

**CITY OF MILWAUKIE
PLANNING COMMISSION
MINUTES
Milwaukie City Hall
10722 SE Main Street
TUESDAY, February 12, 2013
6:30 PM**

COMMISSIONERS PRESENT

Lisa Batey, Chair
Clare Fuchs, Vice Chair
Sine Adams
Shaun Lowcock
Wilda Parks
Gabe Storm
Chris Wilson

STAFF PRESENT

Stephen C. Butler, Planning Director
Ryan Marquardt, Senior Planner
Brett Kelter, Associate Planner

1.0 Call to Order – Procedural Matters*

Chair Batey called the meeting to order at 6:30 p.m. and read the conduct of meeting format into the record.

***Note:** The information presented constitutes summarized minutes only. The meeting video is available by clicking the Video link at <http://www.ci.milwaukie.or.us/meetings>.*

2.0 Planning Commission Minutes

2.1 November 27, 2012

It was moved by Commissioner Parks and seconded by Commissioner Wilson to approve the November 27, 2012, Planning Commission minutes as presented. The motion passed unanimously.

2.2 December 11, 2012

It was moved by Vice Chair Fuchs and seconded by Commissioner Lowcock to approve the December 11, 2012, Planning Commission minutes as presented. The motion passed unanimously.

3.0 Information Items

There were no information items.

4.0 Audience Participation –This is an opportunity for the public to comment on any item not on the agenda. There was none.

5.0 Public Hearings—None.

6.0 Worksession Items

6.1 Summary: Transportation System Plan (TSP) Update
Staff: Brett Kelter

This item was taken out of order and followed Item 6.2.

Brett Kelter, Associate Planner, gave an overview of the TSP, an ancillary document to the Comprehensive Plan, which provides policy direction for transportation matters; addresses various modes (pedestrian, bicycle, vehicles, etc.); identifies projects for implementation; and sets goals to improve livability.

Mr. Kelter noted the TSP was originally adopted in 1997, with a major overhaul in 2007 which involved extensive community involvement. The current update was "light touch" to demonstrate compliance with the State of Oregon's Regional Transportation Plan (RTP). Proposed updates included:

- Adjusting traffic modeling and forecasting to 2035 (currently at 2030).
- Updating maps to reflect completed projects and new projects.
- Updates related to the new Tacoma Station Area Plan (TSAP).

Staff was meeting with the Neighborhood District Associations (NDAs) in the coming week and a Council briefing was scheduled for March 5.

The Commission and staff discussed the following:

- The nature of the TSP and why, for example, the impacts of light rail wouldn't belong in the TSP in great detail. Once light rail was complete, it would be factored into future TSP updates and transportation studies as part of the transportation system.
- Public involvement and opportunities for the public to have input toward projects and priorities.
- Downtown parking concerns - the TSP would address general principles of parking management and the downtown code refresh project would potentially get into more detail about solutions.

Mr. Kelter also clarified that, although the "light touch" approach would affect almost every chapter of the TSP by mostly updating factual information, broad goals and policy changes would require a more extensive public involvement process. However, there would be additional public involvement regarding the prioritization of the proposed projects for this update.

Mr. Kelter addressed some specific questions from Commissions about the downtown parking inventory and designations for the Cash Spot and boat launch locations.

6.2 Summary: Tacoma Station Area Plan (TSAP) Update
Staff: Ryan Marquardt

This item was taken out of order and presented before Item 6.1.

Ryan Marquardt, Senior Planner, introduced the consultant.

Matt Hastie, Angelo Planning Group, presented the staff report via PowerPoint. The presentation focused on implementing the TSAP through the Comprehensive Plan and Zoning Ordinance. He noted the recommended policies and a policy framework for the Comp Plan. He presented the "preferred development scenario" and the four subareas and the proposed projects, and noted that two additional "opportunity sites" had been identified. He said there were several potential transportation improvements, including ways to cross McLoughlin, and outlined zoning recommendations, policy issues, and questions for discussion.

The Commission and staff discussed the following issues:

Overlay Zone Approach

- NR Overlay Zone protections would continue.
- Police/fire access, especially in the secluded area of Subarea 2, should improve as new development occurs.
- The proposed uses were consistent with the current Metro Title 4 “employment” designation.
- Dwelling unit limitations could address any concerns about high-density residential.
- Reasons for an overlay zone, rather than a new zone.

Proposed M Zone Amendments

- Preference to apply to both the North Industrial area or also along Johnson Creek Blvd. If there were major concerns from Johnson Creek Blvd property owners, the broader M Zone amendments would be postponed until another time and removed from the TSAP.

Current Parking Ratios

- There were three options for addressing current parking ratios that were below regional standards for general office, manufacturing, and retail.
- **The Commission** directed staff to raise both minimum and maximum parking ratios to regional standards in conjunction with utilizing traffic demand management strategies.

Mr. Marquardt encouraged Commissioners to email or call staff with any feedback about the other issues they didn't get to tonight.

Mr. Hastie reviewed the timeline for the TSAP process.

Mr. Butler encouraged Commissioners to attend the final stakeholder meeting.

Commissioners Wilson and Fuchs said they might attend.

Chair Batey requested that staff keep the Commission informed about all upcoming meetings on the TSAP.

7.0 Planning Department Other Business/Updates

- 7.1 Ethics and Conflict of Interest training on Tuesday, February 26, at 5:00 p.m.
- 7.2 Commercial Core Enhancement Program (CCEP) revised detailed scoping was in progress for a Metro CET grant with a focus on downtown and opportunity sites and less on mandating preparation of an urban renewal plan.
- 7.3 Updated Planning Commission roster was distributed.

8.0 Planning Commission Discussion Items

- 8.1 The Downtown Code amendments were approved 4-1 by Council at their February 5 meeting and were scheduled for a second reading on February 19.

9.0 Forecast for Future Meetings:

- February 26, 2013 1. Public Hearing: NCU-13-01 Vet Clinic at 10400 SE Main St

- March 12, 2013
2. Worksession: annual Planning Commission work plan
 1. Public Hearing: NCU-13-01 Vet Clinic at 10400 SE Main St
tentative continued

Meeting adjourned at approximately 9:24 p.m.

Respectfully submitted,

Alicia Martin, Administrative Specialist II
Marcia Hamley, Administrative Specialist II



Lisa Batey, Chair

March 12, 2013 1. Public Hearing: NCU-13-01 Vet Clinic at CFCU 10400 SE Main St *tentative continued*

Milwaukie Planning Commission Statement

The Planning Commission serves as an advisory body to, and a resource for, the City Council in land use matters. In this capacity, the mission of the Planning Commission is to articulate the Community's values and commitment to socially and environmentally responsible uses of its resources as reflected in the Comprehensive Plan

1. **PROCEDURAL MATTERS.** If you wish to speak at this meeting, please fill out a yellow card and give to planning staff. Please turn off all personal communication devices during meeting. For background information on agenda items, call the Planning Department at 503-786-7600 or email planning@ci.milwaukie.or.us. Thank You.
2. **PLANNING COMMISSION MINUTES.** Approved PC Minutes can be found on the City website at www.cityofmilwaukie.org
3. **CITY COUNCIL MINUTES** City Council Minutes can be found on the City website at www.cityofmilwaukie.org
4. **FORECAST FOR FUTURE MEETING.** These items are tentatively scheduled, but may be rescheduled prior to the meeting date. Please contact staff with any questions you may have.
5. **TIME LIMIT POLICY.** The Commission intends to end each meeting by 10:00pm. The Planning Commission will pause discussion of agenda items at 9:45pm to discuss whether to continue the agenda item to a future date or finish the agenda item.

Public Hearing Procedure

Those who wish to testify should come to the front podium, state his or her name and address for the record, and remain at the podium until the Chairperson has asked if there are any questions from the Commissioners.

1. **STAFF REPORT.** Each hearing starts with a brief review of the staff report by staff. The report lists the criteria for the land use action being considered, as well as a recommended decision with reasons for that recommendation.
2. **CORRESPONDENCE.** Staff will report any verbal or written correspondence that has been received since the Commission was presented with its meeting packet.
3. **APPLICANT'S PRESENTATION.**
4. **PUBLIC TESTIMONY IN SUPPORT.** Testimony from those in favor of the application.
5. **NEUTRAL PUBLIC TESTIMONY.** Comments or questions from interested persons who are neither in favor of nor opposed to the application.
6. **PUBLIC TESTIMONY IN OPPOSITION.** Testimony from those in opposition to the application.
7. **QUESTIONS FROM COMMISSIONERS.** The commission will have the opportunity to ask for clarification from staff, the applicant, or those who have already testified.
8. **REBUTTAL TESTIMONY FROM APPLICANT.** After all public testimony, the commission will take rebuttal testimony from the applicant.
9. **CLOSING OF PUBLIC HEARING.** The Chairperson will close the public portion of the hearing. The Commission will then enter into deliberation. From this point in the hearing the Commission will not receive any additional testimony from the audience, but may ask questions of anyone who has testified.
10. **COMMISSION DISCUSSION AND ACTION.** It is the Commission's intention to make a decision this evening on each issue on the agenda. Planning Commission decisions may be appealed to the City Council. If you wish to appeal a decision, please contact the Planning Department for information on the procedures and fees involved.
11. **MEETING CONTINUANCE.** Prior to the close of the first public hearing, *any person* may request an opportunity to present additional information at another time. If there is such a request, the Planning Commission will either continue the public hearing to a date certain, or leave the record open for at least seven days for additional written evidence, argument, or testimony. The Planning Commission may ask the applicant to consider granting an extension of the 120-day time period for making a decision if a delay in making a decision could impact the ability of the City to take final action on the application, including resolution of all local appeals.

The City of Milwaukie will make reasonable accommodation for people with disabilities. Please notify us no less than five (5) business days prior to the meeting.

Milwaukie Planning Commission:

Lisa Batey, Chair
Clare Fuchs, Vice Chair
Sine Adams
Shaun Lowcock
Wilda Parks
Gabe Storm
Chris Wilson

Planning Department Staff:

Steve Butler, Planning Director
Ryan Marquardt, Senior Planner
Li Alligood, Associate Planner
Brett Kelter, Associate Planner
Kari Svanstrom, Associate Planner
Alicia Martin, Administrative Specialist II

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STAFF PRESENT

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Li Alligood, Associate Planner
Brett Kelter, Associate Planner
Kari Svanstrom, Associate Planner
Peter Watts, City Attorney

COMMISSIONERS ABSENT

Shaun Lowcock

1.0 Call to Order – Procedural Matters*

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2.0 Planning Commission Minutes

2.1 July 31, 2012

It was moved by Commissioner Wilson and seconded by Vice Chair Fuchs to approve the July 31, 2012, Planning Commission minutes as presented. The motion passed with two abstentions by Chair Batey and Commissioner Churchill who were not present at that meeting.

2.2 September 25, 2012

It was moved by Commissioner Wilson and seconded by Commissioner Parks to approve the September 25, 2012, Planning Commission minutes as presented. The motion passed with one abstention by Vice Chair Fuchs who was not present at that meeting.

2.3 October 23, 2012 joint meeting with DLC

It was moved by Commissioner Gamba and seconded by Vice Chair Fuchs to approve the October 23, 2012, Planning Commission and Design and Landmarks Committee minutes as presented. The motion passed with two abstentions by Commissioners Wilson and Churchill who were not present at that meeting.

3.0 Information Items

There were no information items.

4.0 Audience Participation –This is an opportunity for the public to comment on any item not on the agenda. There was none.

5.0 Public Hearings

5.1 Summary: Downtown Code Amendments

Applicant: City of Milwaukie

File: ZA-12-02

Staff: Ryan Marquardt

Chair Batey opened the public hearing for ZA-12-02 and read the conduct of continued legislative hearing into the meeting record. No new conflicts of interest or ex parte contacts were declared.

Ryan Marquardt, Senior Planner, presented the staff report via PowerPoint and reviewed the November 20, 2012, worksession between the Commission and City Council. He noted the direction staff was seeking, noted the fast track timeline, and summarized the Commission's concerns and questions: about policy implications, the abbreviated timeline, and the relationship between the proposed amendments and trying to fixing larger issues with downtown zoning.

He said that Chair Batey and Commissioner Gamba had gone to the meeting and shared those concerns with Council. Council had agreed that the Planning Commission should take more time with the amendments—that there was no need to rush it through before the end of the year. They also agreed to take a later look at the broader issues. They also discussed having an

interim agreement for public area requirements for existing buildings, so as not to discourage new businesses until the code amendment process was complete—that agreement might move forward to Council before the ZA-12-02 amendments.

Chair Batey and Commissioner Gamba agreed with Mr. Marquardt's summary.

Mr. Marquardt noted that the scope of ZA-12-02 should not expand, that more extensive amendments would be addressed as a separate project.

He said that staff was seeking the Commission's direction on two things: (1) whether to continue forward with ZA-12-02 or table all of those amendments to be part of a larger project in the future, and (2) specific provisions within ZA-12-02:

- Public area requirements: whether to provide relief by not requiring frontage improvements for changes of use and small additions, or only for changes of use.
- Code cleanup items: whether to continue forward with these amendments to make the code more readable and user-friendly.
- Day care and downtown-oriented manufacturing uses: whether to continue forward with the idea of allowing those uses downtown.
- Downtown Office Zone retail and restaurant limitations: whether to remove the requirement that retail and restaurant uses would have to be part of developments that included office or other outright permitted uses. Size limitations could also be made more restrictive.
- Main street storefronts: whether to remove the requirement that all ground-floor frontages be restaurant or retail uses, to open it up to allow offices; having interior dimension requirements for new construction on Main Street; and the "active use" idea.

He said that a broader set of downtown amendments might be considered in a one-year time frame starting in February 2013. He outlined staff's proposed issues to consider as part of those amendments:

- Public area requirements.
- Implementation of the South Downtown Concept Plan.
- Number of zones in the small downtown area.
- What uses allowed and where.

108

109 Staff would want input from the DLC, Planning Commission, and Council. They would probably
110 set up a project steering committee of downtown businesses, property owners, and NDA
111 interested parties. The outreach plan would also include getting early feedback from agencies,
112 including Metro, ODOT, and DLCD.

