Work Session WS

Milwaukie City Council

CITY OF MILWAUKIE

COUNCIL WORK SESSION

City Hall Council Chambers, 10501 SE Main Street
& Zoom Video Conference (www.milwaukieoregon.gov)

AGENDA

MAY 7, 2024

Council will hold this meeting in-person and through video conference. The public may attend the meeting by coming to City Hall or joining the Zoom webinar, or watch the meeting on the city's YouTube channel or Comcast Cable channel 30 in city limits. **For Zoom login** visit https://www.milwaukieoregon.gov/citycouncil/city-council-work-session-348.

To participate in this meeting by phone dial **1-253-215-8782** and enter Webinar ID **898 6111 0639** and Passcode: **063156**. To raise hand by phone dial *9.

Written comments may be delivered to City Hall or emailed to ocr@milwaukieoregon.gov. Council may take limited verbal comments.

Note: agenda item times are estimates and are subject to change. **Page #**

1. **Safe Access for Everyone (SAFE) and Street Surface Maintenance Program (SSMP) – Annual Report** (4:00 p.m.) **1**
   Staff: Jennifer Garbely, City Engineer
2. **Neighborhood Greenway Strategies – Update** (5:00 p.m.) **12**
   Staff: Jennifer Garbely, City Engineer
3. **Adjourn** (5:30 p.m.)

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Executive Sessions
The City Council may meet in executive session pursuant to Oregon Revised Statute (ORS) 192.660(2); all discussions are confidential; news media representatives may attend but may not disclose any information discussed. Final decisions and actions may not be taken in executive sessions.

CITY OF MILWAUKIE

WS 1. A. 5/7/24

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COUNCIL STAFF REPORT

To: Mayor and City Council
Emma Sagor, Acting City Manager

Date Written: Apr. 23, 2024

Reviewed: Joseph Briglio, Community Development Director, and
Michael Osborne, Assistant Finance Director

From: Jennifer Garbely, City Engineer, and
Jeff Tolentino, Assistant City Engineer

Subject: **Annual Report on the Safe Access for Everyone (SAFE) Program**

ACTION REQUESTED

Council is asked to receive a presentation and an update on the SAFE program.

HISTORY OF PRIOR ACTIONS AND DISCUSSIONS

July 19, 2016: Council took public testimony and adopted Ordinance 2123 implementing the Bicycle and Pedestrian Accessibility Program (effective August 18, 2016). The Public Safety Advisory Committee (PSAC) met in August 2016 and discussed the name of the program and proposed fee to differentiate it from the existing "street charge" that supports the Street Surface Maintenance Program (SSMP). PSAC's recommendation was to name the new program and associated fee "SAFE."

March 20, 2018: Council directed staff to issue $21,000,000 in general obligation bonds to design and construct the first phase of sidewalk projects identified in the city's SAFE program.

June 4, 2020: Staff presented the annual SAFE report to Council.

May 18, 2021: Staff presented the annual SAFE report to Council.

May 17, 2022: Staff presented the annual SAFE report to Council.

June 6, 2023: Staff presented the annual SAFE report to Council.

ANALYSIS

The engineering department manages SAFE projects. SAFE projects can be designed in-house by staff, or the city can contract with a consultant to lead the design. As projects are designed (both in-house or through a consultant), engineering staff coordinates with other city departments as necessary to review design plans. A typical projects can take approximately 12 to 18 months to produce a bid-ready set of design plans and the associated contract documents, and then about a year to construct.

Project selection and scheduling was driven by a need to meet SAFE priorities, address the backlog of SSMP projects, and distribute projects geographically across the city to avoid overwhelming any single area of the city with construction impacts.

SAFE Project Summary for Fiscal Year (FY) 2023

The city completed no construction projects in FY2023 as projects were on hold due to the second bond being issued late.

Revenue Summary

The SAFE program resides in the city's transportation fund where revenues are collected exclusively for expenditures described in the SAFE program. Total revenues for FY2023 were **$1,366,661.21**. To keep this report consistent with previous SAFE reports, revenues are focused on FY2023 even though we are nearly through FY2024. Revenues earned in FY2024 will be reported to Council in 2025.

SAFE Program Fee: For FY2023, the SAFE program generated **$1,253,078.42** in fees.

Intergovernmental Franchise fees: For FY2023, fees earned were **$11,857.33**.

