKATS is starting the process to update the Transportation Improvement Program (TIP) for federal fiscal years (FY) 2018 through 2023. The first step in the process is to solicit transportation projects to apply for federal Surface Transportation Block Grant Program funds and Transportation Alternative set aside funds for the [FY 2018-2023 TIP](http://www.mwvcog.org/programs/transportation-planning/skats/planning-programs/transportation-improvement-program-tip/fy-2018-2023-tip-update/) and for projects to be added to the [FY 2015-2020 TIP](http://www.mwvcog.org/programs/transportation-planning/skats/planning-programs/transportation-improvement-program-tip/). This is a combined solicitation to award funds from both programs and both TIPs.

Projects eligible for funding must be within the SKATS MPO boundary and be included in, or consistent with, the [Regional Transportation Systems Plan \(RTSP\)](http://www.mwvcog.org/programs/transportation-planning/skats/planning-programs/regional-transportation-system-plan-rtsp/).

Approximately \$5.15 million are available for projects that will be ready for contract in FY 2017 to 2018. Approximately \$9.15 million are available for projects ready for contract in FY 2019 to 2021. An additional \$6.15 million are anticipated to be available for projects ready for contract in the FY

2022 to 2023. Approximately \$20 million total in federal funds will be available through this application process. Recipients must supply matching funds to cover at least 10.27 percent of the project cost. Results will be announced after approval by the SKATS Policy Committee in spring 2017.

FACTS AND FINDINGS:

Applications for the Surface Transportation Block Grant Program (STBGP-U) funds and Transportation Alternative (TA-U) set aside funds for the [FY 2018-2023 TIP](http://www.mwvcog.org/programs/transportation-planning/skats/planning-programs/transportation-improvement-program-tip/fy-2018-2023-tip-update/) [<http://www.mwvcog.org/programs/transportation-planning/skats/planning-programs/transportation-improvement-program-tip/fy-2018-2023-tip-update/>](http://www.mwvcog.org/programs/transportation-planning/skats/planning-programs/transportation-improvement-program-tip/fy-2018-2023-tip-update/) are due July 29, 2016.

Project Application Priorities:

Staff recommends that Council authorize the City Manager to apply for federal funds from the STBGP-U and TA-U for the following ten projects:

Highest Priority Projects:

- 12th Street SE Widening Project
- Center Street Bridge Seismic Retrofit Study Project (co-applicant with Oregon Department of Transportation)
- Hilfiker Lane SE/Commercial Street SE Intersection and Signal Upgrade Project
- McGilchrist Street SE Complete Streets Project (right-of-way component)
- Union Street NE Family Friendly Bikeway Project

Additional Applications:

- 25th Street SE Multi-Use Path Project
- Brush College Road NW Safe Routes to School Project
- Liberty Street NE Bridge over Mill Creek Project
- Orchard Heights Road NW Pedestrian Improvements Project
- River Road N. Traffic Signal Interconnect Project (co-applicant with City of Keizer)

Pre-applications were submitted for these projects for preliminary review. Each addresses a variety of issues and considers the needs of various portions of Salem's population.

Financial Summary:

A financial summary for these projects is provided in the table below.

Project	Total Estimated Cost ¹	Proposed Request for Federal Funds	Anticipated Local Match (10.27% required) and Funding Source ²
12 th Street SE Widening	\$700,000	\$623,000	\$77,000 (Transportation SDC)
Center Street Bridge Seismic Retrofit Study	\$200,000	\$179,460	\$20,540 (50/50: Utility Rates & ODOT)
Hilfiker Lane/Commercial Street SE Intersection/Signal Upgrade	\$1,805,000	\$1,605,000	\$200,000 (Transportation SDC)