113

114 Staff would need to research the project history from the 2001 downtown Zoning Code
115 amendments, in order to understand how and why the downtown code was developed as it was.

116

117 **Chair Batey** closed the public testimony portion of the hearing and opened Commission
118 deliberation.

119

120 **The Commission** took up staff's first question, whether to continue forward with ZA-12-02 or
121 table all of those amendments to be part of larger project in the future.

122

123 **Commissioner Gamba** noted the City Charter stated that the Planning Commission was
124 responsible for keeping the Comprehensive Plan current. He said the downtown code was an
125 example of how the Comprehensive Plan wasn't current. He suggested proceeding with the
126 downtown code amendments as part of beginning the Comprehensive Plan (Comp. Plan)
127 update process.

128

129 **Vice Chair Fuchs** asked for staff input about continuing with ZA-12-02.

130

131 **Mr. Marquardt** said that—while a holistic, more comprehensive approach to code amendments
132 was generally best—staff had been directed by Council to make targeted amendments to the
133 downtown code to address the items that were most problematic and easiest to fix.

134

135 **Commissioner Churchill** said he thought it was worth doing correctly rather than with a "band-
136 aid" approach. He agreed with taking small steps toward the Comp. Plan update. He wanted a
137 commitment from the Commission to get something down by the end of 2013.

138

139 **Commissioner Parks** asked if beginning the full review of the Comp. Plan in a segmented
140 approach was viable.

141

142 **Steve Butler, Planning Director**, said a good approach to the Comp. Plan update would be to
143 begin with a major outreach effort, including a thorough public survey. Another approach would
144 be to start with just the land use element of the Comp. Plan.

145

146 **Vice Chair Fuchs** said there was value in starting with the smaller package of downtown
147 amendments now and then moving toward the larger project.

148

149 **Chair Batey** said that, whether or not they went forward with the smaller set of amendments
150 now, there could still be issues arise that they couldn't foresee. She hoped that staff and the
151 Commission would be willing to take those up in a timely manner as well.

152

153 **Commissioner Wilson** said he was supportive of either approach. His concern was to hear the
154 thoughts of key stakeholders. He felt that some of the proposed short-term amendments were
155 also limiting to new businesses; e.g., size limitations.

156

157 **Commissioner Gamba** said he'd be comfortable moving forward with the small changes
158 package, but only if there was a commitment from the Commission and Council to complete the
159 Comp. Plan update.

160

161 **Commissioner Churchill** shared the same concern.

162

163 **Chair Batey** felt the long-term downtown code update needed to be decoupled from the Comp.
164 Plan update. She said it was not feasible as a phase of the Comp. Plan update.

165

166 **Commissioner Parks** was concerned that downtown improvements not get delayed by being
167 part of the Comp. Plan update.

168

169 **Mr. Butler** agreed with Chair Batey. He said that, if the Commission wanted the downtown
170 amendments completed by the end of 2013, it would be best to move forward with a very
171 thorough downtown code update, including a "specific area plan," but not try to frame it as part
172 of the larger Comp. Plan update. It would form a good foundation going forward into the update.

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174 **Commissioner Gamba** asked about the timeline for the Comp. Plan update.

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Mr. Butler said that 2 to 2.5 years was a more realistic timeframe for the Comp. Plan update than 18 months. It was possible to shave it down to 18 months, but it would then have to be very focused and would rush the process.

Commissioners Gamba and Churchill discussed the desirability of moving forward on the large amendment package in a timely manner, to be in place before light rail construction. They both felt that a thorough downtown code review, with a good public outreach component, could encourage developers and let them know that the City was addressing their needs.

Churchill expected that Council wouldn't financially support the Comp. Plan update. But a specific area plan would probably be supported.

Mr. Marquardt suggested focusing on the specific provisions within ZA-12-02 for which staff had requested direction. He clarified that there wouldn't be more public involvement for ZA-12-02, so he suggested either moving forward with it now or tabling it until the larger amendment package.

Commissioner Churchill said he'd be willing to go ahead with the smaller amendment package, as long as there was a written recommendation from the Planning Commission to Council that we move ahead to a specific area plan to address the downtown growth issues (with the ultimate goal of CP

Commissioner Churchill didn't think there was funding support from Council for a Comp. Plan update.

Chair Batey thought the downtown amendments needed to happen faster than a Comp. Plan update could happen.

Mr. Marquardt mentioned that they had received comments from a couple of Hector Campbell NDA members saying that downtown code amendments shouldn't be fast-tracked.

The Commission took a straw poll about the specific provisions within ZA-12-02.

- 208 • Public area requirements: The majority supported not requiring frontage improvements
209 for changes of use and additions up to 1,500 sq ft.
- 210 • Code cleanup items: The consensus was to support continuing forward with
211 amendments to make the code more readable and user-friendly.
- 212 • Day care and downtown-oriented manufacturing uses: The majority supported: (1)
213 allowing day care up to 3,000 sq ft as an outright use in downtown; (2) allowing
214 downtown-oriented manufacturing and light industrial as long as it was associated with a
215 retail storefront.
- 216 • Downtown Office Zone retail and restaurant limitations: The majority supported: (1)
217 removing the requirement that retail and restaurant uses would have to be part of
218 developments that included office or other outright permitted uses; (2) retaining the
219 5,000 sq ft limitation, with the additional allowance of an additional 5,000 sq ft for
220 manufacturing associated with the primary use, to a maximum of 10,000 sq ft total.
- 221 • Main street storefronts: The consensus was to table the following questions for the larger
222 amendment project: (1) whether to remove the requirement that all ground-floor
223 frontages be restaurant or retail uses, to open it up to allow offices; (2) having interior
224 dimension requirements for new construction on Main Street; and (3) the "active use"
225 idea.

226
227 **The Commission** agreed, after the straw poll, not to make decisions at this hearing but to wait
228 for staff to draft the new text and bring it to the next meeting. They further directed staff to
229 include a written recommendation from the Planning Commission to Council to move ahead on
230 the broader amendment project to address downtown growth issues.

231
232 **Mr. Butler** pointed out that the e-mail from DLC Chair Greg Hemer supported that same
233 approach.

234
235 **Mr. Marquardt** said that staff could send out a notice of the next hearing and that, if the
236 Commission wanted to allow more time for public comment, he recommended waiting until the
237 January 8, 2013, meeting.

It was moved by Commissioner Gamba and seconded by Commissioner Churchill to continue ZA-12-02, Downtown Code Amendments, to a date certain of January 8, 2013. The motion passed unanimously.

6.0 Worksession Items – None

7.0 Planning Department Other Business/Updates

7.1 Tacoma Station Area Plan (TSAP) Meetings

Mr. Butler said that two briefings were scheduled on the TSAP on Wednesday, November 28: (1) Technical Advisory Committee from 3-5 p.m., and (2) Stakeholder Advisory Group from 6:30-8:30 p.m. Both meetings would be at the Pond House.

7.2 Assisted Annexation Program

Mr. Butler said the deadline for the last batch of assisted annexations was Friday, November 30, at 5:00 p.m. Currently 24 applications had been submitted for the last batch. Through the entire program 50 or more properties had been annexed.

Mr. Marquardt explained the deadline. There was a cost to the City in having such a program, so the two-year deadline was set by City Council in 2010 when they established the program for the annexations in the Northeast Sewer Extension Area.

8.0 Planning Commission Discussion Items

8.1 Friends of Trees Planting

Chair Batey mentioned an event scheduled at North Clackamas Park to plant along the Mount Scott Creek and watershed on December 8.

Mr. Butler said the project work there was almost finished.

8.2 Klein Point

Chair Batey asked the status of this project.

Mr. Butler said the project was completed, with ribbon cutting scheduled on December 1.

9.0 Forecast for Future Meetings:

CITY OF MILWAUKIE PLANNING COMMISSION
Minutes of November 27, 2012
Page 9

270 December 11, 2012 1. Worksession: Tacoma Station Area Plan

271 January 8, 2012 1. Officer Elections

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274 Meeting adjourned at approximately 8:40 p.m.

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Respectfully submitted,

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Alicia Martin, Administrative Specialist II

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Marcia Hamley, Administrative Specialist II

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286 _____
Lisa Batey, Chair

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STAFF PRESENT

Steve Butler, Planning Director
Ryan Marquardt, Senior Planner

COMMISSIONERS ABSENT

Chris Wilson

1.0 Call to Order – Procedural Matters*

Chair Batey called the meeting to order at 6:34 p.m. and read the conduct of meeting format into the record.

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2.0 Planning Commission Minutes—None.

3.0 Information Items

There were no information items.

4.0 Audience Participation –This is an opportunity for the public to comment on any item not on the agenda. There was none.

5.0 Public Hearings—None.

6.0 Worksession Items

6.1 Summary: Tacoma Station Area Plan

Staff: Ryan Marquardt

Ryan Marquardt, Senior Planner, said this was the second worksession on the Tacoma Station Area Plan (TSAP).

Matt Hastie, Angelo Planning Group, reported on the preferred scenario recommendations from the project team and the stakeholders' advisory group. He also discussed proposed transportation improvements and priorities, building and site design recommendations, parking, design of key streets, implementation issues, and next steps.

He described the process to date with the project team, the Technical Advisory Committee, the stakeholder Advisory Group, and the Expert Panel of developers; as well as upcoming meetings with Council, Planning Commission, and community meetings.

He outlined the three redevelopment scenarios that had been evaluated and mentioned that all three scenarios assumed: a continuation of industrial and manufacturing in the southernmost portion of the study area, commercial and retail use at the Pendleton site, and several transportation improvements for better access. The preferred redevelopment scenario was a hybrid.

The Expert Panel of developers had said that residential would be difficult to do on the east side of McLoughlin next to the train tracks. They recommended residential (live/work) only as a conditional use.

Commissioner Lowcock mentioned that allowing live/work spaces can be a good way to lay the groundwork for more residential use in the future.

Mr. Hastie addressed schematics for the Opportunity Sites:

- Site A: They were considering landscaping and site improvements to improve the relationship between the site and the park-and-ride, as well as smaller-scale commercial oriented towards the LRT station. He said that the Pendleton owners were open to different types of businesses in the building. The schematic was based on retaining the existing building, with or without renovation.
- Site B: They were considering more intensive uses and additional buildings to take advantage of it being a large site. The historic building could be renovated to be an active use. There could be small plazas and gathering spaces. There should be better connectivity for pedestrians and bicyclists (bike/ped).

69 He pointed out that the goal was to increase employment density and encourage uses with
70 higher-paying jobs and high property value, which would be of value to the city and the
71 community.

72 **Commissioner Gamba** asked how they would recommend rezoning to increase employment.

73 **Mr. Hastie** said minimum floor area ratios could help. They didn't recommend employment
74 density requirements, which would be hard to enforce or monitor. It would be important to
75 provide as much flexibility as possible for existing and future businesses and expansion and
76 intensification of existing businesses and property. He said that it couldn't all be done with
77 zoning—the draft TSAP would address strategies for the code, marketing, and working with
78 property owners to meet the goals.

79 He listed proposed transportation improvement priorities, which focused on better connections
80 for bicyclists and pedestrians, as well as better truck signage and access to Ochoco.

81 He recommended developing design standards for redevelopment and new development in the
82 future.

83 The parking analysis found that significant parking utilization was occurring in several areas and
84 that more parking would be needed to support future land uses, especially above Beta St.
85 Several strategies would be needed to address that need.

86 **Chair Batey and Commissioner Churchill** liked the idea of a shuttle system serving the
87 Transit Station Area and the downtown area.

88 **Commissioner Gamba** asked about the recommendation to reduce the percentage of
89 nonindustrial use in the M Zone south of Beta.

90 **Commissioners Gamba, Lowcock, and Churchill** expressed a desire to allow more flexibility
91 to do things we may not be envisioning now.

92 **Chair Batey** said it was good, however, to be clear on what the City would prefer.

93 **Mr. Hastie** clarified that the recommendation was only for a lower percentage of nonindustrial
94 use south of Beta, rather than actually discouraging nonindustrial uses. He mentioned the
95 importance of protecting the industrial land base and also said the market experts didn't
96 anticipate significant changes in a 20-year horizon.

97 He said that they developed multiple options for Main Street and other local streets: multiuse
98 bike/ped paths, landscaping or screening, on-street parking, and right-of-way acquisition. They

retained the use of head-in parking in some options. They also included examples of "green street" design.

He also informed the Commission that ODOT had begun raising right-of-way issues on Main Street.

He said that the project team was beginning to discuss an implementation strategy, including funding strategies and partnerships.

Steve Butler, Planning Director, clarified that the goal was to move ahead with the Zoning Code and Comprehensive Plan amendments at the same time as the TSAP adoption, which itself would be an ancillary document to the Comprehensive Plan.

The next Planning Commission worksession was scheduled before the community meeting, which would be followed by more Planning Commission worksessions and/or hearings.

7.0 Planning Department Other Business/Updates

7.1 Planning Commission Notebook Replacement Pages

Mr. Butler said that update pages were at their desks for the Residential Development Standards amendments.

7.2 Kellogg for Coho Public Meeting

Mr. Butler said that the next meeting was going to be held on Thursday, December 13, at 6:30 at the Lake Road Presbyterian Church.

7.3 Ethics Training

Mr. Butler said that there would be a training by State Ethics Commission staff on Tuesday, February 26, during the regularly scheduled Council study session. (It was noted that the time would overlap the first hour of the regularly scheduled Planning Commission meeting time.)

7.4 Planning Commission Candidate Interviews

Mr. Butler said that interviews would be held on Wednesday, December 12, for one regular member and one alternate, with recommendations to go to the next Council meeting for appointment.

8.0 Planning Commission Discussion Items

8.1 Thanks to Commissioners Gamba and Churchill

Chair Batey thanked Commissioners Gamba and Churchill for their service to the Planning Commission.

Commissioner Churchill said that it had been a great Commission, with diversity of opinion, respect for different opinions, and lots of encouragement. He thanked Chair Batey for being the chair for the last year. He was looking forward to moving on to the City Council.

Commissioner Gamba said he had really enjoyed being on this Commission, that it had been a really effective group of people that had accomplished a lot of good in a civilized matter. He was going to miss working with them.