Interest Income: For FY2023, interest earned was **$101,725.46.**

Overall Condition of the Network

The status of the city's 2018 adopted Americans with Disabilities Act (ADA) transition plan is as follows:

Sidewalks

- 30% of inventoried sidewalks are compliant with ADA standards.
- 30% of inventoried sidewalks are non-compliant with ADA standards.
- 40% of inventoried sidewalks have barrier issues.
- Approximately 98 miles of sidewalk need to be constructed where there are gaps or no pedestrian facilities available.
- Approximately 42 miles of sidewalk need to be reconstructed where there are currently barriers or non-compliant elements.

Ramps (800 analyzed)

- 28% are compliant with ADA standards.
- 72% are non-compliant with ADA standards.
- Approximately 650 new ramps need to be constructed where there are gaps or no pedestrian facilities available.
- Approximately 635 ramps need to be reconstructed at intersections with barriers.
- Approximately 53% of all pedestrian crossings have stop or yield control.

The city will complete an updated assessment of the overall network as part of the Transportation System Plan (TSP) update that began in FY2024. In the interim, engineering will report on our progress through annual reports to Council. Engineering also plans to do an update to the 2018 ADA transition plan once data is received.

Achievement of Program Goals

The SAFE program goal is to build 27.9 miles of sidewalk and 900 ADA ramps in nine years. With the approximate 2-year time lag to build staff and take care of a few older projects that needed to be completed, our SAFE program will likely stretch into 11 years.

Upcoming Projects
The draft Capital Improvement Plan (CIP) for FY 2025-2030 has combined projects spread over upcoming fiscal years and distributed around the city. Project are listed by construction year:

2024

- Washington Street Area Improvements – includes Washington Street, 27th Avenue, 35th Avenue, and Edison Street
- ADA Ramp Project

2025

- King Road Improvements
- Ardenwald North Improvements – includes Van Water Street and Roswell Street
- SAFE Spot Program
- Waverly South/26th Avenue

2026

- Harvey Street Improvements
- Monroe Street Neighborhood Greenway

2027

- No current construction projects planned

2028

- Logus Road / 40th Avenue Improvements – includes Logus Road and 42nd Avenue
- International Way Improvements

2029

- Ardenwald South Improvements – includes 32nd Avenue and Balfour Street
- Sparrow Street Improvements

BUDGET IMPACTS
While the upcoming adopted CIP provides funding for projects scheduled in FY 2025 to 2026, staff will highlight upcoming challenges on specific projects and across both the SAFE and SSMP program in their presentation.

EQUITY IMPACT
The SAFE program is about bringing safe access for everyone which is at the heart of bringing equity to the community. The program's goals are to remove barriers for people to walk, bike, or roll to where they need to go safely. This includes creating smooth and safe pathways for all to use, especially for populations with disabilities or who experience other mobility challenges. Therefore, the program has prioritized filling gaps in Milwaukie's network of sidewalks, curb ramps, and multi-use paths and replacing portions that don't meet ADA standards. The SAFE program efforts are the city's commitment to improving public street and sidewalk access to all and could have long-term community impacts in improving quality of life and safe access to resources. Current plans for measuring success include:

- Linear feet of sidewalks and paths added.
- Number of students attending school within a half mile of completed SAFE project.
- Number of trees preserved.
  Number of trees planted.
- Number of public engagement opportunities.

The city also collects a SAFE fee from residents as a part of the city's utility bill. Fee amounts are estimated based on the type of property and the way it is used.

CLIMATE IMPACTS

Staff maintains pavement and constructs sidewalks and bicycle facilities across the city in accordance with the goals outlined, and the funds collected, by SAFE and SSMP. The materials and equipment used in the construction of infrastructure contain embedded carbon and generate greenhouse gas emissions. To the extent possible, staff work with contractors to use more sustainable materials and methods such as warm mix asphalt and concrete with a percentage of the cement replaced by fly ash or ground slag. For streets that need to be fully rebuilt, full-depth reclamation will be used instead of complete removal and replacement. This change will save a significant amount of energy otherwise expended by trucking material to and from the construction site, with the added benefit of reducing landfill disposal and the amount of new rock required for a project. Through improved regular maintenance of city streets, the lifespan of city streets will be extended, which will reduce the need for larger and more resource intense repair projects that have greater climate impacts.

