



Study Session

SS

Milwaukie City Council



MILWAUKIE CITY COUNCIL
STUDY SESSION

City Hall Conference Room
10722 SE Main Street
www.milwaukieoregon.gov

REVISED AGENDA
April 21, 2016
(Revised April 15, 2016)

A light dinner will be served.

Page #

6:00 p.m. EXECUTIVE SESSION

The City Council will meet in executive session pursuant to ORS 192.660(2)(d) to conduct deliberations with persons designated by the governing body to carry on labor negotiations, and ORS 192.660(2)(h) to consult with counsel concerning legal rights and duties regarding current litigation or litigation likely to be filed. (Added to the Agenda April 15, 2016)

1. **6:30 p.m. Update with Municipal Court Judge Kimberly Graves**
Staff: Casey Camors, Finance Director
2. **6:45 p.m. Wayfinding Systems Plan** 1
Staff: Vera Kolas, Associate Planner
3. **7:15 p.m. Bicycle and Pedestrian Accessibility Program** 4
Staff: Chuck Eaton, Engineering Director
Public Safety Advisory Committee (PSAC) Members
4. **9:00 p.m. Adjourn**

Meeting Information

The time listed for each item is approximate; the actual time each item is considered may change due to the length of time devoted to the previous item. The Council may vote in Work Session on non-legislative issues.

Public Notice

Executive Sessions: The Milwaukie City Council may meet in Executive Session immediately following adjournment pursuant to ORS 192.660(2). All Executive Session discussions are confidential and those present may disclose nothing; representatives of the news media may attend as provided by ORS 192.660(3) but must not disclose any information discussed. Executive Sessions may not be held for the purpose of taking final actions or making final decisions and they are closed to the public.

The Council requests that mobile devices be set on silent or turned off during the meeting.

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MINUTES
 MILWAUKIE CITY COUNCIL
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STUDY SESSION
 APRIL 21, 2016
 City Hall Conference Room

Mayor Mark Gamba called the Study Session to order at 6:41 p.m.

Council Present: Council President Lisa Batey and Councilors Scott Churchill and Wilda Parks

Excused: Councilor Karin Power

Staff Present: City Recorder Pat DuVal, Assistant to the City Manager Mitch Nieman, Community Development Director Alma Flores, Associate Planner Vera Kolias, and Engineering Director Chuck Eaton

Update with Municipal Court Judge Kimberly Graves

Judge Graves discussed the Court's adoption of the State of Oregon's uniform trial court rules which address disability accommodations, trial dates, and default rulings. She talked about issues related to Commercial Driver Licenses (CDLs).

Mayor Gamba, Judge Graves, and Councilor Parks discussed a recent Appeals Court decision affecting citations for people using their cell phones while driving.

Judge Graves expressed concern about the effectiveness of truancy court and reported that the number of citations issued by Milwaukie schools had gone up.

The group discussed truancy citations and the impact of a family's socio-economic circumstances on a student's ability to attend class.

Judge Graves reviewed the truancy citation process and reported that for the first time all elementary, middle, and high schools in Milwaukie participated in truancy court.

The group expressed an interest in identifying why the number of truancy citations had increased and **Judge Graves** noted she would report to Council in summer 2016.

Wayfinding Systems Plan

Ms. Kolias introduced Susan Jurasz and Peter Reedijk, wayfinding systems consultants with Sea Reach, Ltd.

Ms. Jurasz provided an overview of the wayfinding project and creation process, and noted that Sea Reach, Ltd. was working on Trolley Trail signage as well.

Mr. Reedijk discussed functional and design elements of a wayfinding system and described the public outreach process.

The group discussed the northern gateway to the Trolley Trail and coordinating the City's wayfinding system with the Trolley Trail signage.

Ms. Jurasz, Mr. Reedijk, and Ms. Kolias reviewed feedback received at a wayfinding open house and noted that the public could comment on the wayfinding system design options online, at City Hall, and at Sunday Farmers Markets.

The group discussed the open house feedback and the images used to exemplify Downtown Milwaukie.

Ms. Jurasz presented a map showing gateways to Downtown Milwaukie as identified by open house participants. **Mr. Reedijk** and **Mayor Gamba** commented on the separation of downtown from Riverfront Park.

Mr. Reedijk remarked on the limited view of Milwaukie that Waldorf School parents get when dropping-off and picking-up their children.

