



TO: Mayor and City Council

FROM: Pat DuVal, City Recorder

DATE: March 10, 2003

RE: FYI Memo for the Weeks of March 10, 2003 - March 21, 2003

With only one week between regular Council sessions, the March 17 and 18 agendas are pretty light; however, several important City topics are up for discussion. Council President Lancaster will be the presiding officer at both sessions as Mayor Bernard is out of town.

## **MARCH 17, 2003 COUNCIL WORK SESSION**

1. **Open Public Forum:** This is a standing section of the second work session agenda each month. Residents and other interested persons have the opportunity to address Council on any topic during this 30-minute period beginning at 6:00 p.m.
2. **North Clackamas Parks and Recreation District Budget:** District Director Mike Henley has requested a few minutes during the work session to update Council on the NCPRD budget.
3. **Downtown Parking/Management Plan:** At a joint City Council/Planning Commission work session in December, staff presented the "Draft Guiding Principles" which broadly framed the values and objectives for downtown parking management. In the meantime, the consultant, Kittleson & Associates, developed "Draft Operating Principles" which define the purpose and priority for downtown area parking. In addition, a traffic calming treatment implementation plan was drafted to address Stakeholder Committee members' concerns about the impacts of development and cut-through traffic on neighborhood livability. Staff is asking for direction on the "Draft Operating Principles" and neighborhood traffic management methods.



## **MARCH 18, 2003 COUNCIL MEETING**

1. **Demolition Phase I of Old Safeway Building**: Staff is requesting Council authorization to solicit bids to demolish the old Safeway building to the slab and to allow the City Manager to sign a demolition contract not to exceed \$35,000.
2. **PERS Appeal**: The League of Oregon Cities (LOC) is proposing that the City, along with other member cities, engage the law firm of Mersereau & Shannon, LLP, to file an appeal of the rate increase passed by the PERS Board on February 11, 2003. The increase to Milwaukie is 4.85%.
3. **Authorize City Manager to Excuse the City Attorney from a Council Meeting**: Staff is requesting that Council delegate to the City Manager the authority to excuse the City Attorney from a City Council meeting after consulting with the City Attorney and after taking into consideration the Council policy favoring maximization of legal advise.

## **OTHER ISSUES OF INTEREST**

1. As earlier discussed with Council, Mike is excused from the March 17 work session to attend the Purim event at which Rachel is doing a reading.
2. The filing deadline for Council position #3 is March 11 at 4:00 p.m. At this time Joe Loomis is the only person who has filed for candidacy.
3. The Budget Committee is meeting March 31 and April 2 to hear departmental presentations. The agendas and materials will follow.
4. The 19<sup>th</sup> Annual Down to Earth Day is scheduled for May 3.
5. A reminder that JoAnn is putting a team together for the NAMIWALKS for the Mind of America benefiting NAMI—Oregon, an affiliate of NAMI (National Alliance for the Mentally Ill). The date of the walk is May 18.



**CITY OF MILWAUKIE  
CITY COUNCIL WORK SESSION AGENDA  
MARCH 17, 2003**

**MILWAUKIE CITY HALL**

Second Floor Conference Room  
10722 SE Main Street

***WORK SESSION – 5:30 p.m.***

Discussion Items:

	<u>Time</u>	<u>Topic</u>	<u>Presenter</u>
1.	5:30 p.m.	Information Sharing	Group
2.	6:00 p.m.	Open Public Forum	
3.	6:30 p.m.	North Clackamas Parks & Recreation District Budget Update	Mike Henley, NCPRD Director
4.	6:45 p.m.	Downtown Parking/Traffic Management Plan	Brion Barnett and Kittleson & Associates
5.	8:15 p.m.	Adjourn	