While some trees must be removed to provide the required area to construct a project, the goal is to always install more trees than are removed. When feasible, stormwater projects will now start to include the more natural, low-impact development facilities. These are smaller facilities spread throughout a project that allow better retention, cleansing, and infiltration of stormwater runoff. Where feasible on sidewalk and pathway projects, more pervious asphalt and concrete surfaces will be installed to reduce stormwater runoff. With CIP projects, language in the project specifications that limit idling time of construction vehicles will be included.

WORKLOAD IMPACT

Engineering staff continues their commitment to designing, overseeing, managing, and inspecting these projects, as well as seeking supplemental resources to help address current work program projects and the increasing demands on the city's street network.

COORDINATION, CONCURRENCE, OR DISSENT

Engineering staff coordinated with public works, community development, finance, and the city mangers office on these projects through our capital projects chartering process to ensure interdepartmental coordination.

STAFF RECOMMENDATION

This informational update does not contain a staff recommendation.

ATTACHMENTS

1. Status summary from original SAFE Program plan

SAFE Progress as of May 2024

			SAFE		SSMP
Project Name	**From**	**To**	**Status**	**Safe Routes to School**	
Year 1 - 2019					
McBrod	17th Ave	Ochoco St	Completed		SSMP
Ardenwald Elementary School Routes - 36th, 39th, Wake, Ardenwald Path	Roswell St	Olsen St	Completed	SRTS	SSMP
Sellwood St - Madison St	35th Ave	Milwaukie Elementary School	Completed	SRTS	
Year 2 - 2020					
Washington St/35th Ave	McLoughlin Blvd	Edison St	Under Construction	SRTS	SSMP
Wood Ave	Monroe St	Park St	Completed		SSMP
	Park St	Railroad Ave	Not completed due to unfunded water work		
Edison St	HWY 224	35th Ave	Under Construction	SRTS	SSMP
King Rd	40th Ave	43rd Ave	FY27-28		SSMP
	43rd Ave	Linwood Ave	In Design		SSMP
42nd Ave	Johnson Creek Blvd	Harvey St	Completed	SRTS	
	Howe St	Harvey St	In Design		
Year 3 - 2021					
Harvey St	32nd Ave	42nd Ave	In Design		SSMP
43rd Ave/Howe/Covell	King Rd	Howe St	Completed	SRTS	SSMP
22nd Ave	McLoughlin Blvd	Sparrow St	Completed		SSMP
Linwood Ave	Monroe St	Harmony Rd	Completed	SRTS	
River Rd	McLoughlin Blvd	City Limits	Completed	SRTS	SSMP
Monroe St	25th Ave	28th Ave	With Monroe Greenway		SSMP
Home Ave	King Rd	Railroad Ave	Completed	SRTS	SSMP
Year 4 - 2022					
Oak St	Washington St	Monroe St		SRTS	SSMP
Main St - Ochoco St	Harrison St	Expressway	FY29-30 with N Milwaukie Downtown		SSMP
	Expressway	Milport Rd	FY31-32with N Milwaukie Industrial Ph1		SSMP
	Milport Rd	Ochoco St	FY31-32 with N Milwaukie Industrial Ph2		SSMP
Mailwell Dr	Main St	UPRR	FY31-32 with N Milwaukie Industrial Ph2		SSMP
Sparrow St	River Road	Trolley Trail/26th Ave	FY28-29		SSMP
Harmony Rd	Linwood Ave	City Limits			
Balfour St	32nd Ave	Balfour Park	FY 28-29 with Ardenwald South		SSMP
32nd Ave & Railroad Ave	Van Water St	Oak St	FY 28-29 with Ardenwald South		
Year 5-2023					
Park St - Lloyd St (Park St, Beckman Ave, Beckman Terrace, 56th Ave, Lloyd St)	Home Ave	Stanley Ave	FY30-31	SRTS	SSMP
26th Ave	Lake Rd	Lake Village Apartments	FY25-26 Wastewater work in FY26		SSMP
Oatfield Rd	Lake Rd	City Limits	FY30-31		SSMP
27th Ave	Lake Rd	Washington St	Under Construction	SRTS	SSMP
28th Ave - Van Water St	Springwater Corridor	32nd Ave	Construction to start in 2023	SRTS	SSMP
Logus Rd	43rd Ave	49th Ave	FY26-28	SRTS	SSMP
Mason Ln	42nd Ave	Regents Dr	FY31-32 with Lewelling North	SRTS	SSMP
Year 6-2024					
International Way	37th Ave	Lake Rd	In FY27-28		SSMP
Harmony Rd	International Way	Linwood Ave	Completed with PIPs	SRTS	
Lava Dr - Waverly Ct (Waverly South)	17th Ave	Highlands Apartments Entrance	In Design		SSMP

