

MINUTES

MILWAUKIE CITY COUNCIL WORK SESSION
February 7, 2006

Mayor Bernard called the work session to order at 5:30 p.m. in the City Hall Conference Room.

Council Present: Councilors Barnes, Collette, Loomis, and Stone.

Staff Present: City Manager Mike Swanson, Community Development/Public Works Director Kenny Asher, Resource and Economic Development Specialist Alex Campbell, Information Coordinator Grady Wheeler, Finance Director Stewart Taylor, and Community Services Director JoAnn Herrigel.

North Industrial Planning

Mr. Campbell reported that the 300-acre North Industrial area represented almost 10% of the City's property tax base. There were 2,000 – 2,500 jobs in that area with about 1/3 of those related to transportation activities. Another third were in specialty construction such as Portland Mechanical and the Stoner Group. The average wages were \$50,000 - \$60,000, and higher degrees were not necessary. Freight was central to those business practices, and issues existed regardless of light rail considerations. The 2003 study took as its baseline the notion that the area was not working and needed to be redeveloped. He believed the area was working better than anticipated at the time of that study, and the spaces were being re-used for similar functions. He noted there was a growing sense in the region that it was important to protect industrial land. There was resistance to some of the proposals that came out of the land use study and concerns about introducing other uses that were in conflict with the existing uses.

Staff was seeking direction from Council about initiating preliminary discussions with the Oregon Department of Transportation (ODOT) to determine what the actual issues were and to determine next steps. Mr. Campbell asked who, if the Council thought this was a good idea, should be contacted in addition to the local business owners. The thought was to initiate a planning process that would focus on the existing local businesses and talking about freight issues. This starting point might put other planning processes on a better footing.

Mayor Bernard would attend the Clackamas County Business Alliance, and he understood there was a group looking at the area for a metal fabrication training school. He noted that warehousing was changing, and smaller companies were looking at facilities with less square footage.

Councilor Collette understood the primary focus of the proposal was to look at the issues and consider ways to resolve them.

Mr. Campbell said that was an open question at this point. While talking with ODOT and the transportation consultant Randy McCourt he got the feeling that

the traffic counts alone did not necessarily get at the business owners' issues. The most recent study related to the park-and-ride indicated that truck counts at the intersections had increased by about 200% over the past couple of years. These businesses were going concerns, and owners predicted more and more trucks moving through that area.

Councilor Stone asked if there was a count of the actual number of trucks.

Mr. Campbell said there were September 2005 counts at a couple of intersections, and ODOT suggested gathering data from shipping logs. Traffic counts were conducted at certain intersections during peak times, but that did not necessarily provide the full picture. There was an hourly count at Milport and Main that showed the morning peak increasing from 20 to 50 trucks an hour.

Councilor Collette understood some of the intersections were almost failing at this time.

Mr. Asher replied these intersections were not failing in terms of transportation planning. City staff felt fortunate to have finally gotten ODOT's attention because the concerns were escalating. The City was trying to get beyond simple traffic counts and understand what was going on with the businesses that relied on those roads. His sense was that there had been a lot of hysteria around this issue on both sides, but he felt that could be reduced by gathering more information to understand the actual movements. There was no clear truck route, and gathering more data on the times of day trucks were actually using the intersections would be helpful.

Councilor Loomis observed numbers did not tell the real story, and he felt that staff was going in the right direction.

Councilor Stone was pleased that ODOT was at the table and interested. In looking at the businesses and identifying mitigation options, she also wanted to look at the entire area that might include light rail, a park-and-ride, and a parking structure. All of those should be incorporated in the event routes and roads were reconfigured. It would make sense to do major regional planning.

Mr. Asher thought the region would agree in principle. There was a lot of agreement from Metro, TriMet, and ODOT that this was a regional asset. The light rail discussion would not go very far unless some of these issues were addressed. When the light rail question was thrown into the middle of it, then the talks did not go very far toward finding answers. Until the base issues were understood, light rail was simply confusing and tended to polarize the parties.

Councilor Stone added in terms of her idea of looking globally she hoped to consider Amtrak, heavy rail, and possibly a Greyhound bus station. Milwaukie could be a true transportation hub. Based on her travels, she understood that Europe had true hubs that included all forms in one modality. Milwaukie could be a real regional model.

Mr. Asher thought that could make sense. The question was where such a thing would be built. He thought the North Industrial business owners would be very concerned about land availability and truck movement. He agreed in principle

because Milwaukie was already a sort of transportation hub, which would be important to its future. It was a sensitive subject in which he felt more investigation needed to be invested.

Councilor Stone had not intended to say such a facility would be located in Southgate. The City needed to look more broadly and consider all the options.

Mayor Bernard commented that most of the focus on transportation related to job creation, and for that reason, this was a very important area. The smaller warehousing facilities were now located in some of the cities rather than along the I-5 corridor for instance. Warehousing was often more compatible with the smaller-sized facilities.

