

AGENDA

WORK SESSION MILWAUKIE CITY COUNCIL

OCTOBER 16, 2007

MILWAUKIE CITY HALL

Second Floor Conference Room
10722 SE Main Street

A light dinner will be served.

WORK SESSION – 5:30 p.m.

Discussion Items:

	<u>Time</u>	<u>Topic</u>	<u>Presenter</u>
1.	5:30 p.m.	Transportation System Plan Pre-Adoption Briefing	Katie Mangle
2.	6:30 p.m.	Adjourn	

EXECUTIVE SESSION

Executive Session: The Milwaukie City Council may go into Executive Session pursuant to ORS 192.660(2). 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 one previous to it.
- 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: Mike Swanson, City Manager
Kenny Asher, Community Development and Public Works Director

From: Katie Mangle, Planning Director

Subject: Draft Transportation System Plan Briefing

Date: October 2, 2007 for October 16 2007 Work Session

Action Requested

This is a briefing on the City's current Transportation System Plan (TSP) Update project, and is for information only. No action is requested at this time. Staff would appreciate Council feedback on the proposed plan as we prepare for a two-part public hearing on the TSP on December 4 and 18.

Background

TSP Update Project

The Transportation System Plan (TSP) is the City's long-term master plan for the transportation system, which provides policy direction for transportation matters, and includes a list of projects that could be implemented through the Capital Improvement Plan (CIP), development review, or grant funding. This TSP planning process has been a great opportunity for the community to define its transportation goals, and discuss how the whole transportation system can be improved to support the livability and economy of Milwaukie.

The current TSP was adopted in 1997 and is outdated in many ways. It was one of the first TSPs prepared in the state, and therefore does not reflect current approaches to planning, traffic modeling, or project development. The project lists are outdated and therefore not helpful during the annual development of the CIP. Most importantly, it does not reflect either the complexities of Milwaukie's built and natural environment nor the policy preferences of today's citizens.

Though project staff were able to draw upon the 1997 document for policy guidance and used the 1997 project lists as a starting point, the "updated" TSP can be viewed as an

“overhauled” TSP. Significant staff and volunteer time went into understanding both the existing transportation system and the community’s needs and aspirations, and crafting a plan that will support a healthy Milwaukie.

The TSP project has achieved many of the goals identified by the City when we embarked on this project.

- The community has engaged in this process to a degree that appears to be unprecedented in Oregon, and the resulting document displays the result of such astute and extensive public participation.
- By including non-traditional issues such as Street Design, Downtown Parking, and Neighborhood Traffic Management, we have been able to address community concerns in a more thorough way. Though not all community concerns are resolved, the TSP will establish a policy framework for continuing to address these issues.
- The fundamental purpose of the TSP—planning for multi-modal transportation improvements to support planned development—has been met in a manner that exceeds state requirements.
- The plan emphasizes the connection between the community’s goals for the transportation system and the transportation investments the city should make or require of others.

Public Process

The TSP public involvement process that began in November 2006 may very well have been the most extensive to date for a TSP in Oregon. In total, the City hosted almost 30 meetings in which over 100 people participated. Many individuals chose to participate in more than one way, and this greatly strengthened the process and the resulting recommendations.

What We Learned

Throughout the project, staff repeatedly encouraged participants to discuss and consider transportation issues and solutions that weren’t being addressed by other groups, projects, or jurisdictions. Though coordination with other projects, such as Portland – Milwaukie Light Rail and Harmony Road was important, we reminded participants that the TSP process was the only place in which Milwaukie’s needs and decisions could be focused on exclusively. As a result, participants created a set of recommendations that implement state and regional policies but are tailored to Milwaukie’s current and future needs, and with a finer grain of detail than is typically found in a TSP for a city the size of Milwaukie.

From all of the input that citizens and businesses offered during the TSP process, some clear messages shone through. The highest priorities for improving transportation in Milwaukie are:

- Improved pedestrian and bicycle facilities throughout the city.
- Enhanced public transit service.
- Well-maintained transportation facilities.