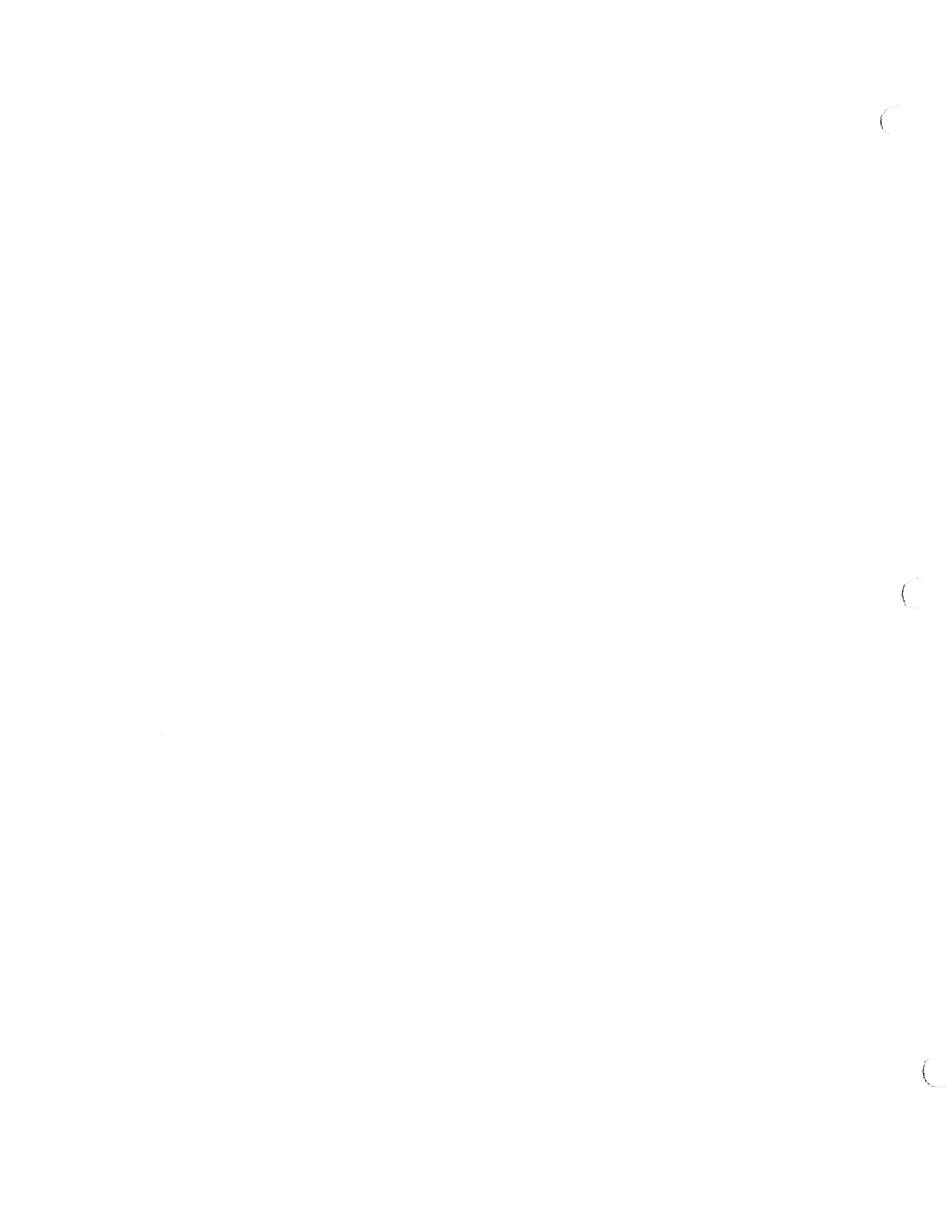
***The Council may vote in work session on non-legislative issues.***

***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.***

*At the end of the work session, the Council may hold an Executive Session under the authority of Oregon Revised Statutes 192.660 as needed.*

*For assistance/service per the Americans with Disabilities Act (ADA)  
dial TDD 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:** Mike Swanson, City Manager  
Alice Rouyer, Community Development/Public Works Director *AR*

**From:** Paul Shirey, Engineering Director *PS*  
Brion Barnett, Civil Engineer

**Subject:** Preliminary findings for Downtown Parking and Traffic Management Plan

**Date:** March 5, 2003 for the March 17 work session

### **Action Requested**

Review, discuss, and provide policy direction for new project findings from the Downtown Parking and Traffic Management Plan. Endorse or modify the proposed project Operating Principles and/or neighborhood traffic management methods.