Mr. Asher observed North Industrial was an interesting area. Parts of it were down and out, and other parts were vibrant. That, he felt, contributed to the chaos. The report may indicate that matters were not that grave, and that there was nothing ODOT would be interested in working on. There may be a different conclusion on the economic development side related to transportation needs to support those efforts. Staff proposed taking several months to sort things out, and Mr. Asher asked if Council had any suggestion of whom to contact.

There was general consensus from Council that staff should proceed with the process it suggested.

Clackamas Fire District #1 Annexation Tax Issue

Mr. Swanson discussed the issue that came out of a mistake when the City went out with the question of whether the City should annex to Clackamas Fire District #1 (CFD1) and reduce the tax certification to prevent a tax increase. The annexation question had previously been on the September 2004 ballot and was defeated. In May 2005, the question was presented as a straight annexation with a net zero fiscal impact. Mr. Swanson outlined the measure summary that stated the measure also required the City to reduce its property tax certification so that the total rate levy of the City and CFD1 was no more than the total rate currently levied. As part of the current fiscal year budget process, the City's maximum permanent rate allowed, \$6.5379, was reduced by CFD1's permanent rate of \$2.4012. The City levied the resulting \$4.13. The explanatory statement committed that the City would also amend the municipal code to adjust the property tax rate by reducing the City's tax rate by \$2.4012. The City did that during the budget process, and the City levied a portion of its permanent rate in the amount of \$4.1367. The District also levied its permanent rate which was \$2.4012, but that was not all that happened. The error in the ballot measure was that the District bonded debt would have to be assumed by the City as an annexing party.

The rate of that indebtedness for 2005 – 2006 was \$0.1520/\$1,000 valuation. The City made a commitment when it went to the voters in May 2005 that there would be no increase in anyone's property taxes as a result of the annexation. The effect of the bonded debt was to increase everyone's property tax bill, so the City needed to take action to honor its commitment. The county assessor was

correct and levied the bonded debt. The District did not realize any additional revenue from this occurrence even after taking in the new area. In Oregon, a taxing entity can levy either by a rate or by an amount. In the City budget, there were two funds that existed either in whole or in part through the permanent rate. In June when the City Council adopted the budget, it would also take action to levy a rate. There was the public safety debt service fund that was retiring the debt on the public safety building, and an amount was levied for that. Sometime after July 1, the assessor will translate that amount into a rate but not all that information was available when the budget was being prepared.

The error was admitted, and the City said it would find a way to hold to its commitment. There were two general approaches one could consider. Some advocated for sending out checks to everyone in the amount of the overpayment, but that was not Mr. Swanson's recommendation. He recommended adjusting the annual levy downward to reflect the amount collected in excess. The Oregon tax system would make it difficult to cut checks for people. The assessor currently had 6,096 residential accounts within the City of Milwaukie. There were a total of 7,857 accounts, so the City would have to issue that number of checks. What was not known was under what plan people paid their property taxes – full payment or by installments. There was also the issue of not knowing who was delinquent in their payments. If checks were cut, some of them would be very small. The average assessed value for residential property in Milwaukie was \$130,580, which meant the refund would be \$19.85. This option would be expensive and would include a lot of manual work to calculate who had or had not paid and how much. The less costly approach would be to adjust the levy further. He proposed that the City annually adjust its levy further downward to reflect the amount that was over the commitment for the life of the bond until it matured in 2015. The difficult thing about that option was that it would always be done in arrears because the assessor did not calculate the effective rate until after the City certified its taxes. The City would take the assessor's effective rate in 2005/2006 and apply that to the value to determine the overpayment to recalculate the amount Milwaukie would levy.

Mr. Swanson could not predict what this meant in future years because the rate would change as values changed. The District's rate would drop because it had a reserve for payment of the bonds. He surmised that the District levy less and make at least portions of its payments out of the reserves. The Oak Lodge bond measure retired in 2005, and one remained. To implement this action and meet its commitment, the Council would need to amend the municipal code. There would be a *Pilot* article in March and one at the end of the budget process along with a handout for the public. It was important to acknowledge this was a commitment the City made, and the error would not be taken lightly.

Councilor Stone asked what that mean over the next few years.

Mr. Swanson replied the District's debt would retire in 2015, and he thought a healthy reserve fund had been established. He guessed taxpayers would see a declining amount, but he could not predict beyond the next budget. He would draft an ordinance for the next City Council meeting. He believed the amount

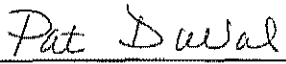
this year would be \$198,000 though it would decline annually. The District would have to use its excess reserve on the debt instruments. To him this was about keeping the City's word, so it needed to be done.

Mr. Taylor added the Budget Review Board considered and supported Mr. Swanson's proposal at its meeting last week.

Mayor Bernard announced his intention to appoint Jeremy Ferguson to the Budget Committee, and the Councilors concurred

Mayor Bernard announced the Council would meet in executive session pursuant to ORS 192.660(2)(e) to conduct deliberations with persons designated to negotiate real property transactions and (h) to consult with attorney regarding legal rights and duties in regard to current litigation or litigation likely to occur.

Mayor Bernard adjourned the work session at 6:19 p.m.