McGilchrist Street SE Complete Street Improvement	\$3,500,000	\$3,140,000	\$360,000 (Urban Renewal Agency)
Union Street NE Family Friendly Bikeway	\$3,450,000	\$1,950,000	\$1,500,000 (Urban Renewal Agency)
25 th Street SE Multi-Use Path	\$3,237,000	\$2,887,000	\$350,000 (State Gas Tax Bikeway)
Brush College Road NW Safe Routes to School	\$1,596,000	\$1,431,000	\$165,000 (Streets & Bridges Bond Savings)
Liberty Street NE Mill Creek Bridge Reconstruct ³	\$3,590,000	\$3,190,000	\$400,000 (Unknown at this time)
Liberty Street NE Mill Creek Bridge Rehabilitation ³	\$920,000	\$820,000	\$100,000 (Unknown at this time)
Orchard Heights Road NW Pedestrian Improvements	\$865,000	\$765,000	\$100,000 (Utility rates)
River Road N Traffic Signal Interconnect	\$1,060,000	\$950,000	\$110,000 (City of Keizer)

Notes: 1. Cost estimates are subject to change upon additional scoping and consideration of inflation. 2. Funding sources are preliminary pending project budget approval. 3. Two options under consideration pending further analysis. Only one will be funded and constructed.

Project Summaries

A brief description of each project is provided below.

12th Street SE Widening Project

This project is currently in design and is anticipated to require additional funds beyond those currently committed. Additional costs are associated with additional expenses related to design and administration of a federal project, as well as refinement in construction estimating, including water quality, stormwater detention, modifications to existing signal, temporary traffic signal requirements, and interconnect.

Current funding consists of \$2,240,000 federal and \$847,000 local funds. An additional \$700,000 is needed to address current cost estimates.

12th Street SE is currently two lanes southbound from downtown to McGilchrist Street SE. At McGilchrist Street SE, the second lane drops, creating significant congestion during the PM peak hour. The project will widen 12th Street SE approximately 0.25 mile to accommodate an additional southbound travel lane from McGilchrist Street SE to Fairview Avenue SE. The right-turn-only lane will accommodate the heavy right-turning volumes from 12th Street SE onto Fairview Avenue SE.

The second portion of the project will complete sidewalks on the west side of 12th Street SE from Hoyt Street SE to McGilchrist Street SE. This includes extending a culvert over Clark Creek to accommodate the sidewalks. A portion of the local funding was contributed by an adjacent property development project.

Center Street Bridge Seismic Retrofit Study Project (co-applicant with Oregon Department of Transportation)

The Marion and Center Streets bridges are the only crossings of the Willamette River in the Salem area. The Marion Street Bridge was constructed in 1953, has had only limited updates and regular maintenance, and is in relatively poor condition. The Center Street Bridge was replaced in 1985 and is in relatively good condition. In the event of a major seismic event, it is anticipated that both bridges

would be significantly damaged and would become impassable. Because of its age and condition, a seismic retrofit would not be a cost effective solution for the Marion Street Bridge. Seismic retrofit would, however, be appropriate for the Center Street Bridge. The purpose of this project is the completion of a seismic retrofit study of the Center Street Bridge. The result of this study would be a plan to complete improvements to the bridge such that it could remain viable following a major seismic event and continue to provide a functioning crossing of the Willamette River, as well provide the structural support for the water main to west Salem.

Improvements to the existing bridges to extend their useful life are consistent with policies contained in the SKATS RTSP and the *Salem Transportation System Plan*.

Hilfiker Lane SE/Commercial Street SE Intersection and Signal Upgrade Project

Hilfiker Drive SE between Sunnyside Road SE and Commercial Street SE is a minor arterial in the *Salem Transportation System Plan*. This short street connection is the last option for northbound cars on Sunnyside Road SE to continue north on Commercial Street SE. It is also an important connection from the westerly neighborhoods via Idylwood Drive SE.

The intersection of Hilfiker Lane SE and Commercial Street SE does not adequately accommodate motor vehicles. There are no left turn pockets on Hilfiker Lane SE, resulting in additional green signal time being taken away from Commercial Street SE (the major street).

The approaches on Hilfiker Lane SE will be widened to allow a left turn lane and bike lanes in both directions. The traffic signal will be replaced with a modern signal to enhance traffic operations in this congested commercial district.