- Managed traffic in neighborhoods (address “cut-through” traffic) as regional traffic volumes increase.
- Improved safety and accessibility of crossings over major corridors.

Though it is common for people to be focused on their own street, neighborhood or bus line, a broad number of people identified the following areas as a priority:

- Downtown
- Milwaukie Marketplace area
- SE Railroad Avenue
- Railroad crossings throughout the city.

Findings and Recommendations

Project staff drafted TSP chapters by drawing on the 1997 TSP, best practices, and, most importantly, on the work of the Advisory Committee and Working Groups. Though generally each chapter is the result of a different mode-focused working group, in the end staff did not find that the recommendations were inconsistent or incompatible. All of the draft chapters, as outlined in Table 1 below, are available on the TSP section of the City of Milwaukie website.¹

Table 1 - Milwaukie 2007 TSP Table of Contents

Chapter 1	Executive Summary
Chapter 2	Goals and Policies
Chapter 3	Existing Conditions
Chapter 4	Future Forecasting Process
Chapter 5	Pedestrian Element
Chapter 6	Bicycle Element
Chapter 7	Public Transit Element
Chapter 8	Auto Street Network Element
Chapter 9	Freight Element
Chapter 10	Street Design Element
Chapter 11	Neighborhood Traffic Management Element
Chapter 12	Downtown Parking Element
Chapter 13	Funding and Implementation Plan
Chapter 14	Transportation Planning Rule Implementation
Appendix A	Public Involvement Summary
Appendix B	Prioritized Master Plan Project List
Appendix C	Study Intersection Conceptual Design Diagrams
Appendix D	Technical Appendix

¹ <http://www.cityofmilwaukie.org/milwaukie/projects/tspupdate/tspupdate.html>

Staff is providing council with the full draft TSP as Attachment A to this report, and urges Council to review the entire document. The heart of the plan is in chapters five through twelve, which describe the needs, strategies and recommendations for improving the various transportation modes in Milwaukie. Each section has been written to address Milwaukie’s specific needs, and to reflect the recommendations that emerged from the community discussions.

The draft TSP includes not only recommendations for capital improvements, but also updated policy direction. A sampling of the key findings and recommendations are outlined in Table 2.

Table 2 – Select TSP Recommendations

Recommendation	Problems this Addresses
Initiate a Hwy 224 / Hwy 99 Refinement Plan to explore improvements to the interchange, North Industrial access, and reducing the barrier effect of Hwy 224.	<p>As development in the County increases, traffic that flows through Milwaukie will increase significantly, and may put pressure on Highway 224. It is in the City’s best interest to understand and guide how this corridor changes.</p> <p>A new overpass at Ochoco over 99E could solve access challenges in the North Industrial Area.</p>
Use a variety of tools to improve the bicycle network. Specifically, create “bicycle boulevards” to enhance existing bike routes on lower traffic streets.	<p>While bike lanes are needed on many arterials, filling the gaps in the bike lane system will require costly road and bridge widening.</p> <p>Small improvements, such as directional signage, can guide cyclists to the few existing routes that connect Milwaukie neighborhoods.</p>
<p>Develop “complete streets” to ensure pedestrian connections and allow more people to choose not to drive (see Attachment 2 for more detail).</p> <p>Develop more flexible street design standards for pedestrian improvements and stormwater management.</p>	<p>Though the community wants to improve conditions for walking, a traditional gutter and sidewalk design could dramatically alter the character of many streets.</p> <p>Allowing for “context-sensitive” pedestrian improvements can help achieve the goals of both enhancing neighborhood character and improving walking conditions.</p>
Expand transit service to cover currently underserved neighborhoods, and enhance quality and safety of bus stops.	Several areas in Milwaukie do not have transit service at all, and many areas have very limited service during off-peak hours.
The City needs to invest in projects that support the redevelopment of downtown by improving facilities and connections for parking, cycling, walking, and riding transit.	The effort to reinvigorate downtown relies on the creation of a multimodal environment in which residents and employees are able to bike, walk, take transit, or drive. Existing infrastructure is deficient for all of these modes.
Use City funds to implement projects that best meet the TSP Goals.	Approximately \$7 million in local funds will be available to implement the Master Plans in the TSP.