Ms. Kolias noted that open house participants had observed the need to connect downtown to the Hwy 224 area. **Mr. Nieman** and **Council President Batey** described the temporary signage used on Hwy 224 for the Sunday Farmers Market.

Councilor Churchill suggested that signage should announce the downtown area further out on main thoroughfares than where the downtown actually begins.

Councilor Churchill and **Council President Batey** remarked on the connection between the residential and downtown areas of the Historic Milwaukie Neighborhood.

Council President Batey suggested that consultants should meet with the Arts Committee to discuss the public art element of the project.

The group commented that the wayfinding system should draw visitors from points of interest in the industrial areas to downtown.

Mr. Reedijk discussed the importance of mapping the downtown area and the possibility of developing a wayfinding application (app) for mobile devices. **Ms. Jurasz** and **Councilor Parks** commented on the different layers of information that could be included in a wayfinding app. **Mr. Nieman** reported that the City was working to develop a Geographic Information System (GIS) mapping application.

Bicycle and Pedestrian Accessibility Program

Mr. Eaton and **Angel Falconer**, Public Safety Advisory Committee (PSAC) Chair, introduced themselves. **Mr. Eaton** reviewed previous Council and PSAC discussions regarding a bicycle and pedestrian accessibility program. He explained the Americans with Disabilities Act (ADA) prioritization system used to identify priority 1 and priority 2 projects and introduced a set of maps showing the location of prioritized ADA, Master Plan, and Transportation System Plan (TSP) projects.

The group noted priority 1 projects around the former Hector Campbell Elementary School and connectivity projects around Lewelling Elementary School.

Mr. Eaton asked for Council feedback on the prioritized projects and map and confirmed that staff had surveyed all of the identified projects for ADA compliance.

The group noted several errors related to Master Plan projects on the map, and discussed the prioritization of connectivity projects in the Lewelling Neighborhood.

Mayor Gamba and **Ms. Falconer** noted that the identified ADA projects did not cover all identified Safe Routes to Schools (SRS) projects. They noted that only Linwood Elementary School currently had a SRS plan and that all schools in the City were working with PSAC to develop SRS plans.

Mr. Eaton, **Ms. Falconer**, and **Mayor Gamba** discussed identifying and prioritizing ADA and SRS projects to seek funding and set completion timelines. **Mayor Gamba** suggested that SRS projects should be priority 1 recommended projects, and **Mr. Eaton** noted the potential for complaint-driven projects being added to the project list.

The group discussed project elements and issues related to the Harmony Road, Linwood Avenue, and Railroad Avenue intersection. It was noted that the intersection was currently outside City Limits and that Clackamas Community College (CCC) had approached staff regarding the City annexing the CCC Harmony Road campus.

Mr. Eaton asked if SRS pedestrian access projects should be given priority 1 recommended status. **Council President Batey** expressed her support for giving SRS projects a priority 1 recommended status.

Mr. Eaton asked if there were any projects missing from the priority 1 projects map.

The group discussed the City Limits around North Clackamas Park and the priority level of projects on River Road, Main Street, 29th Avenue, Van Water Street, Logus Road, and 43rd Avenue. They noted that ADA rules give higher priority to projects that connect parks and schools than projects that connect housing and commercial areas.

Ms. Falconer asked if the Logus Road and 43rd Avenue projects should be priority 1 recommended projects. **Council President Batey**, **Councilor Parks**, and **Mayor Gamba** expressed support for designating the projects as priority 1 recommended.

Council President Batey, **Mr. Eaton**, and **Councilor Parks** discussed the differences between priority 1 and priority 2 projects, and noted that priority listings could change.

Mayor Gamba remarked that a greenway project would trigger the construction of new sidewalks. **Mr. Eaton** commented that most priority 1 projects had sidewalks and discussed the types of projects that trigger ramp and sidewalk construction.

Council President Batey, **Mr. Eaton**, and **Mayor Gamba** discussed the prioritization of ADA projects on River Road and 22nd Avenue. **Council President Batey** suggested that the River Road project should be prioritized over 22nd Avenue.