This project is consistent with the RTSP as an intersection safety improvement and signal upgrade.

McGilchrist Street SE Complete Streets Project

McGilchrist Street SE is designated a major arterial in the *Salem Transportation System Plan*. This street is located in an older industrial area that has significant opportunities for infill development. The current condition of the road inhibits investment in the area. Additionally, the roadway lacks any provisions for pedestrians or bicyclists and has experienced flooding. The City formed an Urban Renewal Area in 2006 specifically to support needed transportation improvements. Urban Renewal funds are currently being used to design the roadway project. There will not be enough urban renewal funds to acquire needed right-of-way and construct the project.

The City is preparing this project to be competitive for funding through the federal Transportation Investment Generating Economic Recovery (TIGER) program. In order to be competitive, design needs to be nearly complete and most or all right-of-way needs to be secured. This application is for right-of-way acquisition so that the project can be "shovel ready." Note that the amount requested does not include costs to realign 22nd Street SE (which is a component of the overall project).

Union Street NE Family Friendly Bikeway Project

This project will provide a direct and comfortable multi-modal connection for bicyclists and pedestrians traveling between west Salem/Riverfront Park and the North Capitol Mall. It will connect the 12th Street Multi-use Path to the network of trails connecting Riverfront Park to Minto Brown Park (currently under construction). The conceptual plan for this project was developed through the

Central Salem Mobility Study, approved by City Council in August 2013. The first phase of the Union Street Bikeway is to install a traffic signal at the intersection of Union Street NE and Commercial Street NE. This will allow east/west pedestrian and bicycle access to Riverfront Park and the Union Street Bridge. Funding for this first phase is committed and the project is in design with construction anticipated for 2017. The Urban Renewal Agency has allocated funding to construct an additional segment between Commercial and Church Streets NE. The SKATS funding would be combined with the Urban Renewal funds to complete the bikeway corridor from Commercial Street NE east to Capitol Street NE and around the curve to 12th Street NE at Marion Street NE.

25th Street SE Multi-Use Path Project

25th Street SE is a major arterial in the *Salem Transportation System Plan* and contains four 12-foot-wide travel lanes with a five-foot sidewalk on the west side of the street only. It has a posted speed of 45 mph. Very few bicyclists use 25th Street SE because of the high traffic speeds and volumes on the road.

This project will construct a 10-foot multi-use path along the east side of 25th Street SE, adjacent to the airport. Constructing the path will require shifting the airport security fence in some locations and piping an adjacent storm drainage ditch in other locations. Coordination with the airport indicates that this path can be accommodated. This project will connect to a project being constructed in 2016 at 25th Street SE and Madrona Avenue SE, which includes the southern portion of this path and a bike signal to cross people to the bike lanes on Madrona Avenue SE west of the intersection with 25th Street SE.

A multi-use path, with lighting, will provide a safe route for bicyclists and pedestrians in this area. It will also provide a link to other bicycle and pedestrian facilities in an area with very few connections. This project is identified in the RTSP.

Brush College Road NW Safe Routes to School Project

Brush College Road NW is an east-west under-improved minor arterial street which serves a large residential neighborhood west of the proposed project site. The portion of Brush College Road NW that is the subject of this grant application carries approximately 1,680 vehicles per day and has a posted speed of 35 mph. This roadway serves as a direct connection to Brush College Elementary School and is part of the Regional Bicycle System. The roadway lacks sidewalks and bike lanes, creating an unsafe environment for both pedestrians and bicyclists using this physically constrained roadway.

The project will include construction of curb and gutter, a landscape strip with stormwater facilities, bike lane, and an 8-foot sidewalk along the north side of Brush College Road NW. The project will also construct a bicycle lane on the south side of Brush College Road NW. This project will extend approximately 850 feet and connect Brush College Elementary School and Brush College Neighborhood Park to the residential neighborhoods north and west of the proposed project site.