Pat DuVal, Recorder

AGENDA

MILWAUKIE CITY COUNCIL WORK SESSION FEBRUARY 7, 2006

MILWAUKIE CITY HALL

Second Floor Conference Room
10722 SE Main Street

WORK SESSION – 5:30 p.m.

A light dinner will be served.

Discussion Items:

	<u>Time</u>	<u>Topic</u>	<u>Presenter</u>
1.	5:30 p.m.	North Industrial Planning	Kenny Asher
2.	5:45 p.m.	Clackamas Fire District #1 Annexation Tax Issue	Mike Swanson
3.	6:00 p.m.	Adjourn	

EXECUTIVE SESSION – 6:00 p.m. (time approximate)

The Milwaukie City Council will go into Executive Session pursuant to ORS 192.660(2)(e) to conduct deliberations with persons designated to negotiate real property transactions and (h) to consult with attorney regarding legal rights and duties in regard to current litigation or litigation likely to be filed.

All discussions are confidential and those present may disclose nothing from the Session. Representatives of the news media are allowed to attend Executive Sessions as provided by ORS 192.660(3) but must not disclose any information discussed. No Executive Session may be held for the purpose of taking any final action or making any final decision. Executive Sessions are closed to the public.

Public Notice

- The Council may vote in work session on non-legislative issues.
- The time listed for each discussion item is approximate. The actual time at which each item is considered may change due to the length of time devoted to the preceding items.
- For assistance/service per the Americans with Disabilities Act (ADA) please dial TDD (503) 786-7555.
- The Council requests that all pagers and cell phones be either set on silent mode or turned off during the meeting.



To: Mayor and City Council

Through: Kenny Asher, Community Development & Public Works Director

From: Alex Campbell, Resource & Economic Development Specialist

Subject: North Industrial Area Planning

Date: January 23, 2006, for Council Work Session of February 7, 2006

Action Requested

None. This report is intended to stimulate a discussion on the merits of a to-be-determined North Industrial area planning process.

Background

The North Industrial Area of Milwaukie is 290 acres of industrially zoned land in the Northwest quadrant of the City (bounded by OR 224 to the south, the City of Portland to the north, 17th Avenue to the west, and Railroad Avenue to the east). McLoughlin Blvd. (OR 99E) bisects the area. (Maps attached.)

The area represents a significant share of local economy activity, including 3.7 million square feet of industrial and commercial buildings and over 8% of the total City property tax base. Approximately 2,300 full-time jobs are located in the area. A majority of those jobs are in sectors with above-average wages, particularly in relation to the level of education required.

One of the area's primary competitive advantages is its excellent location – within 5 miles of both downtown Portland and US I-205 – and railroad access. Roughly one-third of employment is in shipping/warehouse and wholesale trade sectors, which are highly reliant on their ability to move freight efficiently in and out of the area. Another third of employment is in manufacturing (including specialty construction products). Many of these firms also require truck access (and to a lesser extent rail) to bring in supplies and to ship products. As a result, the quality of the connections to the regional transportation network is vital to the economic health of the district.

Local businesses have raised concerns at a number of points in recent years about problems with truck movements at tight internal intersections (such as Mailwell and Main) and with access limitations to and from OR 99-E (particularly the Main/Milport/McLoughlin intersection). Recent testimony by local property owner's before the Planning Commission regarding the proposed TriMet "Park and Ride" at the Southgate Theater site highlighted the depth of these concerns.

In 2003, the City (with support from prime consultant OTAK and subcontractors Hobson Ferrarini Associates and DKS Associates) completed a study of land use and transportation in the North Milwaukie Industrial Area ("North Industrial Area Land Use / Transportation Plan" or "NILUS"). The study evaluated regional market demand for multiple types of property; current conditions; and improvements that would be necessary if the area were to transition to higher intensity uses. It recommended a package of intersection improvements for the short-, middle-, and long-term (detailed in the attached memo).

Local businesses raised concerns about the introduction of potentially conflicting uses (i.e., more office uses) considered in NILUS. A group of concerned business and land owners funded a transportation study by Kittleson Associates, which identified problems with existing conditions and scrutinized the NILUS proposals. In mid-2003, local focus shifted to "Working Group" discussions of the proposed light rail alignment. NILUS recommendations were put on hold.

TriMet's Amended Supplemental Draft Environmental Impact Statement (ASDEIS) process for Milwaukie Light Rail Transit (LRT) is scheduled to restart in 2006. The Locally Preferred Alternative ("LPA") envisions the placement of light rail along Main Street from Tacoma Street to the Southgate Theater site. Such an alignment – particularly in combination with the additional traffic that would be generated by a light rail station within the industrial area – was widely criticized by area businesses in the Working Group process because of concerns about negative impacts on freight mobility.

Since the elimination of the Kellogg Lake site from consideration as a transit center, staff has been revisiting these North Industrial Area issues. Fundamentally, the challenge is to manage the natural tension between regional through-traffic along the 99E/224 corridor and local needs for safe and efficient access in and out of the North Industrial area.