Mr. Eaton, **Mayor Gamba**, and **Ms. Falconer** noted that the difference between a priority 1 and a priority 1 recommended project was budgetary, and that ADA projects do not necessarily require sidewalks. They cited streets in the Ardenwald Neighborhood that did not have sidewalks and discussed the importance of factoring in daily vehicle volume and traffic speed in determining which projects to prioritize.

The group noted that 29th Avenue had been identified as a greenway project and that parts of the Wichita Street greenway used to be outside City Limits. They discussed the daily vehicle traffic volume threshold and safety requirements for greenways.

Mr. Eaton and **Ms. Falconer** noted that some TSP and greenway projects were not listed as ADA prioritized projects and asked if Council had any other questions.

Mayor Gamba, **Mr. Eaton**, and **Council President Batey** discussed right-of-way (ROW) connection projects and slot easements in the Ardenwald Neighborhood.

Mayor Gamba asked about connectivity gaps not covered by ADA or SRS projects.

Ms. Falconer summarized that Council would like SRS walk zones to be identified on the ADA projects map, and for the 43rd Avenue and Logus Road, and River Road projects to be changed to priority 1 recommended status.

Councilor Churchill, **Mayor Gamba**, and **Mr. Eaton** discussed revising the maps to be more user-friendly for public presentations.

Mr. Eaton discussed the priority 1 projects map and the challenges of existing barriers and non-compliant sidewalks on 32nd Avenue, Harrison Street, and King Road.

The group discussed accessibility issues related to street grades and sidewalk slopes. They considered whether or not a failing ramp was better than having no ramp, and what type of construction project triggered the installation of ramps. **Mr. Eaton**, **Mayor Gamba**, and **Mr. Nieman** remarked on the sidewalks along Lake Road.

Mr. Eaton discussed ADA compliance issues around Downtown Milwaukie and reported that ramps and sidewalks on Main and Washington Streets and 27th Avenue would be rebuilt in 2016. He reported that Scott Street was a priority 2 project, the Springwater Corridor connection was a priority 1 project, and that there would be light construction work in the North Milwaukie Industrial Area in 2017.

Council President Batey and **Mr. Eaton** discussed how often ADA plans needed to be reviewed and when they could be revised.

Mayor Gamba, **Mr. Eaton**, and **Council President Batey** remarked on the possible financial benefit of designating a project as a greenway instead of an ADA project.

Mr. Eaton reported that it would cost \$10 million to complete all priority 1 and priority 1 recommended projects, of which \$2.5 million would be for ramps. He reported that the Monroe Street Neighborhood Greenway project, from Central Milwaukie to Linwood Avenue was projected to cost \$4.6 million, and that the 19th Avenue and Sparrow Street Neighborhood Greenway was estimated to cost \$2 million. **Mayor Gamba** and **Mr. Eaton** discussed 19th Avenue and Sparrow Street Greenway project cost factors.

The group discussed the path and street grade elements of the Railroad Avenue project and the benefits of identifying greenway projects separately from the ADA list.

Mayor Gamba and **Mr. Eaton** discussed funding and prioritizing active transportation infrastructure projects over time. **Mr. Eaton** and **Ms. Falconer** noted that there was no set number of years required to complete ADA projects.

Council President Batey and **Mayor Gamba** remarked on the estimated project costs as reported by staff for priority 1 projects.

Mr. Eaton reported that 726 ADA ramps needed to be built in the City. There were 559 existing ramps in the City, 346 of which did not currently meet ADA requirements. He discussed the need for Council to consider the involvement of the Street Surface Maintenance Program (SSMP) in doing projects that trigger ramp construction.

Mayor Gamba and **Council President Batey** discussed the timing of adopting a single transportation plan that included all SSMP, TSP, ADA, SRS, and greenway projects.

Councilor Churchill summarized that the question for Council to consider was whether the SSMP or an ADA program would pick up the cost of ramp work. **Mr. Eaton** noted the potential fiscal impact of ramp work on the SSMP program.

Mayor Gamba and **Mr. Eaton** discussed the financial benefits and Oregon Bureau of Labor and Industries (BOLI) requirements of hiring contractors or a City crew to do sidewalk work.

Councilor Churchill expressed support for letting the SSMP program do asphalt work and an ADA program work on identified accessibility projects. **Mayor Gamba** and **Mr. Eaton** discussed the fee-based funding approach for the SSMP and an ADA program.