Commissioner Lowcock expressed his gratitude to both Commissioners and said he had learned a lot from them.

Commission Parks had appreciated getting to know both of the Commissioners and was looking forward to their work on the Council.

9.0 Forecast for Future Meetings:

- | | |
|------------------|---|
| January 8, 2013 | 1. Public Hearing: ZA-12-02 PAR & Downtown Code (continued) |
| | 2. Officer elections |
| January 22, 2013 | 1. TBD |

Meeting adjourned at approximately 8:16 p.m.

Respectfully submitted,

Marcia Hamley, Administrative Specialist II

Lisa Batey, Chair



MILWAUKIE

Dogwood City of the West

To: Planning Commission

Through: Steve Butler, Planning Director

From: Brett Kelter, Associate Planner

Date: February 5, 2013, for February 12, 2013, Worksession

Subject: Status of Transportation System Plan (TSP) Update project

ACTION REQUESTED

Provide feedback to staff on the project scope. This is a briefing for discussion.

BACKGROUND INFORMATION

The City's Transportation System Plan (TSP) implements the State Transportation Planning Rule requirement for local governments to complete long-range multi-modal transportation plans. The City's TSP is an ancillary document to the City's Comprehensive Plan. It was first adopted in 1997, with an extensive update in 2007.

State law requires the City's TSP to be consistent with Metro's Regional Transportation Plan (RTP), most recently updated by Metro in 2010. The current RTP includes a few new concepts and standards and has a planning horizon of 2035. Metro has extended the deadline for making the City's TSP consistent with Metro's 2035 RTP to December 31, 2013.

A. History of Prior Related Actions and Discussions

- **July 1997:** Adoption of first TSP (Ordinance #1820, Land Use File CPA-96-01)
- **December 2007:** Adoption of revised TSP (Ord. #1975, Files CPA-07-01, ZA-07-01)
- **December 2011:** Metro notified City of requirement for TSP compliance with 2035 RTP
- **November 13, 2012:** Staff briefing to Planning Commission on the nature and scope of the proposed project to update the TSP

B. Project Approach

Planning Department staff has reviewed and assessed the City's TSP and determined that the current version already complies with many of the requirements of the 2035 RTP. There have

not been any major development projects in Milwaukie since the 2007 TSP update, and the latest forecast modeling does account for the Portland-Milwaukie Light Rail (PMLR) project currently underway. A few revisions and additions are necessary, but staff is confident that the Metro requirements can be addressed with a "light touch" approach to updating the TSP. The proposed update includes the following tasks:

- Adjust the TSP's planning horizon year from 2030 to 2035. This includes revising the existing analysis of intersection capacity, evaluation of future conditions and needs, and alternatives analysis for the motor vehicle plan component of the TSP.
- Demonstrate how the master plans and action plans for the various system elements (i.e., pedestrian, bicycle, public transit, etc.) will help the region meet its performance targets for 2035. These regional targets include reducing congestion and the percentage of single-occupancy vehicle (SOV) trips, as well as lowering the number of vehicle-miles traveled per capita while improving safety and freight reliability.
- Emphasize pedestrian and bicycle connectivity to transit stops.
- Update existing maps, tables, and text to reflect current conditions as appropriate.
- Add the known PMLR alignment to master plan maps where relevant.
- Remove completed projects and update project descriptions as appropriate.

C. Timeline for Upcoming Activities

- **February 11-14, 2013:** Project briefings to all NDAs
- **March 5, 2013:** Briefing to City Council
- **April 2013:** Public Open House (*tentative*)
- **May/June 2013:** Public adoption hearings with Planning Commission and City Council (*tentative*)
- **December 31, 2013:** Deadline for compliance with Metro's 2035 RTP

PROJECT UPDATE

To date, staff has reviewed and made revisions to the downtown parking and bicycle portions of the TSP. Commissioners are encouraged to review these drafts (see Attachments 1-3) in order to get a sense of the nature and scale of proposed changes.

In the meantime, the City's traffic consultant (DKS) is working to revise Chapter 4 (Future Forecasting) and Chapter 8 (Motor Vehicle Street Network) to address the 2035 planning horizon. Drafts of those chapters should be available for review in April 2013.

ATTACHMENTS

1. Draft of Parking section of Chapter 3 (Existing Conditions) – Pages 3-44 to 3-48
2. Draft of Chapter 12 (Downtown Parking)
3. Draft of Chapter 6 (Bicycle Element)

DRAFT

PARKING

City Parking Policies

On-street parking is generally available in residential areas of Milwaukie. The Milwaukie Municipal Code includes requirements for off-street parking for both residential and commercial properties. Milwaukie's Zoning Code incorporates both minimum and maximum parking requirements based on specific uses.

Downtown Milwaukie Parking

Downtown Milwaukie, the area bounded by McLoughlin Blvd, 21st Ave, Highway 224, and Lake Rd, has parking characteristics that are different from other areas of the city. The off-street parking requirements in the Downtown Zones are the same as the rest of the city, except that no off-street parking is required in the Downtown Storefront Zone or in the Downtown Office Zones north of Washington St and east of McLoughlin Blvd. The Code also limits the development of parking facilities in the Downtown Residential and Downtown Open Space Zones.

The majority of the on-street parking in the downtown area is short-term in nature, which consists of 15-minute to 4-hour parking. The majority of the off-street parking is private surface parking serving businesses in the downtown area. Figure 3-16 illustrates the locations of on- and off-street parking. Table 3-9 summarizes the parking supply as well as the type, and public/private nature of the parking.

Since 1993, the City has operated a permit system to allow employees of downtown businesses to park in three to four downtown parking lots, as well as in specifically marked on-street spaces. This parking permit program includes ~~185~~151 parking spaces downtown. Permits can be obtained through the City of Milwaukie for a cost of \$25 per month. All off-street public parking is available on a first-come, first-served basis only. There are no reserved spaces.

It is the City's practice to conduct regular detailed inventory and utilization studies of the parking within the downtown core area. The ~~October 2006~~December 2012 utilization study found there are many pockets of utilization in specific areas of downtown, particularly in the core commercial area along Main Street between Washington and Harrison Streets. However, there is an overall abundance of underutilized and available parking in the peak hour (11:00 a.m. to 12:00 p.m.).



Transportation System Plan

FIGURE 3-16

DOWNTOWN PARKING MAP

December 2012

LEGEND

Parking Type

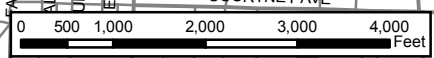
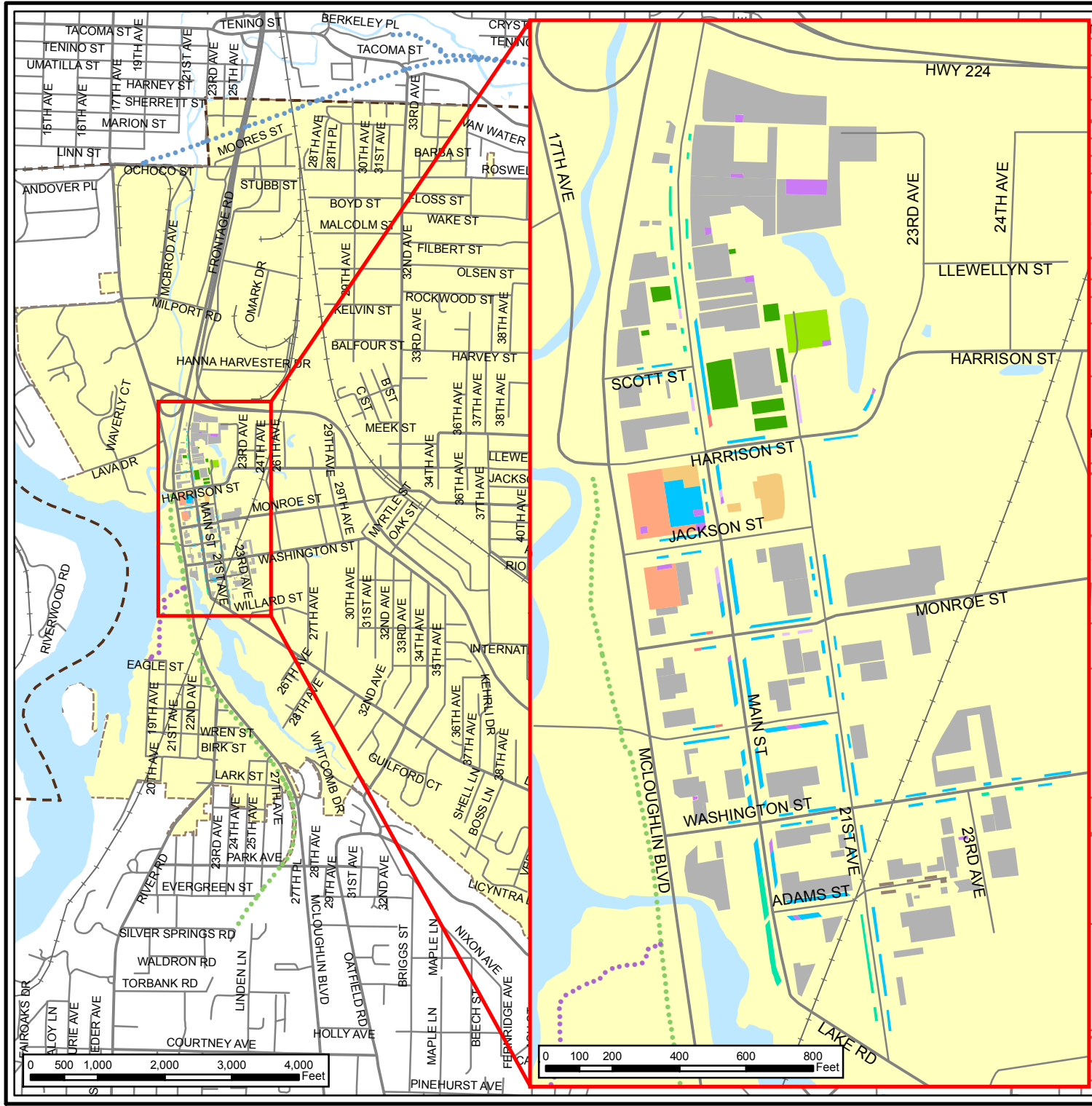
- | | | | |
|--|---------------|--|--------------|
| | 15 Min. | | Garage |
| | 1 Hour | | Public |
| | 2 Hour | | ADA |
| | 4 Hour | | Loading Zone |
| | City Employee | | Private |
| | City Permit | | Unmarked |

Other Map Features

- Major Roads
- Streets
- Railroad
- Kellogg Creek Trail
- Springwater Trail
- Trolley Trail
- County Line
- Water
- City Limits



DKS Associates
TRANSPORTATION SOLUTIONS



DRAFT

As Table 3-9 indicates, the greatest concentration of underutilized parking spaces is in private lots, which represents 77.84% of all parking in downtown. Private lots (both surface parking and garages) comprise 1,008,122 total parking stalls and reach peak occupancy of just 42.442.0%. This leaves 593,708 unused spaces in the private supply.

Table 3-9 Inventory of Existing Downtown Parking

Type of Parking	Total Inventory	Percentage of Inventory
On-Street		
Short-term (4 hours or less)	<u>303,366</u>	<u>80.95%</u>
Long-term	<u>59</u>	<u>16%</u>
Unmarked	<u>11</u>	<u>3%</u>
ADA parking	<u>158</u>	<u>42%</u>
Subtotal	<u>377,385</u>	<u>100%</u>
Off-Street		
Short-term (public)	<u>11,29</u>	<u>12%</u>
Long-term (public)	<u>270,123</u>	<u>209%</u>
City employee parking	<u>42</u>	<u>3%</u>
ADA parking (public)	<u>28</u>	<u>2%</u>
Private parking garage	<u>215,9</u>	<u>24%</u>
Private surface parking	<u>1,008,162</u>	<u>77.80%</u>
Subtotal	<u>1,310,143</u>	<u>100%</u>
All Parking	<u>1,828</u>	<u>100%</u>

Source: City of Milwaukee

Data Collected: ~~November 13, 2006~~ December 13, 2012

Table 3-10 summarizes the utilization of downtown parking in ~~October 2006~~ December 2012.

Table 3-10 Use of Parking Stalls by Type

Type of Parking	Total Number of Stalls	Total Spaces Occupied at Peak Hour	Total Spaces Empty at Peak Hour	Peak Hour Occupancy (%)
15 Minutes (on-street)	<u>1014</u>	<u>53</u>	<u>511</u>	<u>50.021.4</u>
1 Hour (on-street)	<u>54</u>	<u>53</u>	<u>01</u>	<u>100.075.0</u>
2 Hours (on-street)	<u>284,270</u>	<u>194,135</u>	<u>90,135</u>	<u>68.350.0</u>
2-Hr, or All Day with Permit (on-street)	<u>11</u>	<u>5</u>	<u>6</u>	<u>45.4</u>
2-Hr Loading Zones (on-street)	<u>45</u>	<u>0</u>	<u>45</u>	<u>0</u>
4 Hours (on-street)	<u>389</u>	<u>296</u>	<u>93</u>	<u>76.366.7</u>
4-Hr, or All Day with Permit (on-street)	<u>53</u>	<u>37</u>	<u>16</u>	<u>69.8</u>
8 Hours	<u>21</u>	<u>21</u>	<u>0</u>	<u>100.0</u>
Unmarked (on-street)	<u>11</u>	<u>119</u>	<u>02</u>	<u>100.081.8</u>
Disabled Stalls/ADA Spaces (on-street)	<u>158</u>	<u>01</u>	<u>157</u>	<u>012.5</u>
Subtotal On-Street	<u>366,385</u>	<u>267,199</u>	<u>108,186</u>	<u>70.351.7</u>
City Permit Required (off-street)	<u>185,87</u>	<u>109,60</u>	<u>76,27</u>	<u>58.969.0</u>
Public/Library/Public (off-street)	<u>43,65</u>	<u>20,27</u>	<u>23,38</u>	<u>46.541.5</u>
City Employee Parking (off-street)	<u>42,42</u>	<u>18,15</u>	<u>24,27</u>	<u>42.935.7</u>
ADA Spaces (off-street)	<u>28</u>	<u>4</u>	<u>24</u>	<u>14.3</u>
Subtotal Public Off-Street	<u>292,222</u>	<u>147,106</u>	<u>123,116</u>	<u>52.947.7</u>

Private Lots (surface, garage)	<u>10291,221</u>	<u>436513</u>	<u>593708</u>	<u>42.442.0</u>
Subtotal Private Off-Street	<u>10291,221</u>	<u>436513</u>	<u>593708</u>	<u>42.442.0</u>
All Parking	<u>1,6871,828</u>	<u>850818</u>	<u>8241,010</u>	<u>50.444.7</u>

Source: City of Milwaukie. Occupancy data was collected for the peak hour (11:00 a.m.-12:00 p.m.) on ~~October 19, 2006~~ December 13, 2012.