In preliminary conversations, staff has found some interest among state and regional agencies, including Metro, TriMet, ODOT, and OECDD, in exploring the economic and transportation/transit issues in this area. While the challenge can be conceptualized fairly simply (i.e., conflict between the regional traffic/transit and local need for access), effective solutions will certainly require fine-grained analysis and committed public and private partners.

If the Council feels that this work is important and valuable for the City, staff will work with partner agencies and local stakeholders to determine if the situation warrants a multi-agency planning process.

Both the scoping work and any follow-on study could potentially inform the LRT ASDEIS planning process. One possible outcome of a formal planning process would be the definition of a multi-modal transportation package that integrates transit, rail, highway, freight and local access improvements that could support existing businesses while enhancing the City's long-term economic vitality.

Concurrence

ODOT has expressed a willingness to continue this discussion. City of Milwaukie departments of Engineering and Planning have been consulted on this idea and have concurred that it is an important area of study for the City.

Fiscal Impact

N/a

Work Load Impacts

None. This work will be absorbed into existing positions: chiefly the Community Development and Public Works Director and the Resource and Economic Development Specialist, with contributions from the departments of Engineering and Planning.

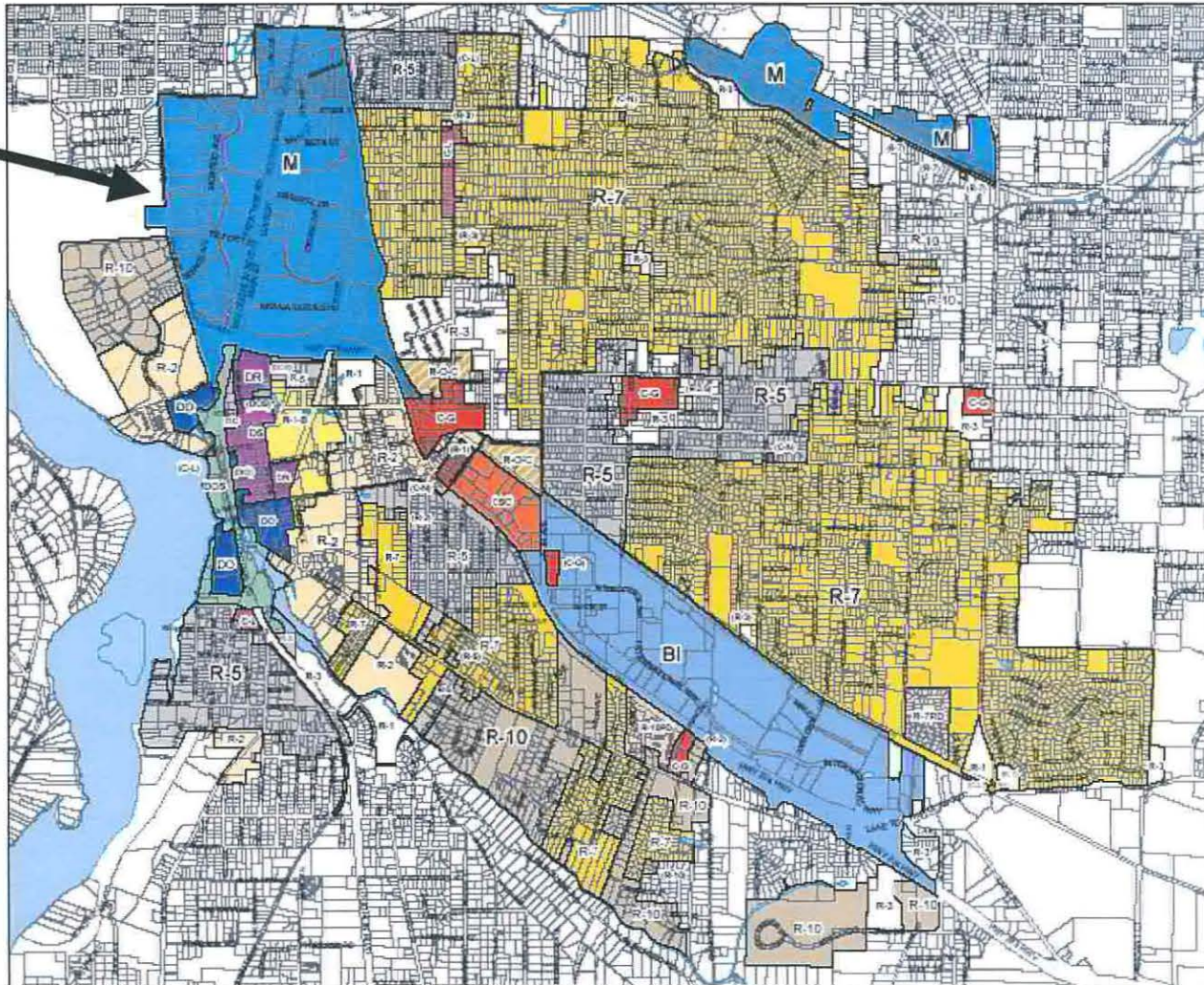
Alternatives

Council may direct staff to cease these discussions, as they could (if productive) lead to a planning effort that would require city resources (staffing and some funding). Ultimately this effort could point to transportation or transit improvements that could require city resources (staffing and funding). Staff recommends, however, that Council affirm this effort – recognizing that without further attention, the transportation, transit and economic challenges in the North Industrial area will likely worsen, to the detriment of the City.