Mr. Eaton summarized that Council supported keeping the SSMP separate from ADA projects and that staff would present to Council costs for separate asphalt and ADA projects. **Mayor Gamba** asked Mr. Eaton to also provide an estimate for the total cost of doing all paving and concrete work with a City crew.

The group noted differences in BOLI and non-BOLI project wages and the requirement to hire certain percentages of women and minority contractors. They discussed Clackamas County support for transportation funding.

Mr. Eaton confirmed he had received the feedback he needed from Council and noted that the ADA project map would be revised and reviewed by the PSAC and Citizens Utility Advisory Board (CUAB) before presented to Council again.

The group discussed how to solicit public input on a new ADA program fee.

Mayor Gamba and **Mr. Eaton** remarked on the inclusion of SRS projects on the ADA project map and in the financial estimates.

Mayor Gamba and **Mr. Nieman** distributed a revised Council Agenda Forecaster.

Mayor Gamba adjourned the Study Session at 8:58 p.m.

Respectfully submitted,



Scott Stauffer, Administrative Specialist III

Issue	Process	Purpose	Result
Adoption of Trial Court Rules	Conferred with other judges and Carla Bantz to draft rules specific to how the Milwaukie court functions.	Trial court rules will provide guidance to attorneys appearing in court and ensure consistency in case handling.	The rules were finalized in February, and became effective on March 1. They are currently available upon request, but should soon be available online.

Training

Municipal Judges Conference in March

The conference covered a number of interesting topics:

1. Addressing CDL masking
2. DL suspensions for failure to attend traffic safety classes when ordered by the court
3. "Ferguson" problems and the US Department of Justice

Future plans

Evaluating Truancy Court effectiveness

Truancy Court numbers have increase, and repeat offenders are frequent. We need to examine the program to ensure that the Truancy Court program is as effective as it can be. The current plan is to:

1. Facilitate a meeting with the Deputy District Attorney assigned to truancy court for the county, a representative from Clackamas High School, and representatives from the Milwaukie schools.
2. Talk with other truancy court judges regarding their process
3. Talk with area parenting class facilitators.





MILWAUKIE CITY COUNCIL
STAFF REPORT

Agenda Item: **SS 2.**
Meeting Date: **April 21, 2016**

To: Mayor and City Council

Through: Bill Monahan, City Manager

Subject: **Downtown Wayfinding Systems Plan**

From: Alma Flores

Date: April 11, 2016

ACTION REQUESTED

Listen to a presentation by Susan Jurasz and Peter Reedijk from Sea Reach, Ltd., the consulting firm hired to prepare the Downtown Wayfinding Systems Plan.

HISTORY OF PRIOR ACTIONS AND DISCUSSIONS

The city does not have a formal wayfinding system in downtown, so the Community Development Department issued an RFQ in late January seeking an experienced consulting firm to develop a wayfinding systems plan for the downtown area.

With the recent opening of the Main Street Station of the Orange Line and redevelopment of Riverfront Park along the Willamette River, Downtown Milwaukie has attracted regional attention. Its location along the Springwater Regional Trail, regional highways (99E and 224), and the MAX Orange Line, is making Downtown Milwaukie increasingly accessible to visitors, businesses, and residents alike. A wayfinding systems plan will better leverage and connect existing downtown assets such as businesses, parks, public parking, and other attractions and destinations. By improving the connections of these assets and integrating them into a cohesive network, the City will provide a more coherent message to visitors, improving their experiences and adding to the vitality of the area.

BACKGROUND

Sea Reach, Ltd., is a planning, design, and fabrication firm with thirty years of experience in creating wayfinding systems and interpretive exhibits across the nation.

CONCURRENCE

Community Development Director and City Manager concur with this report.

FISCAL IMPACTS

The Community Development Department has funds within its budget for this contract.

WORK LOAD IMPACTS

The economic development division of the Community Development department and the city manager's office offer staff time to oversee the project, coordinate public events, and technical assistance.

ALTERNATIVES

None

ATTACHMENTS

Project schedule.