[±] ~~Public off-street parking count includes 8 ADA spaces and 14 two-hour parking spaces.~~

Parking Demand

Parking ratios express the actual number of parking spaces available to serve demand for land uses (i.e., office, retail, residential, and/or mixed-use development). The number of stalls represented by a parking ratio may exceed actual demand for parking or fall short of that demand. Demand ratios, on the other hand, are generally expressed in the context of peak hour use of a specific built supply of parking. In other words, demand ratios represent an estimate of the actual number of stalls occupied at the peak hour relative to occupied land uses. Effectively managing the relationship between land uses and built and occupied parking supply is a fundamental challenge of parking management.

An understanding of actual demand also allows a city to estimate the impact of new development on an existing supply of parking. For downtown Milwaukie, two indicators help describe parking demand:

- **The actual current Built Ratio** of publicly available parking stalls, in relation to total built land uses in downtown Milwaukie.
- **The actual current Demand Ratio** for parking stalls per total built land use based on actual usage data from the most recent update of parking utilization.

Parking demand ratio calculations revealed two different, but equally useful, correlations:

- **Built Stalls to Built Land Use:** This represents the total number of existing parking stalls correlated to total existing land use square footage (occupied or vacant) within the study area. There are approximately 399,074 gross square feet of commercial uses in the Downtown Zones and a total of 1,6871,828 parking stalls. Based on these numbers, there are approximately 4.224.58 parking stalls per 1,000 square feet of built land.
- **Combined Demand to Built Land Use:** This represents peak hour occupancy within the Downtown Zones, combining the on and off-street supply (actual parked vehicles correlated with actual occupied building area). Parking stalls in downtown are utilized at a rate of 51.244.7% in the peak hour (863818 vehicles parked). Building vacancy in downtown is approximately 11%, (approximately 355,176 of 399,074 gross square feet of building area occupied). Therefore, the actual current peak hour demand ratio is approximately 2.432.3 parking stalls per 1,000 square feet of built land use.

Table 3-11 summarizes the analysis used to determine the built ratio of parking to built land use (i.e., 399,074 total gross square feet) and general demand for that parking based on the peak hour occupancy/demand for all parking inventoried in the study area.

Table 3-11 Downtown Parking Demand - Mixed Land Use to Built Supply

Sites in Downtown	Gross Square Footage (built)/ Gross Square Footage (occupied) ¹⁹	Total Stalls Inventoried in Downtown ²⁰	Built Ratio of Parking (SF)	Total Stalls Parked in Peak Hour	Actual Ratio of Parking Demand/ 1,000 SF
92	399,074/355,176	1,687 1,828	4,224.58 /1,000 SF	863 818	2,432.3 /1,000 SF

To date, parking in downtown Milwaukie has been built at an average rate of over ~~4,004.5~~ stalls per 1,000 square feet of development. This rate appears to have been effective, though significant stall availability currently exists within the on- and off-street parking system.

Land uses in downtown Milwaukie are generating parking demand ratios of ~~2,432.3~~ stalls per 1,000 ~~G~~~~SF~~~~gross square feet~~ of commercial/retail development. It is important to recognize that the current parking demand number is also reflective of the current level of use by other modes (i.e., transit, bike, carpool, and walking). If the City had higher expectations and success in increasing alternative mode uses in the future, the parking "demand" ratio would be influenced downward from its current level.

Summary of Parking Findings

The following summarizes key findings related to parking in Milwaukie. These findings will be utilized to help guide future improvements to address the deficiencies for this element related to the transportation environment.

- On-street parking comprises approximately ~~2221~~% of the total parking supply (private and public) in the downtown area, while off-street parking comprises the remaining ~~7879~~%.
- The total utilization of on-street parking in the downtown area is on average ~~7052~~% throughout the day. While public off-street parking utilization is approximately ~~5348~~% during the day. By comparison, the private off-street parking utilization is approximately ~~4342~~% over the day.
- Parking stall types with the highest utilization throughout the day are 1-hour, ~~84~~-hour, and unmarked parking stalls. All three of these types of parking are generally ~~10065-~~80% occupied during the day and represent approximately ~~1020~~% of the total on-street parking supply. Two-hour and four-hour parking stalls are generally ~~65-7550~~% occupied during the day. ~~These usage statistics indicate a higher likely use of short term and long term parking than mid term (2-4 hours) parking.~~

ENVIRONMENTAL JUSTICE

As stated by the Environmental Protection Agency, "Environmental Justice is the fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies."²¹ Within the context of the TSP, Environmental Justice is an effort to

¹⁹ Assumes downtown vacancy rate of 11%, per City of Milwaukie data base.

²⁰ This number represents all on-street spaces, as well as public and private off-street lots in operation within the study zone and summarized in Table 3-11, above.

²¹ U.S. EPA, Environmental Justice, Compliance and Enforcement, Website, 2007.



The purpose of this chapter is to describe the unique parking needs in downtown Milwaukie, outline some strategies for improving how the City manages and regulates parking, and the policies by which the City will manage and develop parking. It also recommends specific actions the City and downtown businesses can take to both manage parking demand and transition downtown to a less auto-dependent environment. The focus of this chapter is downtown Milwaukie, which is defined as the area covered by the Downtown Zones, and is a subset of the regionally-designated Town Center.

The role of parking in downtown is to support the realization of the *Downtown and Riverfront Land Use Framework Plan*, which envisions a lively downtown area that is a cultural and commercial center for the community, comprised of an exciting and attractive mix of uses and amenities. Additionally, downtown is projected to be the location of significant employment growth (see Chapter 4). People will come downtown to work and to experience an environment that is unique, active and diverse. As a general principle, people do not come downtown to park.

This chapter, addresses the needs and strategies associated with several distinct types of parking users:

- Employees
- Commuters (or park-and-riders)
- Downtown residents
- Visitors/customers

TSP GOAL AND POLICY FRAMEWORK

As part of this TSP update, the community developed a set of goals to guide the development of the transportation system in Milwaukie (see Chapter 2). Several of these TSP Goals guide the City's policies on parking in downtown Milwaukie:

- **Goal 1 Livability** guides the City to address spillover parking into residential neighborhoods.
- **Goal 9 Economic Vitality** speaks to the importance of downtown as a hub of commerce and employment.
- **Goal 3 Travel Choices** directs the City to support travel options that allow individuals to reduce single-occupant vehicle trips.

- **Goal 6 Sustainability** calls for the City to decrease reliance on automobile transportation and ~~increasing~~ the use of other modes to minimize transportation system impacts on the environment.
- **Goal 7 Efficient and Innovative Funding** directs the City to identify and develop diverse and stable funding sources to implement recommended projects in a timely fashion.

NEEDS

Parking needs in downtown Milwaukie can be divided into four categories: improving enforcement and permitting practices; managing parking supply as downtown surface lots redevelop; modifying code requirements for parking associated with new development; and improving the parking facilities themselves.

Enforcement and Permitting Practices

Though the City has managed parking in downtown for many years, the relatively recent growth of residential units and jobs in downtown has revealed some distinct needs related to how the City permits and enforces public parking areas.

Though for many years the City's parking permit program has reserved approximately 140-180 parking stalls for permit holders, the system does not work as effectively as it could. Many of the permits are sold to Portland-bound commuters who occupy spaces that would otherwise be used by downtown Milwaukie employees. Many employees have expressed frustration that the permit system is hard to use, and the City has not aggressively marketed the permits to downtown businesses.

The City has not had clear policy direction on how to manage parking as it relates to residents of downtown and just outside of downtown. Though the 2003 *Downtown Parking and Traffic Management Plan* included many policies, it did not include guidance on how to address the parking needs of downtown residents, nor what mechanisms need to be in place to address parking overflow into the neighborhoods surrounding downtown.

It is common practice for many downtown employees to park in short-term on-street spaces and move their car from space to space throughout the day to avoid getting a parking ticket. ~~Though the City's policy (in the Milwaukie Municipal Code, or MMC) is to enforce against this type of activity (known as "moving-to-evade"), and in 2009, revisions were made to the "Move-to-Evade" ordinance (MMC 10.20.080) that allow the City's Code Compliance staff more latitude to cite people who move their cars between short-term stalls during the day, staff has not had the tools required to enforce this policy.~~

In 2011, the City created information for the public and downtown employees about location, cost, availability, and the purpose of downtown parking lot locations, as well means for utilizing the permit program. This information has been distributed through targeted outreach and direct mailings to downtown businesses, brochures, maps, and website development. In February 2013, the City's Finance Department took over administration of the parking permit program. This shift brings enhancements to the permit program, including selling permits in more than one location (e.g., at City Hall, by mail, on-line), offering flexible payment options (e.g. credit card, automatic deduction), and offering customized permit packages (e.g. monthly, biannually, annual renewals).

In 2006, the City mapped all of the parking stalls in downtown Milwaukie and began a regular practice of monitoring parking inventory and permit use. Prior to 2006, without such data, the

staff could not identify problems; therefore for a long time there was no adjusting of time-limit stalls to meet adjacent purposes.

Management of Future Parking Supply

In 2003, the City's *Downtown Parking and Traffic Management Plan* included a forecast of the anticipated impact of future development on the supply of parking. Using land use growth estimates derived from the Downtown Plan, the study anticipated net growth of 68,930 gross square feet over a 10-year period. Using both 2003 and 2006 parking demand estimates, it is forecasted that new growth in downtown will generate demand for 121 to 167 new parking stalls by 2013.¹ Table 12-1 summarizes demand projections.

Table 12-1 Future Parking Demand/Supply Growth

Year	Developed Area	Net Peak Parking Demand	Rate of Demand
2006	341,670 GSF	660-831 stalls	1.9-2.43 stalls/1,000 SF
2013 Estimated	410,600 GSF*	781-998 stalls	1.9-2.43 stalls/1,000 SF
Growth	68,930 GSF	121-167 stalls	

* Represents future land use scenario established by City of Milwaukee in accordance with the Downtown Milwaukee Land Use Framework Plan. System peak hour is from 11:00 a.m. to 12:00 p.m. Demand numbers reflect demand during this peak hour.

With most of downtown's unbuilt land already in use as surface parking, future development will inevitably impact net parking resources. Construction of the Portland-Milwaukee Light Rail will result in the loss of approximately 50 on-street parking spaces near the new downtown station. While public and private parking is generally abundant, it will become less so over time.²¹

One of the first needs addressed in this TSP update is the sorting out of who is responsible for providing future parking in downtown Milwaukee. The answer depends on several factors: whether the parking is public or private; is replacing existing parking or serving new uses; is intended for downtown employees, residents or visitors; and is part of a structure or surface lot. This chapter attempts to clarify how these factors should be considered as the City determines its parking-related responsibilities associated with Downtown Plan implementation.

As evidenced by the North Main Village project, which was built on a former Safeway site near the corner of Main St and Harrison St, new development and infill in downtown Milwaukee will cause existing surface parking facilities to transition to new and denser land uses. The City should take a role as a developer or facilitator of new parking supply if it hopes to accomplish the urban vision outlined in the Downtown Plan. The private sector must also participate in the provision of new parking, and the City should understand how and when it could support businesses in this regard.

Development Code Modifications

The City zoning code regulates not only building form and use, but also the amount of parking that can and should be built on a site. With the exception of the Downtown Storefront Zone, the

¹ Projections are for new demand for parking stalls. It does not include demand created due to parking stalls lost (and therefore in need of replacement) as new projects are built on existing surface parking lots.

²¹ As described in Chapter 3, the City's October 2006/December 2012 downtown parking inventory found 1,687/1,828 public parking spaces (377/385 on-street and 1,299/1,443 off-street). Of these, 1,029/1,221 are private parking spaces. During the peak hour (11:00 a.m.-12:00 p.m.), the public spaces are generally 50-60 percent full and the private spaces are 30 to 40 percent full. See Figure 3-16 in Chapter 3, Figure 3-16 for a map of parking in downtown.

DRAFT

City's parking requirements for downtown development ~~is~~^{are} currently the same as for other sites outside of downtown that are zoned for commercial or office development. The City's current parking standards for new development within the downtown zones are exceedingly variant and in many cases, overly burdensome. The parking requirements can be summarized as follows:

- In the Downtown Storefront Zone (and in the Downtown Office Zone north of Washington St and east of McLoughlin Blvd), no off-street parking is required. Parking is allowed, but the applicant determines how much to provide.
- In the other Downtown zones, off-street parking is required. The type of use determines the amount required.³² Applicants are required to provide between 1 and ~~1.5~~^{1.54} stalls per 1000 ~~sf~~^{SF (square feet)} of retail, restaurant, or office area; and between 1 and 1.25 stalls per unit of multifamily residential development.

Currently, the actual demand for parking is fairly evenly distributed between different land uses (e.g. retail, office, and restaurants).⁴³ This pattern of parking demand does reflect the multiple parking standards currently in place in the City Zoning Code, which suggests that specific uses demand specific allocations of parking. ~~A P~~^Parking utilization studies conducted in ~~2003 and 2006~~²⁰¹² indicate that the demand for parking in downtown Milwaukie ~~ranges from 2.0 to 2.43 averages 2.3 stalls per 1,000 GSF (gross square feet).~~

The development requirements that are currently in place may in fact require that a new development provide more parking than is needed by the development. On the relatively small building sites in downtown, such excessive requirements may preclude development altogether due to the high cost of building structured parking.