SAFE Progress as of May 2024

			SAFE		SSMP
Project Name	**From**	**To**	**Status**	**Safe Routes to School**	
Year 7-2025					
Rusk Rd - Kellogg Creek Dr	Lake Rd	North Clackamas Park	ROW outside city limits (Clackamas County jurisdiction)		
49th Ave	King Rd	Logus Rd	FY31-32 with Lewelling Improvements	**SRTS**	**SSMP**
Olsen St	42nd Ave	32nd Ave		**SRTS**	**SSMP**
51st Ave	Logus Rd	Winworth Ct	FY31-32 with Lewelling Improvements	**SRTS**	**SSMP**
Roswell St	32nd Ave	Rockvorst St	Construction to start in 2023	**SRTS**	**SSMP**
Rockwood St - Willow St	43rd Ave	Stanley Ave	FY31-32 with Lewelling Improvements	**SRTS**	**SSMP**
Johnson Creek Blvd	Public Works Property	City Limits (East)	In design		
Year 8-2026					
Where Else Ln	Lake Rd	Bowman and Brae Park			**SSMP**
Aspen - Furnberg St	Linwood Ave	Furnberg Park			**SSMP**
Brookside Dr - Winsor Dr	Johnson Creek Blvd	Willow St	FY31-32 with Lewelling North	**SRTS**	**SSMP**
Mallard Way	International Way	Mallard Bridge	FY 27-28 with International Way		
37th Ave	Harrison St	International Way			**SSMP**
47th Ave	Franklin St	Railroad Ave	Campbell Elementary closed since SAFE program started		
35th Ave	Lake Rd	Edison St			**SSMP**
Year 9-2027					
Ochoco St	McLoughlin Blvd	17th Ave	North side of street outside city limits	**SRTS**	
Frontage Rd	Springwater Corridor	End of OLCC Building (9201 SE McLoughlin Blvd)			
Bowman St - Brae St	Bowman and Brae Park	North Clackamas Park	Portions outside city limits.		**SSMP**
Harrison	McLoughlin Blvd	42nd Ave			
28th Ave	Washington St	Harrison St		**SRTS**	**SSMP**
23rd & Willard	Lake Rd	27th Ave	Completed		
51st Ave - Casa Del Rey St	Lake Rd	North Clackamas Park	Outside city limits		
Olsen St	32nd Ave	End of West Olsen St		**SRTS**	**SSMP**
Divided over 9 years					
Remove Barriers Program	City Wide	City Wide	ongoing		
Accessible Pedestrian Signal Upgrades	Location Specific	Location Specific	ongoing		

CITY OF MILWAUKIE

WS 1. B. 5/7/24

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COUNCIL STAFF REPORT

To: Mayor and City Council
Emma Sagor, Acting City Manager

Date Written: April 25, 2024

Reviewed: Joseph Briglio, Community Development Director, and
Michael Osborne, Assistant Finance Director

From: Jennifer Garbely, City Engineer, and
Jeff Tolentino, Assistant City Engineer

Subject: **Annual Report on the Street Surface Maintenance Program (SSMP)**

ACTION REQUESTED

Council is asked to receive an annual presentation and update on the SSMP.

HISTORY OF PRIOR ACTIONS AND DISCUSSIONS

January 2, 2007: The SSMP was adopted by Ordinance 1966, effective July 1, 2007. The ordinance, in concert with other related ordinances, established funding sources that included a street maintenance fee, an electric utility privilege tax, and a local gas tax. All funds were dedicated to street maintenance and rehabilitation with the goal of bringing all arterials and collectors in the city to a good or better condition within ten years.

June 4, 2020: Staff presented the annual SSMP report to Council.

May 18, 2021: Staff presented the annual SSMP report to Council.

May 17, 2022: Staff presented the annual SSMP report to Council.

May 23, 2023: Staff presented the annual SSMP report to Council.

ANALYSIS

The engineering department manages SSMP projects. Projects can either be designed in-house by engineering staff, or the city can contract a consultant to lead the design. As projects are designed, engineering staff coordinate with other city departments to review plans and provide comments. Projects typically take around a year to 18 months to complete a bid-ready set of design plans and contract documents for each project, and then another year to two years to construct the project (depending on the amount of work).