**Project Schedule
Milwaukie Downtown Wayfinding Systems Plan**

task	date due
Kick-off meeting	March 29
Evaluation of project area	April 6 to 15
Public meeting #1	April 18
City Council study session	April 21
Sea Reach submits preliminary designs	April 25 to 27
City review	April 28 to 29
Farmers Market	May 8
City Hall displays wayfinding boards + survey	May 10 to 15
Sea Reach submits refined design & locations	May 16 to 20
City review	May 23 to 27
Public meeting #2	June 2
City Council regular session	June 7
Sea Reach refines package	June 8 to 10
City review	June 13 to 17
Final wayfinding recommendations	June 20 to 24



MILWAUKIE CITY COUNCIL
STAFF REPORT

Agenda Item: **SS 3.**
Meeting Date: **April 21, 2016**

To: Mayor and City Council

Through: Bill Monahan, City Manager

Subject: **Bicycle and Pedestrian Accessibility Program**

From: Charles Eaton, Engineering Director
Public Safety Advisory Committee

Date: April 8, 2016

ACTION REQUESTED

Direction on draft mapping identification of priority corridors and financing.

HISTORY OF PRIOR ACTIONS AND DISCUSSIONS

October 23, 2014: Staff presented a summary proposal to gauge council's interest on increasing the City's current rate of completing sidewalk improvements. Initial discussion was to verify the desire to intensify the City's current rate of completing sidewalk projects. Discussions centered on alternatives to sidewalk requirements, utility obstructions and funding options. Extensive discussions revolved around sidewalk width and placement requirements with the desire to analyze alternatives within the right-of-way. Additional discussions revolved around local improvement districts and other funding options to accomplish the goal of increasing sidewalk construction within the city.

September 17, 2015: Staff presented a discussion on the American with Disabilities Act (ADA) transition plan and public sidewalk accessibility needs of the City with the concept of forming a new program similar to the city street program for sidewalk needs. Council directed staff to create a program to address these needs as well as the bicycle needs of the City. Council also designated the Public Safety Advisory Committee (PSAC) as the Community Planning Advisory Council to develop the program in compliance with the requirements of ADA.

February 2, 2016: PSAC presented a concept map establishing priority routes for the new Bicycle and Pedestrian Accessibility Program (BPAP) in accordance with ADA transition plan requirements. City Council gave additional direction on the need for connectivity within the plan and the desire to elevate areas as needed to Priority 1 to facilitate that connectivity.

BACKGROUND

PSAC has been developing the draft priority plan over the last six months. The process has involved the Neighborhood Associations (NDA's) with each of the NDA representatives to PSAC who solicited and gave input to the identified corridors within their respective NDA's. The PSAC members also assisted staff in the identification of facilities covered by the ADA act that were required to be served within each NDA.

After the February 2nd meeting PSAC members discussed the identification of additional priority corridors, reassigned some of the previous priorities and compared all the corridors with the adopted master plans to facilitate the council's desire for better connectivity. The resulting map is attached for further discussion and direction from Council.

Staff has been performing inspections of the identified corridors to determine compliance and establish anticipated costs that will be associated with bring those facilities up to current code as necessary. Projected costs for the facilities inventoried will be discussed at the study session to obtain direction on the desired funding scenarios to be evaluated as part of the plan.

The completed plan will also include an inventory and assessment of the remaining portions of the City. In addition, a complaint and resolution process will be developed as part of the plan and individual projects will be prioritized within the plan to create a composite capital improvement plan for the City's bicycle and pedestrian needs.

CONCURRENCE

Public Works is in agreement on the need for a self-assessment to determine the scope of sidewalk improvements necessary to make the existing system accessible. The planning and engineering departments are in agreement that a program of this nature is needed to generate funds for sidewalk improvements and to facilitate development within the City.

FISCAL IMPACTS

No budgetary impacts outside the existing allocations would be necessary to develop the plan and determine the needs and long term cost impacts.