Attachments

1. Maps
2. Staff memo on previous study findings/policy context

North Milwaukie Industrial Area



ZONING

- | | |
|--------------------|-------------------|
| Industrial | Commercial |
| BI | C-8 |
| M | C-L |
| | C-6 |
| | C-CS |
| Residential | Downtown |
| R-1 | DS |
| R-1-B | DC |
| R-2 | DR |
| R-2.5 | DCS |
| R-3 | |
| R-5 | |
| R-7 | |
| R-7PO | |
| R-10 | |
| R-10PD | |
| R-O-C | |
| Mixed Use Overlay | |
| City Boundary | |
| Water Body | |

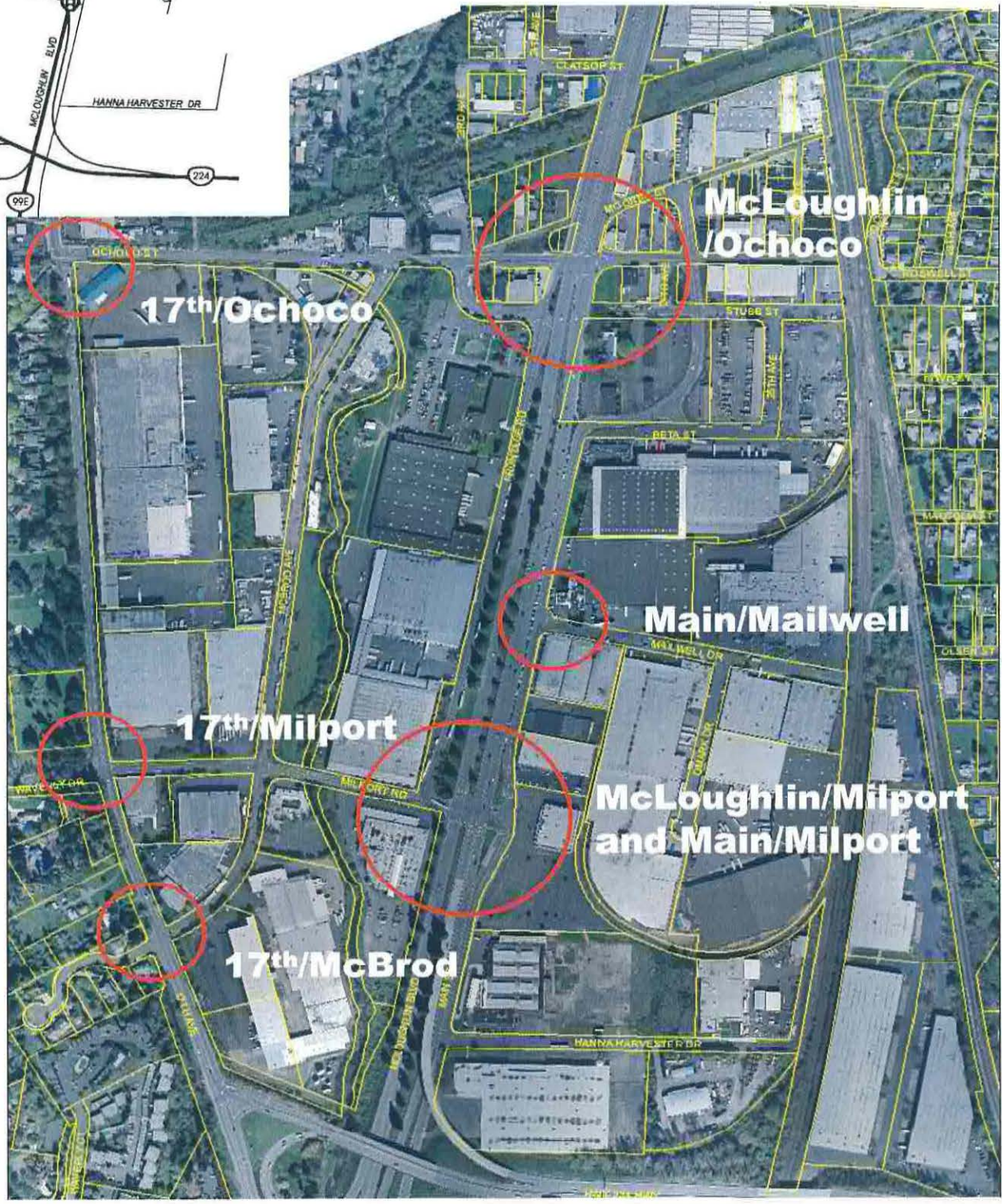
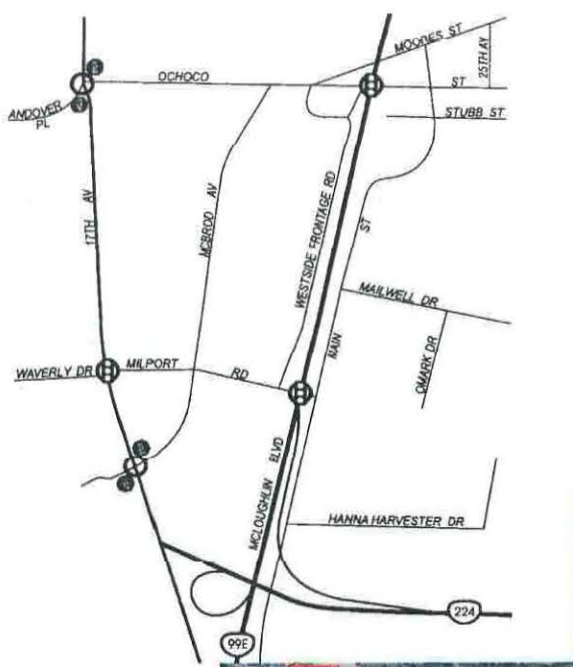