Parking Facility Improvements

Most of the downtown parking supply is located on private surface lots outside of the downtown core (Main Street between Scott St and Washington St). In many cases, the lots have inadequate signage, lighting, landscaping, and surface treatments. This is equally true for many of the public lots as well. The poor quality of the existing parking lots limits the ability of the City and the private sector to maximize the use of the existing inventory. Without high quality lighting, attractive physical appearance (i.e., paving, signage, landscaping), and pedestrian connectivity, the underutilization of existing stalls will continue to fuel the perception that there is a shortage of downtown parking.⁵⁴

The issue of pedestrian connectivity should be emphasized. The decision to park in a lot is comprised both of the assessment of the lot condition and the experience of walking to and from that lot. Without a safe, attractive, and convenient sidewalk system that connects all lots to all downtown destinations, the City will miss serving a certain percentage of would-be permit parkers who elect not to participate because of perceived safety issues. In Milwaukie, which has a complete sidewalk system downtown (see Figure 3-2 in Chapter 3), the need leans more toward safety than convenience. For example, many downtown sidewalks are not well lit, and many lack pedestrian amenities like street trees, benches, and trash cans.

³² The parking requirements vary across approximately 59 use categories. See Milwaukie Municipal Code 19.5600.

⁴³ See Table 3-11 in Chapter 3, ~~Table 3-11~~.

⁵⁴ Private lots are not currently utilized for public parking, but shared use arrangements are recommended and the physical state of the private lot will affect its marketability to potential users.

STRATEGIES

There are two strategies for addressing the needs described above. The first is to adopt and implement a set of Downtown Parking Guiding Principles or Parking Management Principles, which establish a policy framework for the City's decision-making on downtown parking-related issues. The second strategy is to adopt and implement a set of Parking Operating Principles, which will direct City staff or its representatives in the day-to-day operation of the parking system.

As the City is not yet prepared to abide by these principles, a set of recommendations is included in the next section of this chapter. These recommendations will enable the City to effectively transition from its current practices to those described in the two sets of principles.

Downtown Parking Guiding Principles (Parking Management Principles)

"Guiding Principles for Managing Downtown Parking" were initially developed in 2003 as part of the *Downtown Milwaukie Downtown Parking and Traffic Management Plan*, and were confirmed and updated during the 2007 TSP update process. Although the 2003 set of Guiding Principles provides a relatively comprehensive framework for managing downtown parking, the 2007 TSP update refined the Principles and filled in a few gaps. For example, the 2003 version did not address downtown residential parking, nor were the principles regarding downtown park-and-rides sufficiently refined. The following 23 principles describe a complete and state-of-the-industry set of principles for managing parking in downtown Milwaukie:

Customer/Client/Vendor/Visitor Parking

1. The most convenient parking spaces should be reserved to support customer/client/vendor/visitor access to downtown. Management of the on-street parking system should promote customer/visitor accessibility by prioritizing the parking of short-term patrons in downtown Milwaukie.
2. The City of Milwaukie should take the lead role in providing sufficient short-term parking to support the retail environment described in the *Downtown Plan*. The on-street system is therefore not intended for employee, resident, or commuter parking during normal business hours.
3. On-street parking in the downtown core should support street level activities. The provision of on-street parking on Main Street should not be sacrificed for street capacity enhancement or vehicular through-put.
4. The City should enforce against long-term parkers (typically employees) who move their vehicles during the day to evade being cited for parking in short-term stalls.

Multimodal Access

5. The City should strive to implement downtown travel options to provide a balanced system that includes transit, automobile, bicycle, and pedestrian facilities and services for all downtown users.
6. Parking management strategies and programs should support, complement, and consider the availability and use of all access modes.

Employee Parking

7. City-controlled off-street lots should be managed to meet use demand using the 85 Percent Full Standard.⁶⁵ All parking lot management strategies should be coordinated with transportation demand management objectives to ensure that employees and customers have reasonable options for access.
8. Whether in on-street subareas or in off-street lots, wherever parking exceeds the 85 Percent Full Standard, employee parking should be eliminated/phased out first. This is so the City can accommodate visitors and customers at all times. Businesses that have designated private employee parking lots should be encouraged to do the same, wherever possible. The City should help businesses understand and utilize demand management strategies to help employees transition to alternative modes of travel over time.
9. The City should provide clear and consistent information about downtown parking to optimize utility and convenience for all users.
10. The City should support downtown business efforts in transitioning more downtown employees into alternative modes (i.e., transit, bike, walk, rideshare) through business-based programs and incentives.

Park-and-Ride/Transit

11. Providing parking for downtown customers, visitors, and employees is a higher priority than providing parking for commuters destined for other cities.
12. Park-and-ride lots should be located outside the downtown core.
13. Bus staging in the downtown should have minimal impact to on-street visitor parking. Buses should serve downtown, but should not stage on downtown streets. The purpose and priority for transit stops in the downtown area is to provide safe, convenient, business-friendly access for downtown users, customers, and employees.
14. While transit park-and-ride structures are discouraged downtown, the City may allow for the provision of such a structure should it dedicate some stalls for downtown parking and lead to future control/ownership of the facility by the City for public parking exclusively or predominantly.

Quality of Parking

15. All downtown parking, whether public or private, should be safe, secure, well lit, and maintained to enhance the users' sense of safety and security.

Residential Parking

16. The downtown parking supply should be managed to minimize parking impacts on adjacent residential neighborhoods.
17. Downtown residential development should be responsible for providing on-site parking, or negotiating parking availability in off-street lots, for new residential units.

⁶⁵ Refer to page 12-7 for an explanation of the 85 Percent Full Standard.

Publicly Managed Parking

18. Over time, the City anticipates that its off-street lots will redevelop and City-owned or -leased surface parking lots will gradually disappear. The City will attempt to continue to accommodate the commercial and residential buildings whose tenants are, as of ~~December 2007~~ June 2013, making use of City off-street lots. The City will continue this practice as long as public off-street spaces are available.⁷⁶
19. Downtown Milwaukie employees are the highest priority customers in the City's parking permit program. As the permit system approaches capacity (i.e., spaces become unavailable for new applicants), the City should revoke parking permits issued to commuters as necessary, and refrain from issuing new permits to commuters.
20. The City supports the provision of a structured public parking facility for visitor and employee parking. Due to the expense of structured parking and the benefit structured parking would provide to downtown businesses, the City should commence planning for structured parking only in collaboration with the downtown business community and only after a viable funding strategy is identified.
21. The City supports shared use of parking areas, including public lots, when there is no conflict in operating hours.

Parking Requirements for New Development

22. Parking requirements for new development should contain needed parking on-site or through shared parking agreements.
23. New parking supply should be located within structures that contribute to the design and activity of downtown whenever possible.

Parking Operating Principles

Parking Operating Principles define the day-to-day operating priorities for managing parking in the Downtown Zones. The Operating Principles provide specific direction for addressing issues that will occur in the system, which should assist the City in following the Guiding Principles.

85 Percent Full Standard

The first and most important piece of the Operating Principles is the 85 Percent Full Standard (85 PFS), and is therefore discussed separately here. The 85 PFS is an industry-based management standard for understanding the sufficiency of parking supply *in a specified and limited area*. The standard establishes a rule for when to make on-the-ground adjustments: when parking stalls in specified and limited areas are routinely 85 percent full during the peak hour, the City should implement a more aggressive strategy to assist priority users in finding parking.⁸

Because downtown Milwaukie is relatively small, the 85 PFS should be applied beyond a "hot-spot" basis. That is, as small areas of downtown redevelop or become more popular, consideration should be given to parking utilization beyond the immediate parking impact area.

⁷⁶ The term "City lots" in this recommendation excludes the lots adjacent to the Ledding Library and City Hall.

⁸ One possible consequence could be that no strategies need to be implemented if the utilization level is deemed acceptable. However, the trigger provides a proactive system of review and provides time to implement parking management strategies before overly constrained conditions occur.

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Nearby parking utilization should also be considered, due to the compactness of downtown and the Downtown Plan's emphasis on high quality pedestrian amenities and walkability.

However, when the 85 PFS- is reached, there are many Operating Principles the City can apply in electing how to respond. –These are described below, and are followed by the rest of the Operating Principles.

- **At 85 PFS:** Work with downtown employers to advertise and inform employees about how to use the City permit system and where parking is available; and/or
- **At 85 PFS:** Enforce against employees or TriMet patrons who use spaces intended for visitors to downtown businesses; and/or
- **At 85 PFS:** Modify the availability of on-street parking for short-term visitors or long-term permit holders, depending on the need of the adjacent building occupants; and/or
- **At 85 PFS:** Increase permit prices; and/or
- **At 85 PFS:** Invest in lighting, landscaping, and other amenities to make other parking areas, and the walk to them, more attractive; and/or
- **At 85 PFS:** Acquire or construct new parking supply; and/or
- **At 85 PFS:** Work with employers and TriMet to decrease the need for downtown employees' and patrons' need to drive to and park in downtown (implement Transportation Demand Management measures)

Additional Operating Principles are as follows:

- Short-term parking is defined as parking with time-stays less than or equal to four hours.
- Parking management may include strategies for modified pricing levels for short- and long-term parking, user types, or lot locations.
- The City will manage on-street parking spaces to primarily serve the ground floor use of adjacent properties.
- There will be no un-regulated on-street parking in downtown zones.
- As long as spaces are available, off-street parking in downtown will be operated for the benefit of visitors, employees, and residents of downtown Milwaukie.
- Residential use of public off-street parking lots will be limited to nonbusiness hours (nights and weekends in some locations).
- Over time, public off-street parking will be transitioned to serve a higher mix of short-term visitor parking demand. Alternative mode options will be developed to support this transition.
- On-street parking outside of the downtown zones (i.e., in adjacent residential areas) will be unregulated but enforced by complaint only.
- If parking spillover from the downtown zones results in inadequate parking availability outside of the downtown zones, the City will facilitate the establishment of Residential Permit Zone programs upon the request and support of the affected neighborhood.⁹⁸

⁹⁸ See recommendation on Page 12-11 for detail.

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The application of both the Guiding Principles (Management Principles) and the Operating Principles will result in a parking distribution pattern that places each parking user in the location that best supports the goals of the Downtown Plan. As illustrated in Figure 12-1, visitor parking is provided in the retail core, employees are directed to public lots, park-and-ride commuters are moved to the downtown fringe, and residential neighborhoods are protected from spillover effects.

The goal is a clear and predictable downtown parking system, as summarized in Table 12-21. The Guiding Principles account for each of the different types of parking users and the three types of parking stalls potentially available to them. Additionally, Transportation Demand Management Tools are diligently designed into the parking management system, varying slightly depending on the user type.

Figure 12-1 Diagram of Parking Type Locations



Table 12-21 Parking Facility Priorities by Parking User Type

Parking User Types	Parking Facility Type			Transportation Demand Management Tools
	On-Street Parking	Off-Street Public Parking	Off-Street Private Parking	
Visitor/Customer/Client	Priority	Allowed	Allowed	• Transit • Bike parking • Pedestrian access and amenities
	2-hr and 4-hr parking	Subject to land and funding availability	On-site parking controlled by property owner	
Downtown Employees	Limited	Priority	Allowed	• Transit passes • Bike parking • Encourage carpooling • Flexible parking permit options
	• When not needed for adjacent retail/restaurant • By permit only • Subject to 85% rule	• Subject to land and funding availability • Priority to occupants of buildings existing in 2007 • Locations may shift over time as downtown develops • Subject to 85% rule	• On-site parking controlled by property owner • Shared parking arrangements encouraged • Private paid parking lots are allowed • New office/commercial development required to supply 0-2.5 stalls/1,000 sf	
Downtown Residents	Limited	Limited	Allowed	• Transit passes • Bike parking • Flexcar Car-share • More services in downtown, requiring fewer trips to destinations outside downtown
	• After hours only	• After hours only	• On-site parking controlled by property owner • Shared parking arrangements encouraged • Private paid parking lots are allowed • New residential development required to supply parking	
Park-and-Ride (to Portland)	Not Allowed	Limited	Allowed	• Milwaukie pPark-and-Ride (opened 2010) to open 2008 • Existing park-and-ride on Lake Rd Park-and-Ride (existing) • Improve E-W bus connections to downtown Milwaukie
		• Restricted in the core downtown area • Conditionally allowed in a parking structure • Must support downtown activity over the long term	• On-site parking controlled by property owner	

RECOMMENDATIONS

The City should move to apply the Guiding Principles and Operating Principles. This will be easier to do with the implementation of certain policy recommendations, operational improvements, and capital projects.

Policy Recommendations

Adopt new parking development standards for commercial development in the downtown zones.

Amendments should create a unified parking standard for downtown commercial and office uses that does not require more parking stalls than are needed. The revised code should encourage shared parking agreements and acknowledge on-street parking as a resource for downtown businesses.

- Amend the Code to eliminate minimum parking ratios for commercial/retail uses in Downtown zones. This will enable the market to determine minimum parking levels for new commercial development, meaning that the City will allow new office and retail to be built in downtown Milwaukie without attendant parking (which supports the Downtown Plan's emphasis on the use of precious urban space for people and activity and not parking lots).
- Amend the Code to establish maximum surface lot parking ratios of 2.5 stalls per 1,000 square feet for all commercial uses within the downtown zones (which would cover office, retail, personal service, restaurant, auto, government, bowling, church, fraternal organization, gym, and funeral home uses, which are each listed separately in the current code). This will prohibit development that requires large surface parking lots, supporting the Downtown Plan's emphasis on a compact and interesting urban environment.

Maximum parking ratios for parking provided in structured stalls are not recommended if they meet the City's development standards and design guidelines.

Adopt new parking development standards for residential development in the downtown zones.

Given that the on-street system in downtown is prioritized for customer/visitor use, the vision to bring greater levels of new residential development (over retail) to downtown will create potential conflicts for access to on-street parking. To mitigate this and assure that residential parking is available in downtown and on-street parking remains available to customers and visitors, the City should amend the Code as follows:

- ~~Establish a minimum surface parking lot requirement of 1 space per unit.~~
- ~~Establish a maximum surface parking lot requirement of 2 spaces per unit.~~
- Require no maximum parking allotment within structured parking facilities.
- To accommodate residential development that cannot incorporate parking into development sites (i.e., for reasons of site size, geometries, etc.), allow for requirement exceptions through approval of a transportation management and trip reduction plan.
- Prohibit the creation of residential on-street parking permit programs within the Downtown Zones.