WORK LOAD IMPACTS

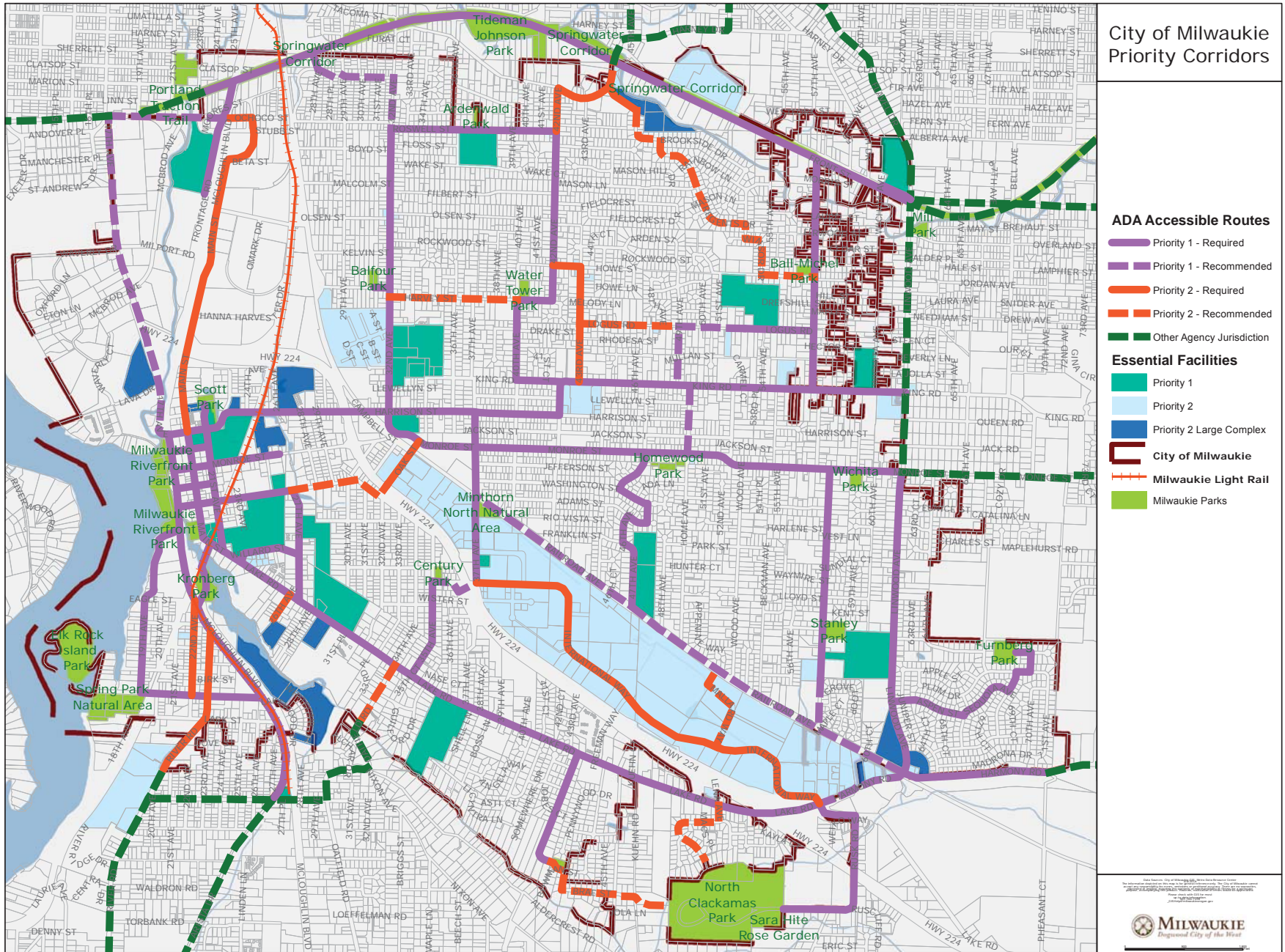
Engineering staff time would need to be allocated to perform the self-evaluation but could be substantially completed in conjunction with the ADA Transition Plan with minimal additional effort.

ALTERNATIVES

Identify additional corridors and/or make recommendations for changes to the existing corridors identified.

ATTACHMENTS

1. Draft Priority Corridor Plan
2. Draft Financial Requirements (to be handed out at meeting)



City of Milwaukie Priority Corridors

ADA Accessible Routes

- Priority 1 - Required
- - - Priority 1 - Recommended
- Priority 2 - Required
- - - Priority 2 - Recommended
- Other Agency Jurisdiction

Essential Facilities

- Priority 1
- Priority 2
- Priority 2 Large Complex
- City of Milwaukie
- + + + Milwaukie Light Rail
- Milwaukie Parks