Project selection and scheduling was driven by a need to meet SAFE priorities, address the backlog of SSMP projects, and distribute projects geographically across the city to avoid overwhelming any single area of the city with construction impacts. SSMP projects also must be coordinated with other underground utility repair and replacement projects as have been identified in the city's system or master plans.

SSMP Project Summary for FY 2023 (July 01, 2022, to June 30, 2023)

Street Paving and Reconstruction: $2,075,094 cost ($1,325,056 SSMP, $750,038 transportation).

- 43rd Avenue from King Road to Covell Street overlay completed November 2022.
- Howe Street from 42nd Avenue to 43rd Avenue overlay completed November 2022.
- Home Avenue from King Road to Railroad Avenue reconstruction completed Dec. 2022.
- Wood Avenue from Railroad Avenue to Park Street reconstruction completed Dec. 2022.

Crack Seal: Completed 2.6 miles ($44,458.84 transportation).

Slurry Seal: Complete 6.2 miles ($211,675.20 SSMP).

Revenue Summary

The SSMP resides in the city's transportation fund where revenues are collected specifically and exclusively for expenditures described in the SSMP program. The revenue sources for the transportation fund are described below. Total revenues for fiscal year (FY) 2023 were **$3,326,085.07**. To keep this report consistent with previous reports, revenues are focused on FY 2023 even though we are nearly through FY 2024. Revenues earned in FY 2024 will be reported to Council in 2025.

Street Maintenance Fee: Revenue from the street maintenance fee for FY 2023 was **$1,034,729.50.**

State Gas Tax: For Revenue from the state gas tax for FY 2023was **$1,672,945.57**.

Local Gas Tax: Revenue from the two-cent per gallon local gas tax for FY 2023was **$127,837.20**.

Electric Utility Privilege Tax: Revenue from the utility privilege tax for FY 2023 was **$368,637.75**

Interest Income: For FY 2023, interest earned on these accounts was **$121,935.05**.

Overall Condition of the Network

The engineering department maintains a database of street conditions for all city streets based on the Pavement Condition Index (PCI). The database is updated with our completed maintenance and rebuilding projects, and any new streets or repaired streets completed by private development. A newly paved street has a PCI of 100. Part of the decision matrix for street maintenance is based on the following generally accepted PCI values:

PCI Decision Matrix

TIME OF IMPROVEMENT	FREEWAY	ARTERIAL	COLLECTOR	LOCAL
Adequate	>85	>85	>80	>80
6 to 10 years	76 to 85	76 to 85	71 to 80	66 to 80
1 to 5 years	66 to 75	56 to 75	51 to 70	46 to 65
NOW Rehabilitate	60 to 65	50 to 55	45 to 50	40 to 45
NOW Reconstruct	<60	<50	<45	<40

Achievement of Program Goals

PCI Goal: The SSMP PCI goal is to bring all arterial and collector streets to a rating of 75 or better, with adequate maintenance to sustain this level of pavement quality. The average network-wide PCI value for all streets was 56 over the past year, which is the same as the previous year.

A comprehensive evaluation of the PCI for the city's entire street network was completed by a consultant in 2019. Street condition is updated as conditions are improved, and the engineering department's goal is to bring PCI network evaluation in-house through training of existing staff. This will both save the city money in the long term and provide valuable experience for staff. This process will take time, however, particularly with current shortfalls in staffing within the Engineering department, and likely will not be accomplished for another one to two years. The Engineering Department may consider hiring an external consultant to provide a network PCI evaluation, if it can't be completed in-house.

2023 PCI values:

- **Arterial streets: 67** (previously 68 in 2022, 69 in 2021 61 in 2020, and 63 in 2019). Arterials account for 10.1% of the street network by length and 12.0% by area.
- **Collector and minor collector streets: 53** (previously 53 in 2022, 56 in 2021, 59 in 2020, and 62 in 2019). Collector and minor collector streets account for 29.5% of the city's network by length and 30.2% by area.
- **Neighborhood/Local streets: 53** (previously 52 in 2022, 53 in 2021, 55 in 2020, and 57 in 2019).