### **Background**

1. Introduction – Staff previously presented the “Draft Guiding Principles” used to broadly frame the fundamental values and objectives for parking management in the greater downtown area. At this point in the project, Kittelson & Associates has evaluated the future (10-year) parking and traffic conditions in the downtown area and developed “Draft Operating Principles” which define the purpose and priority for parking in the downtown area. Stakeholder Committee members expressed concern for impacts to neighborhood livability related to existing and future development potential, and cut-through vehicle traffic between Highway 99 and Highway 224. Due to these concerns, staff and Kittelson worked together collaboratively to develop an implementation plan for traffic calming treatments

that may reduce vehicle speeds and potentially reduce vehicle volumes in the greater downtown area.

2. Key Issues

- Project update on future traffic and parking conditions, presentation of Draft Operating Principles.
- Manage neighborhood traffic impacts by reducing vehicle speeds on downtown streets: policy direction needed.
- Manage neighborhood traffic impacts by reducing traffic volumes on downtown streets: policy direction needed.

**Analysis of Key Issues**

1. *Future Parking Conditions*

Based on parking data analysis performed by Kittelson & Associates, the City has an adequate supply of parking to handle expected demands in the next 10 years.

**Table 1 – Public Existing and Future Peak Hour Summary\***

Condition	Type	Supply			Peak Hour Demand			Peak Hour Utilization		
		On Street	Off-Street	Total Parking	On Street	Off-Street	Total Parking	On Street	Off-Street	Total Parking
Existing	Short-term	300	19**	319	163	0**	163	54%	0%**	51%
	Long-term	37	262	299	31	184	215	84%	70%	72%
	<i>Total</i>	<b>337</b>	<b>281</b>	<b>618</b>	<b>194</b>	<b>184</b>	<b>378</b>	<b>58%</b>	<b>65%</b>	<b>61%</b>
Future	Short-term	300	19	319	217	0	217	72%	0%	68%
	Long-term	37	126	163	32	108	140	86%	86%	86%
	<i>Total</i>	<b>337</b>	<b>145</b>	<b>482</b>	<b>249</b>	<b>108</b>	<b>357</b>	<b>74%</b>	<b>74%</b>	<b>74%</b>

\*Summary does not include Odd Fellows lot

\*\*City of Milwaukie Library lot only

Under the forecast land use scenario, peak hour public parking utilization will increase by 13 percent to be approximately 74 percent; peak hour private parking utilization will increase by 10 percent to be approximately 41 percent.

System wide there appears to be sufficient supply to meet the estimated demand. On-street parking will become more constrained in the future. Under the existing peak hour two blocks exceed on-street capacity during the p.m. peak hour. In the future, this could grow to seven blocks.

Based on work performed as part of the South Corridor Project, potential parking impacts could occur within a 1,000-foot radius of the proposed park and ride facility located near McLoughlin Boulevard south of Washington Street. The South Corridor Traffic Consultant, DKS Associates, projects that the potential increase in trips to local neighborhood streets (primarily related to park-and-ride activity) is nearly off-set due to the potential to reduce trips by use of transit. Kittelson recommends a public involvement process to educate local residents about a residential permit programs far in advance any proposed park and ride lot (referenced in Attachment "A," Draft Operating Principles).

#### *Future Traffic Conditions*

Existing traffic conditions show that the streets in downtown are largely operating according to their functional classifications (in terms of speed and traffic volumes). Most traffic volumes have not changed by more than 15 percent between 2000 and 2002. With future development associated with Safeway redevelopment, the Downtown Framework Plan, and the region as a whole, traffic in and through Milwaukie will continue to grow. In addition, vehicle trips associated with potential future light rail will also generate more traffic in and through Downtown Milwaukie. Stakeholder Committee members expressed concern for impacts to neighborhood livability related to existing and future development potential, and cut-through vehicle traffic between Highway 99 and Highway 224.