In addition to outlining recommended capital and operational investments, the TSP also includes policy direction. Most of the City's previous policies are re-confirmed in this document. However, some sections of the plan also include important new policy direction that acknowledge the City's current challenges and will guide staff and decision makers as Milwaukie evolves. Key new policy recommendations include:

- Parking management policies and principles that were originally developed during the 2003 Downtown Parking and Traffic Management Plan.
- Promotion of "context sensitive" street design to acknowledge the need to balance mobility with livability.
- Re-classification of two streets – Johnson Creek Boulevard (from Arterial to Collector) and International Way (from Local to Collector).
- Use the nine goals (Livability; Safety; Travel Choices; Quality Design; Reliability and Mobility; Sustainability; Efficient and Innovative Funding; Compatibility; and Economic Vitality) to define the relative merits of transportation investments.
- Practice environmental stewardship in all aspects of planning, developing and managing the transportation system.
- Several new transit policies, including the dissolution of the Transit Center, increasing transit service to the under-served neighborhoods in the east part of the city and local reinvestment of transit "savings" as high capacity service is introduced into Milwaukie.
- Increasing the City's System Development Charge rate to increase funding for transportation projects.

Citywide Priorities and Action Plan

Collectively, the Master Plans in each chapter describe all of the proposed capital and operational improvements to the transportation system between 2009 and 2030.

From these Master Plans, the Advisory Committee (AC) created the citywide Action Plan, which focused on the highest priority projects that are most likely to be funded over the next 15 years with limited City funds. The citywide Action Plan is built upon the premise that, given the limited funds available, the City should prioritize funding of transportation projects that 1) effectively address identified problems, and 2) best meet the City's transportation goals.

The financially constrained Action Plans at the end of chapters five through twelve identify projects that the City should prioritize for funding with limited City funds. While these Action Plans will set the priorities for the use of local funds, they do not assume funding sources such as state or regional grants, or contributions from local development. Therefore, the "financially constrained" list is very constrained indeed.

Financing and Implementation

A required element of a TSP is a realistic financing plan. The intent is to inform both decision makers and the public about the resources available and how many projects the jurisdiction can reasonably expect to fund.

The first step is to project future revenues for the plan period, which in this case is 22 years. Project staff assumed that recent history is the best basis for forecasting and made no assumptions about future rate increases, for example, in the State gas tax. Projections were made for all transportation-dedicated revenues:

- local share of the Oregon Highway Trust Fund (state motor vehicle fuel taxes and license fees);
- franchise fee payments to the Street Fund from city-operated utilities;
- System Development Charges and funds collected as Fee in Lieu of Construction (FILOC); and
- Street Surface Maintenance Program (SSMP) revenues (local gas tax, street surface maintenance fee, and PGE privilege tax).²

The City's total projected revenue stream for transportation is about \$60 million over 22 years. The vast majority of this is either specifically dedicated to preservation and maintenance, or has traditionally been spent on maintenance. Staff assumed that historical maintenance spending will continue (for operations), with all new SSMP revenues also dedicated to the capital costs of the maintenance program.

After subtracting expected maintenance expenditures from total revenues, the balance available is approximately \$7 million. About half of that \$7 million will be generated by SDCs or FILOC revenue, and is therefore dedicated to new capital projects. The other half is flexible funds that could also be spent on capital or new operations activities.

The Action Plans in the TSP reflect only projects that fit within this \$7 million expected to be available. The Advisory Committee and staff believe that the City's past practice of seeking to leverage local funds with grant opportunities should continue. Therefore, the Action Plan cost for many projects reflects an assumption that the projects will be pursued if and when grants are secured to pay for the balance of the project. Council should note that this approach recommends continuing the past practice of utilizing funds collected through the state gas tax as match against grants for capital projects.