Adopted Ord. #1947 February 15, 2005

Data Source: City of Milwaukie GIS
Clatsop County GIS
Metro Data Resource Center



North Milwaukie Industrial Area – Key Intersections



Attachment 2

North Milwaukie Industrial Area

Key Findings/Recommendations of Prior Studies/Policy Documents

(Collected January 2006, City of Milwaukie, Community Development)

Summary:

- City TSP & RTP both call for corridor study of 99E/224 (particularly the connection of 99E and 224, but also interactions between highways and local circulation).
- South Corridor Project SDEIS
 - Identified probable negative impacts of LRT on three intersections:
 - Milport/Main
 - Milport/McLoughlin and
 - Tacoma/McLoughlin
 - Proposed mitigations rely to some extent on signal timing changes to reach an acceptable level of service
 - Other negative impacts recognized:
 - closure of SE Moore
 - narrowing of Main
 - loss of on-street parking
 - SDEIS does not clearly address whether gates on Ochoco and Milport for train crossings would impact traffic/whether those impacts were factored.
- NILUS proposes further study & improvements
 - Near Term (1-5 years):
 - McLoughlin/Hwy. 212/224 “Access Refinement Study”
 - Main/Milport Realignment
 - Mid-Term (6-15 years):
 - 17th & Ochoco traffic light
 - North Main Extension
 - McLoughlin & Milport – additional turn lanes
 - Long-Term (16+ years):
 - McLoughlin/224 interchange fix
- Kittleson identifies a number of unanswered questions regarding:
 - Timing of improvements
 - Relation of traffic needs and land use
 - Interaction of multiple transportation systems

Details follow in chronological order of report publication...

City of Milwaukie, TSP [1997]

**Table 6.11
Future Street Improvements Project List [selected items, *emphasis added*]**

Number	Location	Description
8	ORE 224 Access Control	Surface intersections will operate at poor levels of service in future without improvement. Even with intersection modifications, adequate operation cannot be maintained in the future. Tri-Met LRT crossing of ORE 224 affects design solutions. <i>A coordinated corridor study of ORE 224/ORE 99E through Milwaukie is needed involving the City, County, ODOT, and Tri-Met (including study of ORE 224, ORE 99E, and adjacent surface streets).</i>
10	ORE 99E / Access Control	Capacity constraints of signalized intersections between the Tacoma Street interchange and ORE 224 will require access control with future traffic to avoid diversion of traffic onto Milwaukie streets. For safety and capacity needs, full access control should be considered. Two improvements that need to be made include: (1) the frontage road connection from Milport Road to Tacoma Street, and 2) the overcrossing of Ochoco Street across ORE 99e. <i>Access to future LRT park and ride station must be integrated into the future circulation. Access control consideration may favor placing the LRT station closer to the Tacoma Street overcrossing than to the south. The ORE 99E/ORE 224 Corridor study should address the optimal configuration of local streets and overcrossing.</i>

**South Corridor Project, "Supplemental Draft Environmental Impact Statement," Chapter 4
[December 2002]**

See Table 4.3-5, "2020 P.M. Peak-Hour Intersection Level of Service, by Alternative"

"additional trips to the street network associated with the Tacoma Street, Southgate" Park-and-Ride Lots would "increase vehicular volumes" at SE Tacoma St, SE Milport, and 17th Ave (& McLoughlin) "and would cause deterioration in their level of service compared to the No-Build Alternative."

Potential mitigation:

"at the intersection of SE Tacoma Street and SE McLoughlin Blvd at the northbound on-off ramp, could include protected northbound and southbound left-turn phases, coupled with a reconfiguration of the north and south lane geometry to accommodate new phasing and optimized signal timing."

"at the intersection of SE Milport Road/SE McLoughlin Blvd ... could include signal timing optimization and additional turn lanes westbound on SE Milport ..." (p. 4-35, 4-36)

"Alternatives to the at-grade light rail crossing of SE Main ... could be considered, which could avoid queuing impacts, including relocating SE Main Street east of the station area. Studies of the stacking and sight distance requirements along SE Main Street will be necessary for any access that is not conforming to the City of Milwaukie's 200-foot access spacing standard. For example, vehicular access to the south parking lot may need to shift to the south. It may also be desirable to consider a roundabout design..."