Adopt a framework for Residential Permit Zone(s) in neighborhoods adjacent to the Downtown Zones.

As downtown grows and land uses intensify, conflicts for parking in residential neighborhoods adjacent to downtown will likely occur as downtown users begin to spill over in the residential areas. In response, it is recommended that the City facilitate Residential Parking Zones (RPZs) at the request of affected neighborhoods. The City should adopt an approval framework for establishing an RPZ. The following elements of such a framework are provided as a basis to begin discussions with neighborhoods:

- Affected neighborhoods, coordinated through Neighborhood District Associations, petition the City for creation of a RPZ by formally polling affected residents within a boundary.
- If 51-percent% of affected residents within a boundary poll in favor of a RPZ, the City could then move to implement a permit program.
- At that time, a formal RPZ boundary would be established and any parking between the hours of 8:00 a.m. and 5:00 p.m. (Monday - Friday) would be limited to ~~two~~2 hours unless by displayed permit. This would be posted by signage and enforced through the City's code enforcement.
- Permits would only be available to residents with addresses in the RPZ zone and only to vehicle license numbers with addresses in the RPZ zone.
- A "guest pass" program would be established to accommodate visitors to residential properties within the zone.
- A system for determining cost to the City and the neighborhoods would be established prior to implementing the program. Costs will include creation and replacement of signage, permit creation and processing, and enforcement.

~~Strengthen the Move-to-Evade Enforcement Policy~~

~~The City should revise the "Move-to-Evade" ordinance (10.20.080) to allow the City's Parking Manager more latitude to cite people who move their cars between short-term stalls during the day.~~

Operational Projects

Public Information and Marketing

- ~~Create and~~continue to distribute information to the public and downtown employees about location, cost, availability, and the purpose of downtown parking lot locations, as well means for utilizing the permit program. This can be accomplished through such efforts as targeted outreach to downtown businesses, mailings, brochures, maps, and website development.
- Create a transportation information package for downtown employees, to include public parking, transit, and biking information.

Active Parking Management

The City should dedicate appropriate resources for actively managing downtown parking. This will include tools and staffing to enforce on-street parking time limits, maintain the parking inventory map, and continue coordination between City departments.

Improve Parking Permit Program

Improvements to the City's Parking Permit Program can increase the use of off-street spaces that are currently underutilized. By moving employees who currently park on-street into off-street lots, valuable on-street stalls can be freed up for customer or visitor use.

Improve/Streamline the Process for Purchasing Permits

~~Make purchasing parking permits easier and more convenient. Enhancements to the permit program could include selling permits in more than one location (e.g. at City Hall, by mail, on-line), offering flexible payment options (e.g. credit card, automatic deduction) and offering customized permit packages (e.g. monthly, biannually, annual renewals).~~

Implement "Tiered Pricing"

Currently the City charges the same amount for all parking lots. As such, parking is not priced according to demand or proximity to "premier" destinations. Tiered pricing would set rates based on lot popularity. For example, a lot with occupancies over 85 percent~~%~~ would be priced higher than lots with significantly lower rates of utilization. Lots on the fringe of the downtown would be priced lower than more popular lots located in the core retail area.

Parking Utilization Monitoring Program

No less than every ~~two~~² years, City staff should count the parking supply and peak hour parking utilization. With the results of this information, the Parking Manager should convene a meeting of stakeholders to review the results, check areas against the 85 PFS, and evaluate the need for any actions (e.g., re-designating short-term or long-term parking, modifying short-term parking durations, or adjusting the allotment of permits for Portland-bound commuters).

Identify Locations for Future Public Supply

As City-owned parking lots transition to more dense land uses, the City should continually consider the prospects for new parking supply for downtown employees.

Engage Owners of Private Parking Facilities to Provide Shared Parking

City staff should initiate a program to develop shared use agreements with owners of off-street private parking. The agreements should be developed for both employee parking and special event parking. The City or a downtown business association can take the lead in contacting property owners or developing incentives such as facility upgrades (e.g., lighting, striping, pavement, landscaping), leasing arrangements, revenue sharing, or public purchasing. Shared parking arrangements could be arranged between ~~two~~² private parties, or between private parties and the City.

Evaluate Funding Strategies for New Supply

The City should begin to discuss and evaluate potential funding sources for future public parking supply. These discussions with downtown stakeholders should assure that the final recommendations have broad support within the downtown community. Most public parking facilities developed in other jurisdictions are funded with multiple sources that include urban renewal/tax increment financing, parking fees and charges, meter districts, local improvement districts, capital fund allocations, and bonding.

Capital Implementation Projects

Signage Changes

Over time, distinctive, friendly, and clear customer/visitor parking signs should be designed and installed at all short-term public parking lots. The signs should be "blade" signs with information on both sides so that downtown patrons can read the signs from either direction.

Upgrade Public Parking Lots

The City should maintain the pavement, lighting, and landscaping of its off-street public parking facilities to ensure a safe and attractive appearance.

Implement the Public Area Requirements

Implementing the Public Area Requirements of the Downtown Plan will result in wider, continuous sidewalks with appropriate lighting. These improvements will help address concerns about walking several blocks between a parking lot and a destination.

Master Plan

Table 12-32, the Downtown Parking Master Plan Project List, summarizes the key projects needed to implement the recommendations in this chapter. Many of the projects related to the operation and maintenance of the City's parking program may be self-funding through parking permit fees and parking fines.¹⁰⁹

Table 12-32 Downtown Parking Master Plan Project List

Priority	Type	Project Name	Project Description	Cost(s) \$1,000s ¹¹²
High	O	Downtown Parking Enforcement Management	Implement parking management system, including a dedicated parking manager.	\$40
High	C	Downtown Streetscape Improvements	Install sidewalk bulbouts, lighting, and pedestrian amenities.	\$6,700
Med	C	Downtown Parking Signage	Install way-finding and identification signage at McLoughlin Blvd intersections and around public parking lots.	\$10
Med	C	Downtown Public Parking Lot Improvements	Upgrade and maintain off-street public parking facilities with improved landscaping and lighting.	\$50
Med	C	Public Parking Structure	Construct 3- to 4-story public parking structure with retail at ground floor for visitor/employee parking.	\$10,000

Notes:

C = Capital Project High = High priority
 O = Operational Project Med = Medium priority
 P = Policy Project Low = Low priority

¹⁰⁹ This source of funding is not included in the TSP transportation funding forecast (Chapter 13).

¹¹² Project costs are in 2007 dollars. Future costs may be more due to inflation. Costing details can be found in the Technical Appendix.

Action Plan

The Downtown Parking Action Plan identifies capital projects that are reasonably expected to be funded through City funding sources outlined in Chapter 13, by ~~2030~~²⁰³⁵, which meets the requirements of the ~~updated~~¹²¹¹ State Transportation Planning Rule. The Action Plan project list is the result of a citywide project ranking process. All of the modal master plan projects were ranked by the TSP Advisory Committee after consideration of the Working Groups' priorities, other public support for the project, and how well each project implements the TSP goals and policies were used to rank the projects. The highest-ranking downtown parking projects that are reasonably expected to be funded with local funds (see Chapter 13) are shown in Table 12-43.

Table 12-43 Downtown Parking Action Plan

Project Name	Project Description	From	To	Direct Funding or Grant Match
Downtown Streetscape Improvements	Install sidewalk bulbouts, lighting, and pedestrian amenities.	TBD	TBD	Match

¹²¹¹ OAR Chapter 660, Department of Land Conservation and Development, Division 012, Transportation Planning, adopted on March 15, 2005, effective April 2005.



The bicycle is a human-powered vehicle that allows people of all ages to move independently, at relatively low cost and with little impact to the environment. Bicycling promotes the well-being of people who live and work in Milwaukie, with the added benefit of reducing auto traffic on city streets. This chapter outlines bicycle needs in Milwaukie over the next 20 years and recommends policy, operational and facility improvements to the city's bicycle system.

TSP GOAL AND POLICY FRAMEWORK

Milwaukie has developed a set of goals to guide the development of its transportation system (see Chapter 2). Several of these TSP Goals guide the City's policies on bicycle access and connectivity, specifically the following:

- **Goal 1 Livability** calls for convenient bicycling facilities, and removal of barriers that impede capacity.
- **Goal 2 Safety** directs the City to design safe bicycle connections between parks, schools, and other activity centers in Milwaukie.
- **Goal 3 Travel Choices** calls for an integrated citywide network of bikeways.
- **Goal 4 Quality Design** directs the City to integrate bicycle facilities into both public and private street and development projects.
- **Goal 6 Sustainability** calls for the City to increase bicycling as a means of transportation.

NEEDS

Milwaukie needs a safe and interconnected bicycle system that provides options for all types of cyclists. The deficiencies in Milwaukie's existing bicycle system can be categorized into three areas: Connectivity, Crossings, and Street Designations. Each of these categories is described in this section.

Connectivity

The lack of east/west and north/south on-street bicycle facilities creates significant gaps in the bicycle system for travel both in and around the city. There are two east/west roadways that include bike lanes in the city: King Rd and Lake Rd. However, neither of these facilities reaches the downtown area and/or connects with other facilities that could allow for travel to other

destinations. There are also two north/south roadways that have bike lanes: Linwood Ave and 17th Ave. Similar to the east/west roadways, these corridors are not continuous.

~~Two~~Three off-street facilities serve Milwaukie (the Springwater Corridor, the Trolley Trail, and the Kellogg Creek Trail), but they also are not continuous. For example, while the connectivity of the Springwater Corridor was ~~recently~~upgraded in 2006 with completion of the "Three Bridges" project (three bridges constructed to cross over the Union Pacific Railroad, McLoughlin Blvd, and Johnson Creek), the trail ends just east of 17th Ave. Additionally, there are a limited number of connections through the city to the Springwater Corridor. The Trolley Trail, which will be completed in conjunction with the Portland-Milwaukie Light Rail project, ends at Riverfront Park, nearly one mile south of the Springwater Corridor. The Kellogg Creek Trail connects the Milwaukie Riverfront area to the Island Station neighborhood, but does n~~o~~t easily connect to points south.

Major facilities such as McLoughlin Blvd, Highway 224, and the railroads create barriers to cycling through the city. This lack of connectivity (both on-street and off-street) causes significant problems for bicyclists and limits this mode of travel, especially where they make it more difficult for cyclists to access major transit stops downtown.

Crossings

Throughout the city, there is a need for convenient and safe crossings at arterials and collectors. There are many locations where bicycle routes cross arterials, highways, or railroad tracks, and few of these crossings were designed to accommodate cyclists. Typically, such intersections have limited sight-distance, inadequate pavement space for bicycles, no means for tripping a signal, or no direct, safe connection. The following locations were identified as particular problem crossings:

- 17th Ave/Hwy 224
- 17th Ave/Harrison St/Hwy 99E
- Railroad crossing of 21st Ave at Adams
- Johnson Creek Blvd/Springwater Corridor
- King Rd/Stanley Ave
- Linwood Ave/Springwater Corridor
- King Rd/Linwood Ave
- Monroe St/Linwood Ave
- Linwood Ave/Harmony Rd

Street Designations

The designation of certain roadways for bicycle travel does not serve all of the needs for bicycle travel in and around the city. Many trips that connect to parks, schools, retail activity centers, etc., occur off of arterial and collector streets. These trips should generally be accommodated on lower volume streets, preferably on designated routes. Such facilities could be considered "shared" facilities or could have a specific designation such as a "bike boulevard," where actual treatments to the roadway are made that enhance the bicycle environment and make additional connections to bicycle destinations.

BICYCLE FACILITY IMPROVEMENT TOOLBOX

Types of Cyclists

Bicyclists are a varied group of people with different skill levels, abilities, bicycling experience, and trip types. For example, there are everyday commuters, avid recreational riders, children going to school, and families riding around in their neighborhoods. Their needs and comfort level with the bicycle infrastructure in Milwaukie will vary as a result of these differences. The City needs to accommodate these different types of cyclists by providing adequate facilities for all different types of riders.

Bicycle trips are typically longer than walking trips and shorter than motor vehicle trips, and are attractive at distances up to three miles. Bicycle facilities can generally be categorized as multiuse paths, cycle tracks, bike lanes, shared roadways, and bike boulevards, neighborhood greenways. Each of these facilities serves a particular purpose for bicycle travel. Bike lanes, cycle tracks, and multiuse paths ~~both all can accommodate this length of trips of up to three miles.~~ However, if the trip is shorter, or if the destination or origin of the trip is not next to a roadway with a bike lane, many bicycle trips can also be made on local streets. Table 6-1 summarizes each of these facilities with a general description of the elements inherent to each facility.

Table 6-1 Bikeway Types

Bikeway	Description
Multiuse path	Off-street route, typically recreational-focused, which can be used by several transportation modes, including bicycles, pedestrians, and other nonmotorized modes (i.e., skateboards, roller blades, etc.).
<u>Cycle track</u>	<u>Exclusive bike facility within the roadway, with elements of both a separated path and a bike lane. Separated from motor vehicle traffic by parked cars, bollards, landscaping, or other barriers.</u>
Bike lane	Area within street right-of-way specifically designated for bicycle use.
Shared roadway	Roadways where bicyclists and autos share the same travel lane. May include a wider outside lane and/or bike boulevard treatment (priority given to through bikes on local streets).
<u>Bike Boulevard</u> , <u>Neighborhood Greenway</u>	Lower-order, lower-volume streets with various treatments to promote safe and convenient bicycle travel <u>and enhance pedestrian travel as well.</u> Usually accommodate bicyclists and motorists in the same travel lanes, often with no specific vehicle or bicycle lane delineation. Assign higher priority to through bicyclists, with secondary priority assigned to motorists. Also include treatments to slow vehicle traffic to enhance the bicycling environment.