City of Milwaukie Priority Corridors

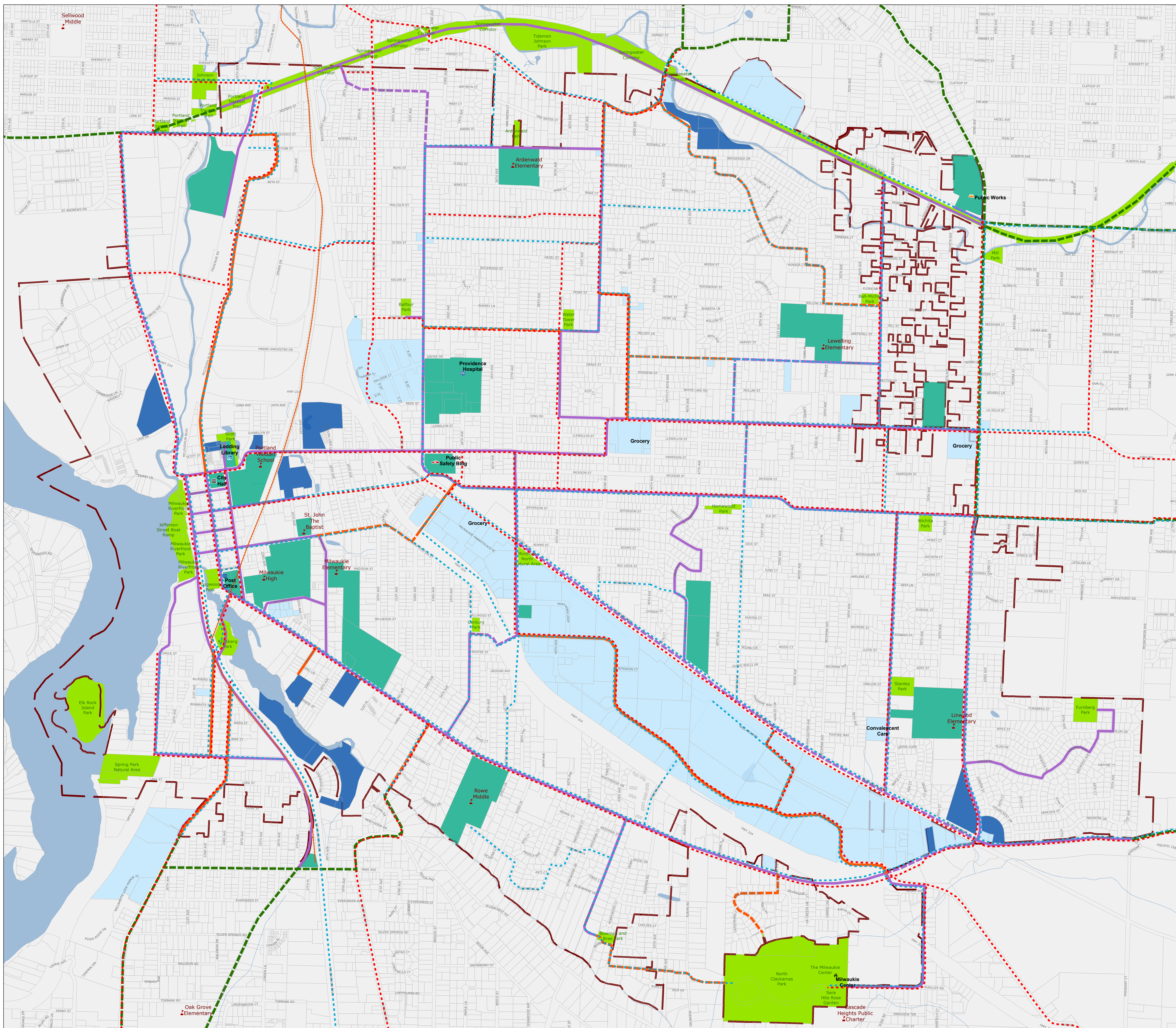
RS Presentation
April 19, 2017

ADA Accessible Routes

- Priority 1 - Required
- - - Priority 1 - Recommended
- Priority 2 - Required
- - - Priority 2 - Recommended
- - - Other Agency Jurisdiction
- - - Pedestrian Facilities
- - - Bicycle Facilities

Essential Facilities

- Priority 1
- Priority 2
- Priority 2 Large Complex
- City of Milwaukie
- Milwaukie Light Rail
- Milwaukie Parks