The Master Plan project lists in Chapters 5-12 include a large number of unfunded, but nonetheless high-priority, projects and programs. The City may wish to consider new revenue sources to ensure that funding is available for proposed capital projects and other transportation programs. Many cities use some combination of general fund revenues, tax increment financing, and expanding SDC rates to supplement their capital and/or maintenance budgets.

Given the transportation needs identified in Milwaukie, and the relative size of the City's existing transportation SDC, staff believes a higher transportation SDC rate is warranted. A regional examination of combined SDC and development fee costs conducted by the City of Portland found that the City of Milwaukie charges less than the

² As directed by Council when it established this program, all revenues from these sources are dedicated by ordinance to street surface maintenance and repair and may not be used to construct capital projects.

majority of other jurisdictions (17th out of 21 overall), and has particularly low rates for residential uses. The projects identified in this TSP will help the City increase quality of life and property values for residents and businesses as the City experiences continued growth. It is appropriate to ensure that growth pays a fair and commensurate share of the costs of these new facilities.

Plan Adoption

The TSP adoption package will include:

1. A Comprehensive Plan Amendment to adopt the updated TSP as the new Transportation Element of the City's Comprehensive Plan.
2. Two Zoning Code amendments needed to comply with the state Transportation Planning Rule.

The Oregon Department of Transportation funded this TSP Update through a \$142,500 grant to the City. The City's Intergovernmental Agreement with ODOT commits the City to adopting the TSP before December 31, 2007. Staff is currently preparing a Draft TSP for public hearings before the Planning Commission on October 23 and November 13, 2007. City Council is scheduled to hold public hearings on the TSP on December 4 and 18, 2007.

Concurrence

There is no action with which to concur.

Fiscal Impact

None. Staffing for the TSP project is being managed within the adopted FY07-08 budget.

Work Load Impacts

Multiple departments are contributing to the TSP project. Significant staff time will continue to be required to deliver a high quality document for Council adoption.

Alternatives

None at this time.

Attachments

1. Draft Transportation System Plan
2. Draft Comprehensive Plan amendment to Chapter 5, Transportation Element
3. Draft code amendments

ATTACHMENT 2

PROPOSED

COMPREHENSIVE PLAN AMENDMENT

The Transportation Element of the Comprehensive Plan needs to reflect the City's long-term transportation goals and policies. Since the Transportation System Plan (TSP) contains the City's long-term transportation goals and policies and is the City's guiding transportation document, the Transportation Element needs to be updated to reflect the adoption of the 2007 TSP.

The Transportation Element currently contains the goals, objectives, policies, and master plans from the 1997 TSP, thereby duplicating some of the information contained in the 1997 TSP. Staff proposes to reduce the amount of duplication contained in the Comprehensive Plan by summarizing key points from the 2007 TSP, highlighting the public involvement process, and directing readers to the document for more detailed information.

Repeal the Transportation Element of Chapter 5 of the Comprehensive Plan and replace with the following text:

The Transportation System Plan (TSP) is an ancillary Comprehensive Plan document that contains the City's long-term transportation goals and policies for pedestrians, cyclists, drivers, transit users, and freight carriers. It provides for the coordination of transportation improvements at the local level and the integration of the local transportation system with the regional transportation system. It also identifies the issues, policies, and projects that are important to the community.

Transportation goals form the basis for how the local transportation system will be developed and maintained over the long term. Given their importance, the City involved agency, business, and citizen stakeholders in developing goals that support a multi-modal approach to transportation planning that reflects how citizens think about and experience the transportation system. Since they are equally important in different ways, they are not listed in order of importance or priority.