Local streets account for 60.4% of the city's network by length and 57.8% by area. Average PCI values have shown a downward trend in recent years. The engineering department works each fiscal year to improve PCIs as possible through the SSMP, but are limited by SSMP funding in making substantial improvements to PCIs.

Deferred Maintenance Goal: The goal is to eliminate the backlog of deferred maintenance of streets; however, many of the city's local streets have already reached a state of deterioration that requires full reconstruction. A review of current funding plus anticipated revenue indicates a significant shortfall in meeting our goal of both maintaining arterial and collector streets and rebuilding local streets.

Maintenance Goals: The goal is to prevent any street from deteriorating to the point of requiring full reconstruction.

Stopgap Goals: The goal is to continue adequately funding the program and repair trouble spots throughout the city using street patching and pothole filling, with the expectation that these needs will diminish as the program continues. Stopgap repairs are funded through current street fund revenues.

Upcoming Projects

Below are the anticipated SSMP projects for fiscal years 2024 through 2030. The projects are listed by construction year. Active projects for the current fiscal year (FY 2024) are included in the city's Capital Improvement Plan (CIP) for FY 2023-2028. For fiscal years 2025 through 2030, the projects are taken from the draft CIP for FY 2025-2030 currently being developed by the engineering department.

2024

- Washington Street Area Improvements – includes Washington Street, 27th Avenue, and Edison Street.
- Residential Street Surface Repair – Grind and Inlay project repairing 2.7 miles of residential roadways throughout the City.

- Street Surface Slurry Seal – Slurry Seal resurfacing project repairing 5.7 miles of residential roadways throughout the City.

2025

- Harvey Street Improvements – includes Harvey Street, 33rd Avenue and 36th Avenue.
- Waverly South Improvements – includes Lava Drive and Waverly Court.
- Ardenwald North Improvements – includes Van Water Street, Roswell Street, 28th Avenue, 28th Place, Sherrett Street, 30th Avenue cul-de-sac, 31st Avenue cul-de-sac.
- 26th Avenue Improvements.
- Residential Street Surface Repair.
- Street Surface Slurry Seal.

2026

- Harvey Street Improvements – includes Harvey Street, 33rd Avenue and 36th Avenue.
- Street Surface Slurry Seal.

2027

- Street Surface Slurry Seal.

2028

- Logus Road / 40th Avenue Improvements – includes Logus Road, 40th Avenue, 42nd Avenue.
- International Way Improvements.

2029

- Ardenwald South Improvements – includes 32nd Avenue and Balfour Street.
- Sparrow Street Improvements.

2030

- Oatfield Road and Shell Lane.
- Park Street / Lloyd Street Improvements – includes Park Street, Beckman Terrace, 56th Avenue, Lloyd Street, and Stanley Avenue.
- North Milwaukie Main – Main Street (Milport to Ochoco) and Mailwell Drive.
- King Road (40th Avenue to 42nd Avenue).
- North Milwaukie Improvements – includes Main Street, Ochoco Street.

BUDGET IMPACTS

Staff manages project scopes to proceed with the funds available but have grown increasingly concerned about the quality of paving work that can be completed with the available SSMP resources. The city hopes to use one-time resources to help fill the gaps but also wants to engage with council on a possible modification to SSMP program goals to better focus the city's efforts and priorities.

WORKLOAD IMPACT

Engineering staff continues their commitment to designing, overseeing, managing, and inspecting these projects, as well as seeking supplemental resources to help address current work program projects and the increasing demands on the city's street network.

EQUITY IMPACT

The SSMP program provides street maintenance to roadways on a city-wide basis. The program's goals are to improve roadway conditions for all arterials, collectors, and neighborhood streets. Selection of SSMP projects is driven by combination of existing PCI indexes, geographic location, and other projects in the area. PCI indexes (or roadway condition index) are the primary factor for selecting SSMP projects. Since PCI indexes generally measure wear and tear on the roadway, they are largely independent of neighborhood demographics or other points of bias. Geographic location is also considered to ensure that SSMP projects are well distributed across all the neighborhoods within the city, and that no areas receive a disproportionate amount of SSMP funding. Engineering staff will also combine SSMP improvements with other CIP projects to reduce costs and extend the buying power of SSMP funds. The SSMP program is funded by a streets fee collected from residents as a part of the city's utility bill. Fee amounts are estimated based on the type of property and the way it is used.