City of Milwaukie Priority Corridors

Sidewalk Inventory

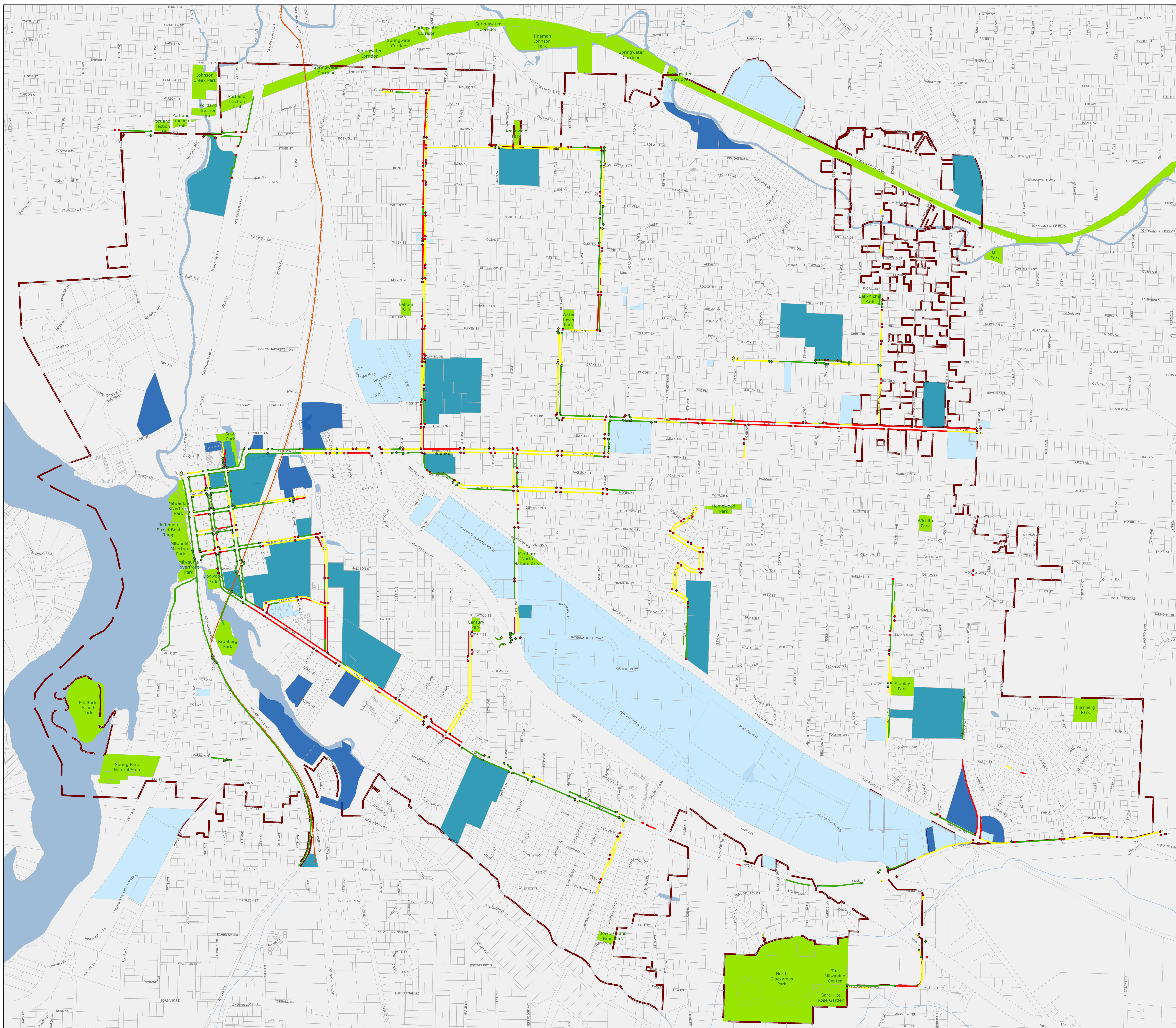
- Compliant
- Can Become Compliant
- Does Not Comply

Ramp Inventory

- Passing
- Configuration Issue
- Failing

Essential Facilities

- Priority 1
- Priority 2
- Priority 2 Large Complex
- City of Milwaukie
- Milwaukie Light Rail
- Milwaukie Parks



Data Sources: City of Milwaukie GIS, Metro Data Resource Center
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Please check with GIS for most up-to-date information.
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