Liberty Street NE Bridge over Mill Creek Project

This 1913 reinforced concrete bridge has a sufficiency rating of 42 (on a scale of 1 to 100, with 100 considered an entirely sufficient bridge). The bridge has a structural classification as Functionally Obsolete. Due to structural deficiencies, it is currently weight restricted which limits truck traffic use on this urban minor arterial route. In addition, the roadway width, railings, sidewalks, and

approaches are substandard for the roadway classification.

The proposed project would replace the current bridge on the existing alignment and would meet current design standards for load capacity, geometry, and safety issues. The proposed structure would be single span with precast slabs or beams on pile supported end bents. The bridge would be widened to accommodate two travel lanes, a center turn lane, future bike lanes, and sidewalks.

An alternative approach would be to rehabilitate the existing bridge. This would address the load restrictions, but would not address some of the issues associated with roadway width, railings, and approaches. The estimated cost for rehabilitation the bridge is \$920,000, compared to \$3,590,000 to replace the bridge.

This project is consistent with the RTSP by maintaining the system in a state of good repair.

Orchard Heights Road NW Pedestrian Improvements Project

This project will enhance pedestrian travel along Orchard Heights Road NW, connecting neighborhoods to Orchard Heights Park and schools. The project will fill in two missing segments of sidewalk on the south side of this minor arterial street. The first segment is approximately 340 feet long and is adjacent to the Glen Creek Village Housing Authority Apartment Complex. The second segment is approximately 500 feet long and is along the frontage of a City water reservoir. The project will also construct a median at the entrance to the park, opposite Parkway Drive NW, to facilitate pedestrian access to the park. With the construction of this project, there will be complete pedestrian facilities along the south side of Orchard Heights Road NW from Wallace Road NW west past West Salem High School - a distance of almost 2 miles.

The project is consistent with the RTSP through provision of pedestrian facilities.

River Road N Traffic Signal Interconnect Project (co-applicant with City of Keizer)

This project will extend fiber interconnect from Salem north through Keizer along River Road N. Extending fiber along this corridor will provide capacity for future traffic coordination and support stable operations of the traffic signal system. This project builds on an extension of fiber that the City is currently installing from downtown Salem north to the Salem Parkway.

While this project is mostly in the City of Keizer, the City of Salem manages the operation of the traffic signals through an agreement with Keizer. All of the signals are coordinated through the Regional Traffic Control Center, located in Salem Civic Center. The City of Salem would manage the delivery of this project, with Keizer providing the required match.

Projects not Submitted

Two projects had been considered earlier for application for grant funding but will not be included in this package:

Salem Northeast Neighborhood Sidewalk Reconstruction Project

This project would have focused on an area that has very old and poor sidewalks in the Northeast Neighborhood of Salem.

At the request of the neighborhood association, staff submitted a pre-application for repairing

selected sidewalks in the neighborhood. Based on feedback received during the pre-application process, staff does not recommend advancing this project for the following reasons:

- Attaching federal guidelines to this project runs the risk of increasing expenditures beyond an acceptable threshold; and
- This is a project with local impact that lacks the regional significance required for these funds.

Cordon/Kuebler Traffic Signal Interconnect

SKATS funds were previously allocated to Marion County to connect signals along Cordon Road north of Macleay Road SE. This project would continue the interconnect south from Macleay Road SE to include existing and future signals in the corridor between Macleay Road SE and the Mill Creek Corporate Center Access Road.

This project is not included in this solicitation because it has already been approved as part of the application package by SKATS in order to add it to the Marion County project.

CONSISTENCY WITH ADOPTED PLANS:

All of these projects are consistent with the *Salem Transportation System Plan* and the RTSP.

NEXT STEPS:

If approved by Council, staff will submit applications for the ten projects listed above. For projects selected by SKATS to receive federal funds, staff will return to Council for formal approval of matching funds.

Robert D. Chandler, PhD
Assistant Public Works Director

Attachment:

1. Applications for Federal Surface Transportation Funds through Salem-Keizer Area Transportation Study (SKATS)

06/27/2016