- Goal 1: Livability.** Design and construct transportation facilities in a manner that enhances the livability of Milwaukie's community.
- Goal 2: Safety.** Develop and maintain a safe and secure transportation system.
- Goal 3: Travel Choices.** Plan, develop and maintain a transportation system that provides travel choices and allows people to reduce the number of trips made by single-occupant vehicles.
- Goal 4: Quality Design.** Establish and maintain a set of transportation design and development regulations that are sensitive to local conditions.
- Goal 5: Reliability and Mobility.** Develop and maintain a well-connected transportation system that reduces travel distance, improves reliability and manages congestion.
- Goal 6: Sustainability.** Provide a sustainable transportation system that meets the needs of present and future generations.
- Goal 7: Efficient and Innovative Funding.** Efficiently allocate available funding for recommended transportation improvements, and pursue additional transportation funding that includes innovative funding methods and sources.
- Goal 8: Compatibility.** Develop a transportation system that is consistent with the City's Comprehensive Plan and that coordinates with county, state, and regional plans.
- Goal 9: Economic Vitality.** Promote the development of Milwaukie's, the region's, and the state's economies through the efficient movement of people, goods, and services, and the distribution of information.

The TSP Advisory Committee and Working Groups assisted City staff in refining and developing policies that further define the nine multi-modal goals listed above. They also translated transportation needs and improvements into mode-specific master plans that prioritize the improvements the City should undertake in the near and far term. Refer to the Transportation System Plan for additional detail, as it is the City's guiding transportation document.

ATTACHMENT 3

PROPOSED ZONING CODE AMENDMENT

Commentary

The Oregon Transportation Planning Rule ("TPR", or Oregon Administrative Rule Chapter 660, Division 12) requires new development to provide "preferential parking for carpools and vanpools." To remain TPR compliant, the proposed zoning code amendment is recommended as part of the 2007 TSP update.

The Milwaukie zoning code has a provision that quantifies the number of carpool/vanpool spaces that must be provided (10 percent), but it does not require that they have preferential status. Other jurisdictions typically satisfy this provision through a spatial directive. That is, carpool/vanpool spaces must be closer to the main entrance to the building than general-purpose spaces. The City proposes a similar solution.

CHAPTER 19.500 OFF-STREET PARKING AND LOADING

19.506 CARPOOL AND VANPOOL PARKING

- A. Applicability. New industrial, institutional, and commercial development with fifty (50) or more employees shall provide carpool/vanpool parking.
- B. Number of Spaces. Carpool/vanpool parking shall be provided for at least ten percent (10%) of the required parking.
- C. Location. Parking for carpools/vanpools shall be closer to the main entrances of the building than other employee or student parking, except parking spaces designated for use by the disabled.
- D. Standards. Carpool/vanpool spaces shall be regular-sized, per requirements in Section 19.503.10, and shall be clearly designated with signs or pavement markings for use only by carpools/vanpools.

The Oregon Transportation Planning Rule ("TPR", or Oregon Administrative Rule Chapter 660, Division 12) requires that local codes separate transportation projects into three categories for review purposes. The categories are: those that are exempt from design standards and procedures, those that are subject to limited review (e.g., Type I) under objective standards, and those that are subject to more extensive review (e.g., Type II) because they are significant or require discretionary decision-making. To remain TPR compliant, the proposed zoning code amendment is recommended as part of the 2007 TSP update.

The Milwaukie zoning code clearly identifies which projects are in the second and third categories in Milwaukie Municipal Code (MMC) sections 19.1405.1 and 19.405.2. However, no projects are explicitly categorized as exempt. The City has interpreted its current code as exempting certain activities from land use regulations such as maintenance of, repair to, or operational changes to an existing transportation facility by a public agency. Since this is not explicit in the code, some of these activities could qualify as "development" per MMC section 19.103, and would therefore be subject to all of the transportation planning, design standards, and procedures of MMC Chapter 19.1400, per the catch-all category "other," listed in MMC section 19.1403.A. The City would like to explicitly exempt these types of projects.

**CHAPTER 19.1400 TRANSPORTATION PLANNING, DESIGN STANDARDS,
AND PROCEDURES**

19.1403.1 Limitations.

D. The following activities and uses are exempt from the requirements of this section:

1. Operation, maintenance, and repair of existing transportation facilities.
2. Public capital improvement projects.