The city's Neighborhood Traffic Management Plan (NTMP) includes an objective that on Collector, Neighborhood Route, and Local Streets the 85<sup>th</sup> percentile travel speed should be within seven (7) miles per hour of the posted speed limit. This objective is met on all of the downtown streets surveyed, except on eastbound Monroe Street, east of the Tillamook Branch railroad tracks where the 85<sup>th</sup> percentile speed was 33 mph. The NTMP also has a goal of limiting cut through traffic to not more than 10 percent of the average daily traffic (ADT). While staff and Stakeholder Committee members agree that some vehicles do "cut-through" the neighborhoods to get from northbound McLoughlin Boulevard to Highway 224, quantifying the extent of the cut through traffic requires additional data collection beyond the scope of this project.

Kittelson suggests that traffic calming treatments could be applied to the downtown area to reduce vehicle travel speeds and increase pedestrian safety. In terms of reducing vehicle volumes in the downtown area, construction of a dedicated ramp from northbound McLoughlin to Highway 224 would have the

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greatest chance of reducing traffic volumes in the greater downtown area. However, a ramp would reduce developable land in the downtown and impact existing businesses. Constructing traffic calming or traffic reducing treatments requires a policy decision, since only Washington Street currently meets NTMP screening criteria necessary to implement treatments. These policy implications are discussed in detail later in this report.

### *Draft Operation Principles*

Kittelson developed the Draft Operating Principles (see Attachment “A”), which define the purpose and priority for parking in the downtown area. Operating Principles fall into three main categories:

- Parking Infrastructure Principles – These are aimed at insuring a quality facility is provided that will be safe, convenient, economical, and strategically linked to the pedestrian system to ensure user-friendly access.
- Central Business District (CBD) Operating Principles – The CBD is defined as the core downtown business area located east of McLoughlin, south of Scott Street, west of 21<sup>st</sup> Avenue, and north of Lake Road. This principle states that the purpose of and priority for, on street parking in the CDB is to support and enhance the vitality of the retail core. Off-street parking in the CBD will be regulated and managed to provide a balanced mix of short-term and long-term stay opportunities for visitors, residents, and employees of Downtown Milwaukie.
- Non-CBD Operating Principles - Parking outside of the CBD is intended to meet demand generated within the zone. Parking in this zone is unregulated. If parking spillover from the CBD Zone results in inadequate parking availability for land uses within the Non-CBD Zone, Residential Permit Zone programs may be desired and implemented.

## 2. *Neighborhood Traffic Impacts: Potential Treatments to Reduce Traffic Vehicle Speeds*

Overall the traffic volumes and travel speeds on Harrison, Monroe and Washington Streets are consistent with conditions that can be typically expected on arterial and collector streets. However, if directed by Planning Commission and City Council, traffic calming measures to reduce vehicle speeds and increase pedestrian safety could be implemented in the downtown area. Recognizing that extensive public involvement was beyond the scope/budget for this project, staff and Kittelson worked together collaboratively to develop the following traffic calming recommendations for consideration by Planning Commission members:

- Washington and Monroe Streets - Construct traffic calming treatments every 300-600 feet (curb extensions, raised landscaped medians, etc.) from 21<sup>st</sup> Avenue to just east of 29<sup>th</sup> Avenue. Cost of these types of treatments range from \$5,000 to \$10,000.
- Harrison Street - Construct a roundabout (100-130 feet in diameter) at the intersection of 21<sup>st</sup> Avenue (this would be a long-range treatment costing approximately \$200,000). Short-term improvements at 21<sup>st</sup> could include the use of colored and/or textured crosswalk treatments; re-align the 23<sup>rd</sup> Avenue approach to Harrison Street; potentially construct curb extensions near Waldorf School at 25<sup>th</sup> Avenue.
- Lake Road – Construct a curb extension at the intersection of 21<sup>st</sup> Avenue.