South Corridor Project, "South Corridor Transportation Results Report," Chapter 6 "Milwaukie Sub-Area". [DRAFT REPORT, December 2002]

Found that mitigations were called for at McLoughling and Milport for a Southgate LRT TC/park and ride due to traffic and queueing impacts.

2020 PM Peak Unmitigated Traffic Operations

	Delay	Level-of-Service	Demand-to-Capacity
No Build	12.5	B	0.93
Busway Alternative	108.3	F	1.51
Bus Rapid Transit Alt	42.4	D	1.16
Milw LRT	114.2	F	1.17

Freight impacts:

The Milwaukie LRT ... would alter the design of SE Main Street and SE Moore Street which would impact freight movement in the area. Narrowing of SE Main Street (to 26 feet) would require all side streets and driveways to be adjusted to accommodate large truck movements (longer curb returns and wider driveways). A couple of loading docks off Main Street ... would need to be limited to smaller trucks or reconfigured... The loss of SE Moore Street would require out of direction travel (small volume and distance) from northbound SE McLoughlin Blvd traffic destined to the west side of Highway 99E (via SE Milport road).

Southgate station would displace 350-400 parking spaces.

Proposed mitigations at Milport for Southgate LRT station:

The traffic operations mitigation ... include modification of the eastbound and westbound geometry to include separate left turn lanes and shared through/right lanes. Other signal phasing improvements such as permitted/protected left turns in the east/westbound directions and signal timing modifications such as increasing the cycle length to 120 seconds and optimize the signal timing would help to reduce impacts at this intersection. ... additional mitigation for the southbound direction of volume is necessary ... [these] could include additional capacity in the southbound direction of SE McL Blvd, reduction of the park and ride spaces ... relocation of Southgate park-and-ride, access management for circulation to/from the Southgate park-and-ride site, and corridor improvements along Hwy 99E

... Potential redesign of the access for the park-and-ride, and circulation of the Southgate transit station, should be evaluated further to determine an appropriate access strategy and design to accommodate the potential queues.

OTAK, "North Industrial Area Land Use/Transportation Plan" [ODOT/TGM Project, May 2003]

Based upon input from Hobson Ferrarini regarding redevelopment potential and a DKS Associates transportation analysis (March 2003), recommended the adoption into the City of Milwaukie TSP of a

phased set of capacity and access improvements (including both those recommended in the South Corridor planning and some additional improvements):

Near Term (1-5 years)	Description
McLoughlin/Hwy. 212/224 Access Refinement Study	Conduct study of vehicle movements, congestion, freight and auto circulation, and grade separation design options and funding strategies for the Hwy. 212/224/McLoughlin Interchange.
McLoughlin & Ochoco intersection	Coordinate with ODOT to evaluate potential for left-turn pocket for southbound McLoughlin traffic to Ochoco. [Hold until construction of N. Main Extension of Interchange – see below]
Main/Milport Realignment	Reconfigure Milport at Main to provide vehicle queuing capacity as part of Southgate transit center project.
Mid-Term (6-15 years)	Description
17th & Ochoco	Add southbound left and northbound right turn lanes, and new traffic signal.
North Main Extension	Extend Main Street to Tacoma
McLoughlin & Milport	Add southbound through lane and right turn lane. Add separated right turn lane (eastbound) from Milport to McLoughlin, add left turn out from Milport (westbound) to McLoughlin.
Long-Term (16+ years)	Description
McLoughlin Interchange	Provide Grade separation of McLoughlin at Milport to enhance direct access to Hwy 212/224 from southbound McLoughlin

Kittleson & Associates, “North Milwaukie Industrial Lands Access and Circulation Study” [June 11, 2003]

Observations:

- RTP concept requires significant access and circulation improvements to preserve land uses
- RTP concept is expensive, impacting, and creates less-than-ideal designs
- Long range (at-grade) plans are expensive and aren’t consistent with ODOT and Metro objectives
- Some components of RTP concepts are compatible to Long Range plans
- Near term improvements just postpone the inevitable
- LRT line appears to create new constraints and issues that should be addressed

Questions for future discussions:

- What is the optimal range of land uses for the area? How will the current core uses be complemented by future development?
- How important is access and circulation to maintaining the area’s economic viability?
- Is the RTP concept the best plan? If so, should we have a ‘road map’ to get there?
- Near term improvements just buy time. How should we best use that time?
- The LRT alignment and stations are significant features that once placed, won’t likely be moved. What is the best way to be sure the benefits to the region complement the sub-area?
- Are you ready to tackle this huge effort now or do you wish to deal with it later?