CLIMATE IMPACT

Staff maintains pavement and constructs sidewalks and bicycle facilities across the city in accordance with the goals outlined and the funds collected by SAFE and SSMP. The materials and equipment used in the construction of infrastructure contain embedded carbon and generate greenhouse gas emissions. To the extent possible, staff work with contractors to use more sustainable materials and methods such as warm mix asphalt and concrete with a percentage of the cement replaced by fly ash or ground slag. For streets that need to be fully rebuilt, full-depth reclamation will be used instead of complete removal and replacement. This change will save a significant amount of energy otherwise expended by trucking material to and from the construction site, with the added benefit of reducing landfill disposal and the amount of new rock required for a project. Through improved regular maintenance of city streets, the lifespan of city streets will be extended, which will reduce the need for larger and more resource intense repair projects that have greater climate impacts.

While some trees must be removed to provide the required area to construct a project, the goal is to always install more trees than are removed. When feasible, stormwater projects will now start to include the more natural, low-impact development facilities. These are smaller facilities spread more throughout a project that allow better retention, cleansing, and infiltration of stormwater runoff. Where feasible on sidewalk and pathway projects, more pervious asphalt and concrete surfaces will be installed to reduce stormwater runoff. With CIP projects, language in the project specifications that limits idling time of construction vehicles will be included.

COORDINATION, CONCURRENCE, OR DISSENT

Engineering staff coordinated with public works, community development, finance, and the city mangers office on these projects through our capital projects chartering process to ensure interdepartmental coordination.

ATTACHMENTS

None.

CITY OF MILWAUKIE

WS 2. 5/7/24

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COUNCIL STAFF REPORT

To: Mayor and City Council
Emma Sagor, Acting City Manager

Date Written: April 24, 2024

Reviewed: Jennifer Garbely, City Engineer

From: Josh Neath, Associate Engineer

Subject: **Neighborhood Greenway Strategies**

ACTION REQUESTED

Council is asked to receive an update on the 29th Avenue Greenway improvements design.

HISTORY OF PRIOR ACTIONS AND DISCUSSIONS

At the March 5, 2024, regular session, Council listened to the public's safety concerns regarding the 29th Avenue Greenway. At that meeting, there was significant discussion about potential infrastructure improvements desired for that street, as well as conversation about how the city can make its greenways look, feel, and operate as safe, slow streets. The Council consensus at that meeting was for staff to bring back proposals for improvements to the 29th Avenue Greenway that might alleviate the safety concerns noted by the public and inform future improvements across the city's greenway network.

ANALYSIS

The objective of the 29th Avenue Greenway Improvements Project is to provide bicyclists and pedestrians safe access along the 29th Greenway from Balfour Street to the Springwater Corridor Trail. In response to the concerns of the public regarding the safety within intersections along 29th Avenue, much of the staff analysis focused on these intersections. The design proposes the installation of warning signs for cyclists, pedestrians, and vehicles as well as bicyclist pavement markings crossing along the greenway at the intersections in question.

The overall project will likely need to be broken out into phases as there are future projects happening within the scope of this project. The following infrastructure improvements and phasing are being considered for installation.

Phase 1

- Install new bike/pedestrian warning sign (standard Manual on Uniform Traffic Control Devices (MUTCD) W11-15) at intersections facing east towards the direction of west travel crossing the greenway. The intention is to warn cross traffic of pedestrians and bicyclists crossing the intersection along the greenway. The low volume of traffic traveling east across the greenway does not warrant a need for this signage, so staff is not proposing it.
- Newly designed temporary yard signs are proposed to be available for local homeowners near the greenway to post on their property. Two sign designs are proposed: one yard sign for property along the greenway and another for property on streets crossing the greenway.

Phase 2

- Existing and proposed pavement markings along 29th Avenue will be replaced/installed during the city's slurry seal project happening during the summer of 2024.
- Install new green thermoplastic striping at intersections along the greenway only on the east side of the roadway. The intention here is to direct pedestrians and bicyclists across the intersection safely within the crossing. It is also an additional visual warning for cross traffic of the crosswalk. Due to the narrow width of the greenway, there was no room for these crossings to be installed on both sides of the roadway. Since this is a shared roadway and locals are used to walking on the road, it was concluded that having pedestrians and bicyclist cross when safe to do so to the crossing on the east side of the greenway would not be an issue.

Phase 3

- Proposed pavement markings north of Roswell Street will be installed with the future Ardenwald North Safe Access for Everyone (SAFE) Project.