Policy issues to be considered by City Council prior to implementation include:

- A. Currently, traffic calming treatments can only be considered on streets that meet the specific screening criteria contained in the city's Neighborhood Traffic Management Program (NTMP). If a street meets the NTMP screening criteria, it is placed on a list with other candidate projects and must compete for available funding. Based on the existing NTMP screening criteria, only Washington Street is likely to qualify for treatment. Application of traffic calming treatments on Monroe and Harrison Streets would require revision of the existing NTMP and/or a "special area" designation that distinguishes the downtown area as different from the rest of the city.
  - B. The city's Transportation System Plan designates Harrison, Monroe, and Washington Streets as bikeways. However, due to insufficient existing street widths (curb to curb), none of these streets can accommodate a dedicated bike lane if curb extensions and/or median islands are constructed. Bike accommodation would need to be provided by means of a shared bike/vehicle lane (minimum width of 14 feet).
  - C. Coordination with Tri-Met transit operations, Milwaukie Lumber supply/delivery operations, and nearby school district bus operations is necessary to insure placement of potential treatments does not impact business operations.
3. *Neighborhood Traffic Impacts: Potential Treatments to Reduce Traffic Volumes*

Construction of a dedicated ramp between northbound McLoughlin Boulevard and Highway 224 would have the greatest chance of reducing traffic volumes in the greater downtown area (see Attachment B). However, a ramp would reduce developable land in the downtown and impact existing businesses. Other treatments that either restrict access from State Highway Facilities (99E

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and 224) into the downtown area, or restrict access from the downtown area onto State Highway Facilities, are likely to “push” traffic volumes onto adjacent streets.

Policy issues to be considered prior to implementation include:

- A. The city would need to first endorse potential treatments projects by adopting them into local plans.
- B. Once local/city support has been established, support would be needed from Clackamas County, Metro, and Oregon Department of Transportation.
- C. Due to funding competition for regional transportation projects, a long-term regional transportation study encompassing proposed treatment concepts would be necessary.

**Concurrence**

Staff in Community Development, Planning and Engineering support implementing traffic calming treatments to reduce vehicle speeds and increase pedestrian safety in Downtown Milwaukie (should funding become available). Staff will also explore alternative funding opportunities for traffic calming treatments (leveraging existing neighborhood grant monies, working with existing and potential property owners/developers).

Staff received feedback from Planning Commission members at their February 25 work session indicating support for creating an “traffic mitigation overlay area” for the Downtown and adjust neighborhood, and general support for traffic calming measures to control vehicle speeds. This overlay area would set up a process for implementing traffic calming and/or volume reducing measures on streets which would otherwise not qualify under the existing Neighborhood Traffic Management Program.

**Fiscal Impact**

Staff estimates the cost of implementing traffic calming treatments on Monroe Street and Washington Street at approximately \$35,000 - \$100,000 per street, depending on specific treatments applied. Staff recommends implementing treatments on Monroe Street first because it is more residential in nature. Calming treatments should be placed every 300-600 feet and phased such that a single street is completed (Monroe from 21<sup>st</sup> to Highway 224) prior to beginning to “calm” a second street (Washington).

### **Work Load Impacts**

The Engineering Department continues to manage the project consultant. If directed by council, the Engineering and Planning Departments would work together to adopted policies to manage parking and traffic and create an traffic mitigation overlay area for the downtown.

### **Alternatives**

The Council has the following alternatives:

- Endorse the proposed project Operating Principles, traffic calming, and volume reducing concepts as stated.
- Modify the project Operating Principles, traffic calming, and volume reducing concepts by adding or deleting items.

## ATTACHMENT A

### Draft Operating Principles for the Downtown Parking and Traffic Management Plan

#### **Parking Infrastructure Operating Principles**

- On-street and off-street parking will be safe, convenient, economical, and strategically linked to the pedestrian system to ensure user-friendly access.