Milwaukie Transit Center Working Group, “Milwaukie Transit Center Evaluation Factors for Discussion” [November 13, 2003]

Three mitigations for direct traffic impacts on Milport due to the Southgate LRT Transit Center (the base case with no mitigations was termed “1.1”):

- Milport Hook via Harder (Option “1.2”)
- Milport Hook via new Hwy 224 Tunnel (“1.3”)
- Elevated LRT with Milport Fix (“1.4”)

Findings:

- Traffic Delay:
 - Alternative 1.1 has level of service F conditions and operational problems at McLoughlin/Milport. Alternatives 1.2, 1.3 and 1.4 mitigate those problems to minimally acceptable levels.
- Access & Circulation/Trucks
 - Alternative 1.1 has little out of direction travel but compresses the rail crossing and station access into a congested location at Main/Milport. Access spacing is non-compliant. Queues substantially exceed available space on Milport. Alternatives 1.2, 1.3 and 1.4 not only eliminate the complexity of the LRT crossing and station access, but have compliant access spacing and adequate queue storage – better than existing. However, they produce ou of direction travel.

- 2020 Intersection Performance, PM Peak Hour

Alternative	McLoughlin & Ochoco	McLoughlin & Milport	Main/Milport
2020 Base	(B) 0.85	(B) 0.93	A/B
1.1	(B) 0.86	(F) 1.18	A/C
1.2	(B) 0.86	(C) 0.97	A/B
1.3	(B) 0.86	(C) 0.97	A/B
1.4	(B) 0.86	(C) 0.97	A/D

- Queueing at McLoughlin/Milport Road: (Available space) 95th percentile queue in feet

Alternative	Eastbound on Milport	Westbound on Milport
2020 Base	(1280) 200	(50) 75
1.1	(1280) 150	(50) 300
1.2	(1280) 200	(380) 275
1.3	(1280) 200	(380) 275
1.4	(1280) 200	(380) 275

Metro, “2004 Regional Transportation Plan” [July 8, 2004]

Chapter 3, RTP systems analysis on Hwy 99E (Portland central city to Hwy 224):

Improvements defined in the 2020 Preferred System for this segment of 99E are focused on:

- maintaining an acceptable level of accessibility to the Portland central city
- providing a transit alternative to Highway 99E
- providing a better transition from Highway 99E to Highway 224 in Milwaukie

The following are key findings and conclusions, reflecting analysis of the performance of the improvements defined for this corridor.

Findings: Highway 99E is expected to remain congested during the evening two-hour peak period despite widening to six lanes, significant street access limitations and frequent light rail transit and bus service in the corridor. Light rail ridership is expected to be high during the evening two-hour peak period. Parallel arterial streets are not expected to experience congestion during the evening two-hour peak period.

Conclusions: A more detailed evaluation of the timing and scope of proposed improvements, including light rail to Clackamas regional center along Highway 224, is needed to address heavy travel demand in this corridor and along Highway 224 between 99E and I-205. In addition, a LOS policy change to F/E during the evening two-hour peak period is recommended. Metro is currently leading a study to consider transportation alternatives in this corridor to define an interim solution for addressing travel demand in this corridor. The study, called the South Corridor Transportation Alternatives Study, was established to address the above factors as well as in response to the defeat of the November 1998 ballot measure that would have reaffirmed local funding for the South/North light rail project. The study is organized into segment-specific corridor teams based on specific study segments, allowing for solutions that are tailored to the needs of each segment. The transportation strategies for each segment will be integrated into a single transportation strategy for the entire corridor. In the later part of the plan period, parallel light rail service provides an effective, reasonable alternative for accessing the Portland central city. See Chapter 6 for more detail on the South Corridor Transportation Alternatives study.

Chapter 6 of the RTP notes the need for a refinement study for the McLoughlin-Hwy 224 corridor:

McLoughlin-Highway 224

Long-term improvements are needed in this corridor to preserve access to and from the Central City from the Clackamas County area, to provide access to the developing Clackamas regional center and to support downtown development in the Milwaukie town center. The recently completed South/North light rail study demonstrated a long-term need for high-capacity transit service in this corridor. The long-term transit need is critical, as demonstrated in the RTP analysis, where both highway and high-capacity transit service were needed over the 20-year plan period to keep pace with expected growth in this part of the region. The 2040 Growth Concept also calls for the regional centers and central city to be served with light rail. Transportation solutions in this corridor should address the following design considerations

- institute aggressive access management throughout corridor, including intersection grade separation along Highway 224 between Harrison Street and I-205
- design access points to McLoughlin and Highway 224 to discourage traffic spillover onto Lake Road, 34th Avenue, Johnson Creek boulevard, 17th Avenue and Tacoma Street
- monitor other local collector routes and mitigate spillover effect from congestion on McLoughlin and Highway 224
- consider an added reversible HOV or peak-period priced lane between Ross Island Bridge and Harold Street intersection
- expand highway capacity to a total of three general purpose lanes in each direction from Harold Street to I-205, with consideration of express, HOV lanes or peak period pricing for new capacity
- provide a more direct transition from McLoughlin to Highway 224 at Milwaukie to orient long trips and through traffic onto Highway 224 and northbound McLoughlin
- provide improved transit access to Milwaukie and Clackamas regional centers, including rapid bus in the short term, and light rail service from Clackamas regional center to Central City in the long term