Staff would like to stress the importance of getting this design right because it will inform future planning for improvements across the greenway network.

BUDGET IMPACTS

Engineering and public works staff are working to put together a cost estimate. There is Spot Program funds in the FY25-26 budget to cover these costs.

WORKLOAD IMPACT

Engineering and public works staff will work together to install signage and pavement striping on 29th Avenue. The cross traffic warning signs will be designed in-house.

Staff would like to caution Council that the engineering department is low on staff at the moment. Unplanned workload outside the TSP does pull focus from current work on projects such as Ardenwald North.

CLIMATE IMPACT

The city's neighborhood greenway network provides safe, comfortable, and accessible places for people to walk, bike, and roll to get around Milwaukie. These are zero-carbon transportation options that we want to encourage to meet our transportation carbon emission reduction goals. There will be little to no impact on the environment from the actual improvement installation, with only emissions from manufacturing and transportation of materials such as signs, tele spar posts for the signs, and thermoplastic markings.

EQUITY IMPACT

Providing a safe, accessible, and attractive greenway helps provide places within the ROW for people of all ages and abilities to travel and exercise. Implementing greenway improvements equitably means doing so thoughtfully, and not just where we receive the most public requests. It is important that our future greenway improvements are planned equitably and in places with greatest need. This is why it is important to use data to make informed decisions about what infrastructure improvements are worth investing in and where.

Staff took community feedback into consideration regarding stop signs and safety concerns. During the March 5 Council discussion, staff referenced the speed studies done on 29th Avenue which give evidence of not needing stop signs due to low volume and speeds of traffic. MUTCD regulations and the city's greenway outline (Chapter 6 of the Transportation System Plan (TSP)) were referenced when choosing the most optimal infrastructure options. The proposed improvements to bicycle/pedestrian transportation and signage for the greenway was chosen to address neighborhood safety concerns.

COORDINATION, CONCURRENCE, OR DISSENT

Managers from engineering and public works coordinated the project scope. A walk down 29th Avenue with Ardenwald neighborhood members was conducted to discuss possible infrastructure options and their concerns.

STAFF RECOMMENDATION

Staff recommends that Council receive this report and provide feedback on the proposed design for the greenway improvements.

ALTERNATIVES

Council could choose to:

1. Accept the design as is,
2. Accept the design with revisions, or
3. Reject the design.

ATTACHMENTS

1. Yard Sign Designs

We built this greenway to walk and roll.

CITY OF **MILWAUKIE**

SLOW THE FLOCK DOWN!

watch for bikes
& pedestrians!

CITY OF **MILWAUKIE**

WS16

Dear Mayor Batey, Council President Massey, and Councilors Stavenjord, Khosroabadi, Abma; and Assistant City Engineer Jeff Tolentino:

Community Comment, Agenda 5, May 7, 2024 Regular Session

Re: I support the Engineering Department's Draft plan for signage on the 29th Avenue Greenway

Assistant City Engineer Jeff Tolentino and his assistant Josh Neath graciously hosted a special meeting on Thursday, May 2, 2024, with several members of the Bike Milwaukie community and members of the Ardenwald-Johnson Creek Neighborhood.

I am not representing the Bike Milwaukie community officially, as I take it key members of this group may disagree with my support for the draft plan for 29th Avenue Greenway signage.

I support the draft plan because it does put yellow signposts at the key cross streets of the 29th Avenue Greenway, alerting car drivers that they are coming up to a Greenway with bicyclists and pedestrians in commute. The draft plan also would paint a green and white strip at the key intersections, also alerting drivers that they are coming up to a Greenway.

I think the draft plan is a good compromise for the residents of Milwaukie and the Ardenwald-Johnson Creek neighborhood. It is in keeping with the multi-modal transportation policy framework.

Like it or not, cars and trucks are essential to preserving the mobility required by a vibrant economy and for those in the community, such as seniors, who are very dependent on their cars – physically unable to bicycle and fearful of the lack of safety often occurring with public transit.

At the same time, it adds to bicycling and walking infrastructure in a state that increasingly can't seem to build new physical vehicle road capacity, even in the face of a doubling of population since the last major road is built in the 1980s.

So, I am hopeful that the draft Engineering Plan for signage on the 29th Avenue Greenway or something like it comes to fruition and soon.

Sincerely,
Elvis Clark
resident of the City of Milwaukie