#### **Central Business District (CBD) Operating Principles**

##### *On Street Parking*

- The purpose of, and priority for, on street parking in the CBD is to support and enhance the vitality of the retail core.
- On street parking in the CBD will be prioritized for short-term parking. Short-term parking is defined as parking with time-stays less than or equal to four hours.
- Parking will be provided to ensure convenient, economical, and user-friendly access for customers, clients, and visitors to downtown.
- There will be no un-regulated on-street parking in the CBD. Over time, on-street parking will be transitioned to serve exclusive short-term visitor parking.

##### *Off-Street Parking Public*

- Off-street parking in the CBD will be regulated and managed to provide a balanced mix of short-term and long-term stay opportunities for visitors, residents, and employees of Downtown Milwaukie.
- 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.

#### **Non-CBD Operating Principles**

- Parking outside of the CBD is intended to meet demand generated within the zone. Parking in this zone is unregulated. As such, no time stay restrictions are in effect. Future management strategies assumed for this area would be contingent on the parking activity, capacity, and utilization of the CBD zone.
- If parking spillover from the CBD Zone results in inadequate parking availability for land uses within the Non-CBD Zone, Residential Permit Zone programs may be desired and implemented.

## ATTACHMENT B

### Potential Treatments to Address Traffic Volumes

#### ***Ramp Connection: Northbound McLoughlin Boulevard to Southbound Highway 224***

The best way to eliminate cut-through traffic is to provide an efficient arterial system thereby drawing traffic out of neighborhoods instead of pushing it out. To effectively draw it out of the neighborhoods a shorter travel times are needed on the arterial system. One solution would be to construct a direct connection (ramp) between northbound McLoughlin Boulevard and Highway 224. Given the expense of this solution, and the competition for transportation dollars in the region, it is not likely that this solution would be constructed in the near future. Furthermore, a ramp is not consistent with the Downtown Plan, will have impacts on existing properties, and would eliminate desirable parcels in downtown.

Short of this, there are other transportation solutions that would "push" traffic out of the neighborhoods:

#### ***Convert Monroe Street or Washington Street between Main Street and McLoughlin Boulevard to one-way westbound.***

- *Advantages:* This concept would prevent traffic from entering downtown Milwaukie from McLoughlin Boulevard on either Washington and/or Monroe Streets (the collector streets); thus effectively preventing the cut-through movement in the eastbound direction.
- *Disadvantages:* Implementing this concept on one or both of these streets would likely increase traffic volumes on the other streets.
- *Considerations:* This alternative would push traffic from Monroe Street to Washington Street or Harrison Street; possibly overloading these facilities. This alternative also may or may not be consistent with the Downtown Framework Plan. The Oregon Department of Transportation would have to be consulted prior to implementing this alternative.

#### ***Convert the intersection of Monroe Street/Highway 224 to right-in-right-out only for motorists traveling southbound on Highway 224.***

- *Advantages:* This would preclude motorists traveling northbound on Highway 224 from entering downtown Milwaukie via Monroe Street.
- *Disadvantages:* This treatment would not preclude motorists traveling northbound on McLoughlin Boulevard from entering Downtown Milwaukie

and the adjacent neighborhood. The eastbound cut-through traffic would continue. This alternative would likely cause increases in traffic volumes on Harrison Street and Washington Street as well as 28<sup>th</sup> and 29<sup>th</sup> Avenues, and may have a negative influence on traffic operations at the intersections of Highway 224/Harrison Street and Highway 224/Washington Street.

- *Considerations:* The Oregon Department of Transportation would have to be consulted prior to implementing this alternative.

***Convert the intersection of Monroe Street/Highway 224 to right-in only for motorists traveling southbound on Highway 224.***

- *Advantages:* This would preclude motorists traveling northbound on Highway 224 from entering downtown Milwaukie via Monroe Street. This alternative would eliminate traffic traveling from northbound McLoughlin Boulevard to southbound Highway 224.
- *Disadvantages:* This alternative would likely cause increases in traffic volumes on Harrison Street and Washington Street, and may have a negative influence on traffic operations at the intersections of Highway 224/Harrison Street and Highway 224/Washington Street.
- *Considerations:* The Oregon Department of Transportation would have to be consulted prior to implementing this alternative.