Bicycle Facility Design Considerations

Multiuse Paths

As their name implies, multiuse paths are designed accommodate many types of users, and are typically constructed along an independent path such as a stream or greenway. Paths can also be built parallel to a roadway, but are most effective when built independent of a road, separating cyclists from auto traffic. The American Association of State Highway Transportation

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Officials (AASHTO)¹ and the Oregon Department of Transportation (ODOT),² state that mixed-use paths can be designed along roadways, provided several design considerations are met:

- A minimum 5-foot buffer should be provided between the path and roadway to protect path users from conflicts with motorists.
- Relatively few vehicle/path user conflict points (e.g., cross-streets or driveways).
- The path can be terminated at each end onto streets with good bicycle/pedestrian facilities or onto another safe, well-designed path.
- The path should not take the place of bicycle/pedestrian facilities (e.g., sidewalks and bicycle lanes) on the parallel street.

Cycle Tracks

Cycle tracks can take a number of forms, depending on the nature of the existing street infrastructure. They combine some elements of a fully separated path with those of a bike lane in the roadway. The key element of a cycle track is that it uses parked cars, bollards, landscaping, curbing, or other barriers to provide some separation from motor vehicle traffic. Cycle tracks may be one-way or two-way, and they may be located at road level, sidewalk level, or an intermediate level. They are distinct from the sidewalk and are designed exclusively as bike facilities. A recommended minimum width is 7 feet, with an additional two-foot "door zone" buffer (where adjacent to parked cars). Pavement markings on the cycle track provide guidance for cyclists, as well as for motorists and pedestrians that may cross the cycle track at driveways or intersections.

There are currently no cycle tracks in Milwaukie, and no potential cycle track routes have been identified to date. However, this type of facility represents an option for future bike improvements that might be most appropriate in certain settings to provide safer bike routes in high-traffic corridors.

Bike Lanes

When possible, bike lanes should be directly adjacent to the curb, rather than adjacent to parked cars or combined with sidewalks. The recommended width of six feet provides sufficient travel space and additional room for bicyclists to steer clear of the curb or parked cars while maintaining a comfortable distance from adjacent moving traffic. Wide bike lanes also enable bicyclists to maneuver around drainage grates, manhole covers, glass and debris. Provision of bike lanes also benefits motor vehicles, which gain greater shy distance/emergency shoulder area, and pedestrians, who gain a buffer between walking areas and moving vehicles. Where right-of-way is limited, the bike lane can be reduced to five feet. Alternatively, widening the curb travel lane (for example, from 12 feet to 14 or 15 feet) can provide better bicycle accommodations and a greater measure of safety as well. However, with higher-volume roadways (e.g., streets with more than 3,000 Average Daily Trips), dedicated bike lanes are much more desirable than wide outside lanes.

The signing and marking of bike lanes should follow the *Manual on Uniform Traffic Control Devices* (MUTCD). Design features in the roadway can improve bicycle safety as well. For example, using curb storm drain inlets rather than catch basins significantly improves bicycle facilities.

¹ *A Guide for the Development of Bicycle Facilities*, American Association of State Highway and Transportation Officials, 1999.

² *Oregon Bicycle and Pedestrian Plan, An Element of the Oregon Transportation Plan*, Oregon Department of Transportation, Adopted June 14, 1995.

Shared Roadways

Shared roadways can be designed to safely accommodate both bicycle and auto traffic. Figure 6-1 illustrates an example of an appropriate warning sign with a supplemental "Share the Road" plaque that may be used to draw more attention to the fact that slow-moving forms of transportation may be using the roadway. When used, the supplemental plaque must be installed below the warning sign on the same signpost. Directional pavement markings may also be considered on shared roadways to supplement the bicycle warning signs when desired. The pavement markings illustrated in Figure 6-1 below are typically called "Sharrows" or "Shared Lane Markings" and are utilized on bicycle travel routes that have on-street parking but no designated bike lanes. Sharrows are commonly used on streets where dedicated bike lanes are desirable but are not possible for any number of reasons. The marking helps to align bicyclists, to shift their travel pattern out of the direction of a parked car door opening into their travel path.

Figure 6-1 Bicycle Signs and Markings



It should be noted, however, that while posting "Bike Route" signage for bicyclists is an acceptable way for the City to demarcate bike routes, such signs should be coupled with pavement markings and/or way finding signage for bicyclists to get the most value out of the City's investment. Although this is an adopted MUTCD sign, it does not provide much information. Adding way-finding information such as distances to various destinations, directional arrows, and estimated travel times makes the sign much more useful. These signs are most effective when placed in useful locations, such as where a bike route makes a turn that is not intuitive to riders.

Bike Boulevards**Neighborhood Greenways**

The term "neighborhood greenway" has recently evolved from the "bike boulevard" concept of treatments, which improve the network of safe bicycle routes by ~~Bike boulevards~~ generally utilizing streets with lower traffic volumes and vehicle speeds, such as minor collectors or local streets that pass through residential neighborhoods. The bike boulevard treatments also make these routes safer for pedestrians and motorists, at the same time incorporating low-impact stormwater treatment measures such as bioswales and rain gardens. The general traffic calming provided by neighborhood greenway improvements adds to neighborhood livability.

Traffic controls along a ~~bike boulevard~~ neighborhood greenway assign priority to bicyclists while encouraging through-vehicle traffic to use alternate parallel routes. Traffic calming and other treatments along the corridor reduce motor vehicle speeds so that motorists and bicyclists generally travel at the same speed, creating a safer and more comfortable environment for all users. ~~Bike boulevards~~ Neighborhood greenways also incorporate treatments to facilitate safe and convenient crossings of major streets. ~~Bike boulevards~~ Neighborhood greenways work best in well-connected street grids, where riders can follow reasonably direct and logical routes. ~~Bike boulevards and where also work best when~~ higher-order, parallel streets exist to serve through vehicle traffic.

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Milwaukie's ~~bike boulevard~~neighborhood greenway network could be developed through a variety of improvements ranging from minor street enhancements (e.g., directional pavement markings) to larger-scale projects (e.g., intersection signalization). The various treatments fall into five major application levels based on their degree of physical intensity, with Level 1 representing the least physically intensive treatments that can be implemented at relatively low cost:

- **Level 1: Signage** (e.g., way-finding and warning signs along and approaching the ~~bike boulevard~~neighborhood greenway)
- **Level 2: Pavement markings** (e.g., directional pavement markings, shared lane markings)
- **Level 3: Intersection treatments** (e.g., signalization, curb extensions, refuge islands)
- **Level 4: Traffic calming** (e.g., speed humps, mini traffic circles)
- **Level 5: Traffic diversion** (e.g., choker entrances, traffic diverters)

Corridors targeted for higher-level applications would also receive relevant lower-level treatments. For instance, a street targeted for Level 3 applications should also include Level 1 and 2 applications as necessary. It should be noted that some applications might not be appropriate on all streets. In other words, it may not be necessary to implement all Level 2 applications on a particular street designated for Level 2 treatment in order to create a functional ~~bike boulevard~~neighborhood greenway.

~~Designating a street as a "bike boulevard" does not suggest that only bicyclists should use it. In fact, the treatments applied to bike boulevards make these routes safer for pedestrians and motorists as well, and the general traffic calming adds to neighborhood livability. With that in mind, using alternative labels for "bike boulevards" might be appropriate to stress the multimodal benefit. Suggestions include "community corridors" and "neighborhood parkways."~~

Bicycle Parking

Bicycle parking and storage facilities are an important component of an effective bicycle system. Lack of proper storage facilities discourages potential riders from traveling by bicycle. Bike racks should be located at significant activity generators including schools, parks, and commercial areas, as well as at major transit stops. Racks should be placed in highly visible locations and within convenient proximity to main building entrances. Bike racks should be designed to provide two points of contact to the bicycle so the user can lock both the wheel and the frame to the rack. Bike lockers, showers, and caches of repair equipment (patch kits, tire tubes, etc.) would be helpful at locations where long-term parking is expected, such as the future MAX stations downtown, on Park Ave, and at Tacoma St.; downtown bus stops; or major employment centers. The attractiveness of bicycle parking is also improved by providing covered parking and/or secured facilities where bicycles may be locked away.

RECOMMENDATIONS

Strategies

Bikeway improvements are aimed at closing the gaps in the bicycle network along arterial and collector roadways, establishing low-traffic routes that parallel arterials and collectors, and providing multimodal links to improve livability. To meet the TSP goals and policies outlined in Chapter 2, and address the needs outlined in this chapter, the City should take the following steps for improving the bicycle system:

- Fill in gaps in the existing bike corridor network (on arterials and collectors).

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- Construct new bike lanes on strategic arterials and collectors.
- Connect key bicycle corridors to schools, parks, ~~and~~ activity centers, and major transit stops.
- Improve crossing safety and connectivity.
- Designate ~~bike boulevards~~ neighborhood greenways on lower-volume streets that connect major bicycle facilities and/or bicycle destinations.
- Maintain bike lanes, off-street paths, signage, and other facility improvements.
- Construct and improve multiuse paths for recreational and commuter use.
- Involve cyclists in the design and planning of bicycle and road facilities.
- Educate cyclists and motorists about bicycle routes, laws, and opportunities.

These strategies will be used to guide and develop projects that address the needs of the bicycling community in Milwaukie as well as those of bicyclists throughout the region. The projects resulting from these strategies fall into three categories: capital, operational, and maintenance. Key projects in each of these categories are described below.

Capital

These projects are typically large-scale infrastructure projects or projects that require some sort of physical infrastructure to be built. Capital projects also typically require ongoing maintenance that must be programmed into the existing maintenance schedule.

Key projects

Several potential ~~bike boulevard~~ neighborhood greenway corridors have been identified to enhance Milwaukie's bicycle network. The corridors were identified with respect to major bicycling destinations as well as their proximity to desired bicycle travel routes. The recommended corridors are shown in Figure 6.2 and described below:

- Monroe St between downtown Milwaukie and Linwood Ave
- Stanley Ave between Railroad Ave and Johnson Creek Blvd
- A corridor roughly following 40th Ave north from Monroe St and then splitting into two separate corridors at Harvey St. One ~~bike boulevard~~ neighborhood greenway would continue north on 40th Ave and follow Olsen St and 42nd Ave to connect with Johnson Creek Blvd. The second ~~bike boulevard~~ neighborhood greenway would follow Harvey St west from 40th Ave and follow Balfour St, 29th Ave, and Van Water St to connect with the Springwater Corridor. If 29th Ave is extended to the south, the ~~bike boulevard~~ neighborhood greenway should connect to the south as well (see Figure 8-3a, which shows the future extension of 29th Ave).
- 17th Ave between Waverly Dr and Harrison St, a key bicycle connection between downtown Milwaukie and the Sellwood neighborhood in Portland. The connection should be improved by constructing bike lanes or a multiuse path.

These ~~bike boulevards~~ neighborhood greenways should be targeted for Level 4 applications, including signage, pavement markings, intersection treatments, and traffic calming. Each corridor currently includes some boulevard components (e.g., speed humps). Due to limited street connectivity, Level 5 bike boulevard applications (traffic diversion) are not recommended for these corridors. To identify and develop additional site-specific treatments, the City should involve the bicycling community, neighborhood groups, and the Public Works Department. Further analysis and engineering work may also be necessary to determine the feasibility of some applications.

Operational

These projects involve actions that make existing infrastructure more useable. They include upkeep of existing facilities, educational campaigns, or distributing information about the use of the transportation network. They are typically smaller in scale and dollars than capital projects and are implemented more broadly than in one specific location.

Key projects

- Driver and cyclist education, including driver and biker awareness classes, "Share the Road" safety class, bike safety education for kids and adults.
- Encouraging cycling through community events to get new cyclists involved and interested in how to commute by bike.
- Consider applying rumble strips or other treatments to safely define bike lanes in places, such as Johnson Creek Blvd, where vehicles commonly cross into the bike lane.

Policy

These projects do not typically improve the bicycle environment in a physical manner, but rather result in a fundamental change to the way bicycle travel is thought of and treated within the city of Milwaukie.

Key projects

- Enforce traffic laws that protect cyclists.
- Collect and maintain cycling traffic counts to measure the effect of improvements.
- Work with the City of Portland and Clackamas County when implementing bike boulevards, bike lanes, and multiuse paths to ensure good connectivity beyond Milwaukie.
- Consider establishing a committee to advise and advocate for implementation of the projects in this plan.

Master Plan

The Bicycle Master Plan is composed of a list of projects that address the identified needs (see Figure 6-2). Summarized in Table 6-2, the Master Plan represents the "wish list" of bicycle-related projects in Milwaukie. The planning-level cost estimates provided in Tables 6-2 and 6-3 are based on general unit costs for transportation improvements but do not reflect the unique elements that can significantly add to project costs. As projects are pursued, each of these project costs will need further refinement in order to detail right-of-way requirements and costs associated with special design details.



Transportation System Plan

FIGURE 6-2

BICYCLE MASTER PLAN

December 2007

LEGEND

Existing Bicycle Facilities	Proposed Improvements
Shared Facility	Bicycle Intersection Safety Improvement
Bicycle Lane	Bicycle Corridor Enhancement
Springwater Trail	Bike Boulevard
Kellogg Creek Trail	Bicycle Lanes
	Trolley Trail
Schools	County Line
Major Roads	Parks
Streets	Water
Railroad	City Limits
10' Contours	

PROPOSED PROJECTS

Improve Intersection to Increase Bicycle Safety

- (A) Adams St/21st Ave/Railroad Crossing
- (B) Johnson Creek Blvd/Springwater Trail
- (C) Johnson Creek Blvd/Linwood Ave
- (D) Linwood Ave/King Rd
- (E) Linwood Ave/Monroe St
- (F) Linwood Ave/Harmony Rd
- (G) Washington St/Oak St/Hwy 224
- (H) International Way/Lake Rd

Provide Bicycle Lanes Where not Currently Present

- (I) Harrison St from HWY 99E to 21st Ave
- (J) Lake Rd from Main St to Guilford Dr
- (K) Oakfield Rd from Guilford Ct to Lake Rd
- (L) Harrison St from HWY 224 to 42nd Ave
- (M) 37th Ave from
- (N) Railroad Ave from
- (O) 43rd Ave from
- (P) Linwood Ave from
- (Q) Linwood Ave from
- (R) Rusk Rd from
- (S) Main St from Harrison St to Moores St
- (T) 21st Ave from Harrison St to Lake Rd

Enhance Existing Bicycle Connection

- (U) Install Bike Boulevard treatments at various locations
- (V) Construct bicycle overpass from Railroad Ave to International Way
- (W) Improve Springwater Trail paving
- (X) Improve Kellogg Creek Trail
- (Y) Install Trolley Trail signage
- (Z) Fill in gaps in existing bike network with bike lanes or multiuse path.
- (AA) Improve intersection safety on 17th Ave at HWY 224 and at 99E.
- (AB) Improve ramp at Springwater Trail/Hwy 99E
- (AC) Complete Springwater Trail along Ochoco St

Add McLoughlin Blvd bike/ped underpass, label as "AD"

Add proposed bike lanes from Hwy 224 to 21st Ave
Remove shared facility designation

Remove shared facility designation

1) Remove proposed bike lanes
2) End Lake Rd bike lane at 21st Ave

Add Kellogg Creek Bike/Ped Bridge, label as "AC"

Collapse category to read "See Table 6-1 for U - AD project descriptions"

Table 6-2 Bicycle Master Plan Projects

Map ID ³	Priority	Type	Project Name	Project Description	From	To	Cost(s) \$1,000s ⁴
A	Low	C	Intersection Improvements at Adams and 21 st	Improve safety of crossing at intersection.	Location specific	Location specific	\$10
B	Low	C	Springwater Corridor Intersection Improvements at 45 th	Improve safety of crossing at intersection.	Location specific	Location specific	\$10
C	Low	C	Intersection Improvements at Johnson Creek Blvd and Linwood	Improve safety of crossing at intersection.	Location specific	Location specific	\$10
D	Low	C	Intersection Improvements at Linwood and King	Improve safety of crossing at intersection.	Location specific	Location specific	\$10
E	Low	C	Intersection Improvements at Linwood and Monroe	Improve safety of crossing at intersection.	Location specific	Location specific	\$10
F	Low	C	Intersection Improvements at Linwood and Harmony	Improve safety of crossing at intersection.	Location specific	Location specific	\$10
G	High	C	Hwy 224 Crossing Improvements at Oak and Washington	Improve intersection crossing safety for cyclists at Washington Street and Oak Street.	Location specific	Location specific	\$10
H	Low	C	Intersection Improvements at International Way and Lake Road	Improve safety of crossing at intersection.	Location specific	Location specific	\$10
I	Med	C	Harrison Street Bike Lanes	Fill in gaps in existing bicycle network with bike lanes (cost included with Harrison Street road widening project).	Hwy 99E	21 st Ave	NA
J	Low	C	Lake Road Bike Lanes	Fill in gaps in existing bicycle network with bike lanes (cost included with Lake Road road widening project).	Main St	Guilford Dr	NA
K	Low	C	Oatfield Road Bike Lanes	Fill in gaps in existing bicycle network with bike lanes.	Guilford Ct	Lake Rd	\$348
L	Low	C	Harrison Street Bike Lanes	Fill in gaps in existing bicycle network with bike lanes.	Hwy 224	42 nd Ave	\$13

³ See Figure 6-2⁴ Project costs are in 2007 dollars. Future costs may be more due to inflation. Costing details can be found in the Technical Appendix. In the case of operational projects, estimated costs are for the entire 22-year planning period.

Map ID ³	Priority	Type	Project Name	Project Description	From	To	Cost(s) \$1,000s ⁴
M	Low	C	37 th Avenue Bike Lanes	Fill in gaps in existing bicycle network with bike lanes.	Harrison St	Hwy 224	\$2,900
N	High	C	Railroad Avenue Bike Lanes <u>Facilities</u>	Fill in gaps in existing bicycle network with bike lanes, cycle track, multiuse path, or other facilities (cost included with Railroad Avenue road widening project).	37 th Ave	Linwood Ave	NA
O	Low	C	43 rd Avenue Bike Lanes	Fill in gaps in existing bicycle network with bike lanes.	King Rd	Filbert St	\$1,014
P	Low	C	Linwood Avenue Bike Lanes (north)	Fill in gaps in existing bicycle network with bike lanes.	Queen Rd	Johnson Creek Blvd	\$1,692
Q	Low	C	Linwood Avenue Bike Lanes (south)	Fill in gaps in existing bicycle network with bike lanes.	Juniper St	Harmony Rd	\$296
R	Low	C	Rusk Road Bike Lanes	Fill in gaps in existing bicycle network with bike lanes.	Lake Rd	North Clackamas Park	\$936
S	Med	C	Main Street Bike Lanes	Fill in gaps in existing bicycle network with bike lanes.	Harrison St	Moores St	\$2,131
T	Low	C	21 st Avenue Bike Lanes	Fill in gaps in existing bicycle network with bike lanes.	Harrison St	Lake Rd	\$50
U	High	C	29 th /Harvey/40 th <u>Bicycle Boulevard Neighborhood Greenway</u>	Designate as a <u>Bicycle Boulevard Neighborhood Greenway</u> and install <u>bicyclebike</u> boulevard improvements.	Springwater Trail	Monroe St	\$200
U	High	C	Monroe <u>Bicycle Boulevard Neighborhood Greenway</u>	Designate as a <u>Bicycle Boulevard Neighborhood Greenway</u> and install <u>bicyclebike</u> boulevard improvements.	21 st Ave	Linwood Ave	\$300
U	Med	C	Stanley Avenue <u>Bicycle Boulevard Neighborhood Greenway</u>	Designate as a <u>Bicycle Boulevard Neighborhood Greenway</u> and install <u>bicyclebike</u> boulevard improvements.	Springwater Trail	Railroad Ave	\$300
U	Med	C	19 th and Sparrow <u>Bicycle Boulevard Neighborhood Greenway</u>	Designate as a <u>Bicycle Boulevard Neighborhood Greenway</u> and install <u>bicyclebike</u> boulevard improvements. This would connect the south end of Kellogg Creek Trail to River Rd.	Eagle St	River Rd	\$737
V	Low	C	Bicycle and Pedestrian Overpass	Establish a dedicated bicycle and pedestrian connection across Railroad Avenue and the railroad tracks.	Railroad Ave	International Way	\$2,025
W	Med	G	Springwater Trail Paving Project	Improve corridor through repaving existing trail.	29th Ave	Linwood Ave	\$500
X	Low	C	Kellogg Creek Trail Improvements	Resurface trail and provide wayfinding signage to/from trail.	Milwaukie Riverfront	Treatment Plant	\$623
Y	Low	G	Trolley Trail Signage	Design and install Trolley Trail signage.	Milwaukie Riverfront	Southern city limits	\$54
Z	High	C	17 th Avenue Bikeway and Intersection Safety Improvements	Fill in gaps in existing bicycle network with bike lanes or multiuse path. Improve intersection safety and eastbound connection at 17 th Ave/Hwy 99E. Improve intersection safety at 17 th Ave/Hwy 224.	Waverly Dr	Harrison St	\$135

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Map ID ³	Priority	Type	Project Name	Project Description	From	To	Cost(s) \$1,000s ⁴
AA	Low	C	Springwater Trail Ramp Improvement at McLoughlin	Improve ramp at Springwater Trail and McLoughlin Blvd.	Location specific	Location specific	\$15
AB	High	C	Springwater Trail Completion	Contribute to regional project to complete Springwater Trail ("Sellwood Gap") along Ochoco Street.	17 th Ave	19 th Ave	\$80
NA	Low	C	Kronberg Park Trail	Construct multimodal trail along Kellogg Creek connecting Kronberg Park to downtown Milwaukie.	McLoughlin Blvd	Downtown	\$1,200
<u>AC</u>	<u>High</u>	<u>C</u>	<u>Kellogg Creek Bike-Ped Bridge</u>	<u>Construct bike-ped overpass over Kellogg Creek in conjunction with light rail bridge.</u>	<u>Site specific</u>	<u>Site specific</u>	<u>\$2,500</u>
<u>AD</u>	<u>High</u>	<u>C</u>	<u>Kellogg Creek Dam Removal and Hwy 99E Underpass</u>	<u>Replace 99E bridge over Kellogg Creek, remove dam, restore habitat; construct bike-ped undercrossing between downtown Milwaukie and Riverfront Park.</u>	<u>Site specific</u>	<u>Site specific</u>	<u>\$9,000</u>
NA	High	G	Bike Route Signage	Install neighborhood bike route signage.	Citywide	Citywide	\$150
NA	High	O	Bike Lane Maintenance	Sweep bike lanes to remove debris.	Citywide	Citywide	\$1100
NA	Low	O	Bicycle-friendly Street Grates	Install bicycle-friendly street grates.	Citywide	Citywide	\$50
NA	Low	O	Milwaukie Bike Map	Produce a Milwaukie Bike Map.	Citywide	Citywide	\$50
NA	Low	O	Police Enforcement on Drivers	Enforce laws related to bike lanes and bicycle safety.	Citywide	Citywide	\$10
NA	Low	O	Bike Lane Striping	Re-stripe existing bike lanes and stripe bike lanes on streets where buses and bicyclists share the road.	Citywide	Citywide	\$20
NA	Low	C	Springwater Trail Signage	Install wayfinding signage for Springwater Trail.	Citywide	Citywide	\$15
NA	Low	O	North Clackamas Greenway Corridor Study	Study feasibility of corridor for multiuse path construction (possibly along Kellogg Creek).	Downtown	Clackamas Regional Center	\$50
NA	Med	O	Cyclist Education	Promote cycling through bike use and route selection education.	Citywide	Citywide	\$10
NA	Med	O	Community Bicycle Rides	Coordinate community bike rides to encourage bike use.	Citywide	Citywide	\$5

Notes:

C = Capital Project High = High priority
 O = Operational Project Med = Medium priority
 P = Policy Project Low = Low priority

Action Plan

The Bicycle Action Plan identifies projects that are reasonably expected to be funded with City funds by 2030, which meets the requirements of the updated State's Transportation Planning Rule.⁵ The Action Plan project list is the result of a citywide project ranking process. All of the modal master plan projects were ranked by the TSP Advisory Committee after consideration of the Working Groups' priorities, other public support for the project, and how well each project implements the TSP goals and policies. The highest-ranking bicycle projects that are reasonably expected to be funded (see Chapter 13) are shown in Table 6-3.

Table 6-3 Bicycle Action Plan

Project Name	Project Description	From	To	Direct Funding or Grant Match
29 th /Harvey/40 th Bicycle Boulevard Neighborhood Greenway	Designate as a Bicycle Boulevard Neighborhood Greenway and install bicycle boulevard improvements.	Springwater Trail	Monroe St	Direct
Bike Route Signage	Install neighborhood bike route signage.	Citywide	Citywide	Direct
Bike Lane Maintenance	Sweep bike lanes to remove debris.	Citywide	Citywide	Direct
Monroe Bicycle Boulevard Neighborhood Greenway	Designate as a Bicycle Boulevard Neighborhood Greenway and install bicycle boulevard improvements.	21 st Ave	Linwood Ave	Match
17 th Avenue Bikeway and Intersection Safety Improvements	Fill in gaps in existing bicycle network with bike lanes or multiuse path. Improve intersection safety and eastbound connection at 17 th Ave/Hwy 99E. Improve intersection safety at 17 th Ave/Hwy 224.	Waverly Dr	Harrison St	Match

REGIONAL TRANSPORTATION PLAN (RTP) COMPLIANCE

The projects identified in the Master Plan list and further refined in the Action Plan list are in line consistent with the Metro 2035 Regional Transportation Plan (RTP). The RTP includes specific goals that can be used to measure the success of regional planning efforts to improve the overall transportation system. Specifically, the Master Plan and Action Plan projects identified in this chapter are in line with Metro's goals for regional mobility and non-single occupant vehicle (non-SOV) modal targets.

Three of the goals in the 2035 RTP relate to the regional bicycle system in particular:

⁵ OAR Chapter 660, Department of Land Conservation and Development, Division 012, Transportation Planning, adopted on March 15, 2005, effective April 2005.

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- Reduce the number of bicyclist fatalities plus serious injuries by 50% compared to 2005.
- Triple the biking mode share compared to 2005.
- Increase by 50% the number of essential destinations accessible within 30 minutes by trails and bicycling compared to 2005.

All of the Master Plan and Action Plan projects identified in this chapter will help the region meet these goals. At the community level in Milwaukie, some of these goals are already met. For example, there is no record of bicyclist fatalities or serious injuries in 2012. And given the relatively compact nature of the city, no destination is more than 30 minutes away by bicycle. Certainly, the strategies outlined in this chapter will allow Milwaukie to contribute further to the region meeting those goals. It is the effort to increase the biking mode share where Milwaukie can play a more active role in meeting the regional goal. As more data and tools become available to help measure local biking mode share, it will become easier to gauge the success of the projects identified in this chapter in increasing that share.



MILWAUKIE

Dogwood City of the West

To: Planning Commission

Through: Steve Butler, Planning Director & Interim Community Development Director

From: Ryan Marquardt, Senior Planner

Date: February 6, 2013, for February 12, 2013, Worksession

Subject: Tacoma Station Area Plan – Briefing #3

ACTION REQUESTED

None. This is a briefing for discussion only.

BACKGROUND INFORMATION

A. History of Prior Actions and Discussions

- **December, 2012:** Staff briefed the Planning Commission on the preferred land use scenario and transportation projects that will be part of the plan.
- **July, 2012:** Staff briefed the Planning Commission on the project goals and objectives, input from stakeholders, and received input from the Planning Commission on project goals, objectives, and evaluation measures.
- **May, 2012:** Staff provided Planning Commission with an overview of the project and its status.

B. February 12, 2013 Planning Commission Briefing

The project consultant, Angelo Planning Group (APG), is currently revising a draft of the Tacoma Station Area Plan (TSAP) document. As a result, there are not supporting materials ready for inclusion with the normal Planning Commission packet.

Staff will distribute a supplemental packet on February 6, 2013. The materials in that packet will highlight key points and policy questions for the plan. The materials will include a revised map of the preferred land use plan and drafts of the zoning ordinance amendments that will implement many of the policies in the plan. Staff and APG will present these items for discussion and feedback from the Planning Commission.