



To: Brett Kever, Mary Heberling, City of Milwaukie
From: Derek Abe and Grace Stainback, Alta Planning + Design
Date: November 9, 2020
Re: Central Milwaukie Bikeway Connections Project – Existing Conditions

Introduction

The purpose of this memorandum is to summarize the existing conditions, opportunities, and constraints for the Central Milwaukie Bikeway Connections project. It outlines opportunities and constraints for potential bikeway connections in the project area. The intention is for this document to inform the development of concept design alternatives.

Introduction to Project Area

Central Milwaukie serves as both a commercial hub for the city as well as a crossroads for several neighborhoods. The approximately 75-acre area is located at the junction of several neighborhood boundaries and is a location where numerous commercial, housing, medical and civic activities coincide. The Central Milwaukie District is separated from Historic Downtown Milwaukie by Hwy 224 and the rail line along its western edge.¹ The residential neighborhoods of Lewelling, Lake Road, Ardenwood, and Hector Campbell are located directly east and south of the district; industrial/employment districts are located to the northwest and southeast.

Central Milwaukie is the gateway between surrounding neighborhoods and the transit hubs found Downtown: both the Milwaukie Transit Center and the Milwaukie/ Main St MAX Station. Currently, connections for people riding bikes through the project area are limited. Figure 1 illustrates the existing active transportation network in Central Milwaukie. However, there are several signed shared-street bikeways in the area that are not illustrated on the map, including 29th Ave which connects to the Springwater Trail to the north, and Harvey St east of 32nd Ave.

¹ Central Milwaukie Land Use and Transportation Plan. City of Milwaukie, March 2015. https://www.milwaukieoregon.gov/sites/default/files/fileattachments/draft_cmlutp_03-03-15_0.pdf

Figure 1. Active Transportation Network Map

ACTIVE TRANSPORTATION NETWORK

CENTRAL MILWAUKIE BIKEWAY CONNECTIONS

DESTINATIONS

- Affordable Housing
- Community Center
- Hospital
- MAX Station

BIKE ROUTES

- Bike Lane
- Shared Roadway
- Planned Bikeways

TRANSIT

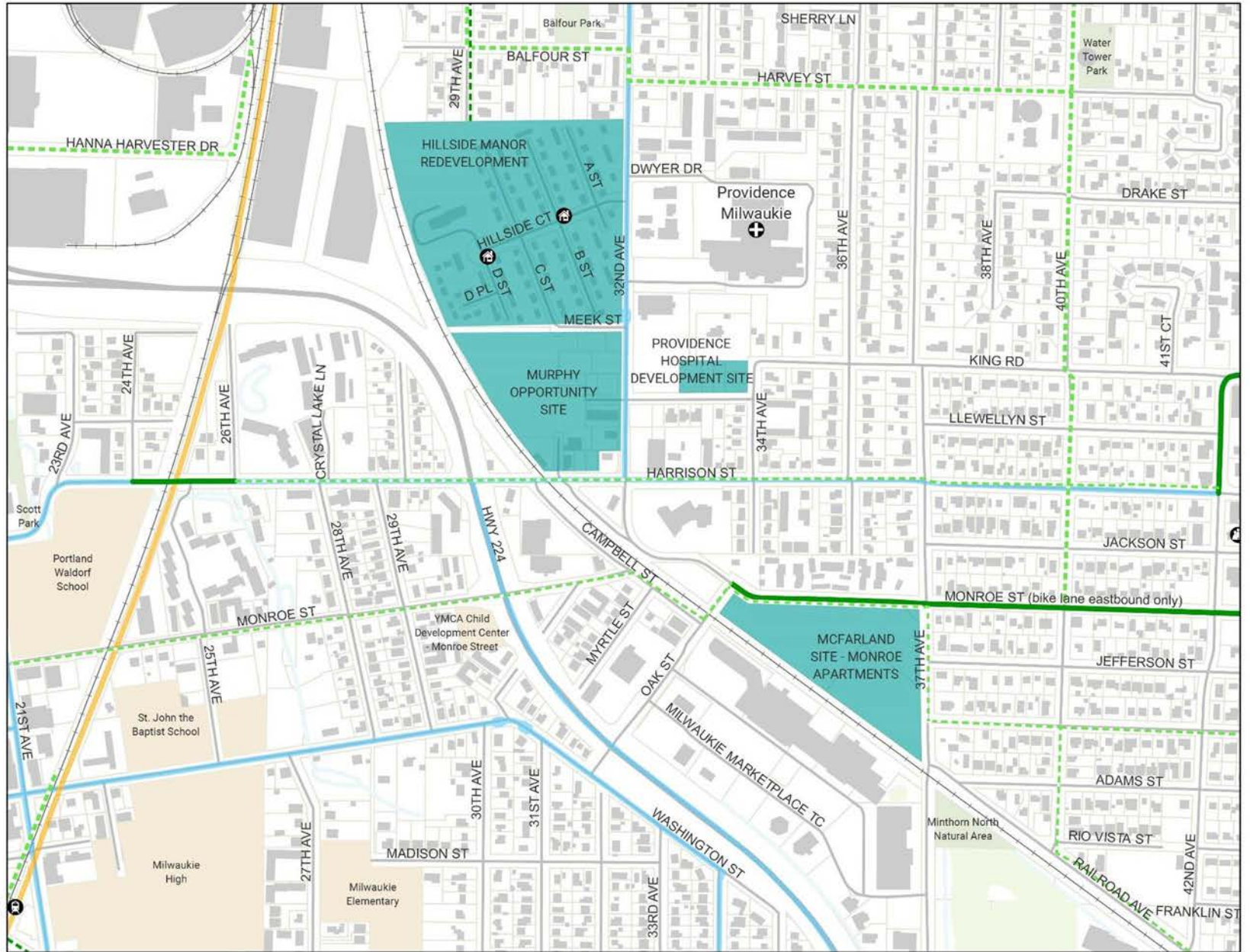
- MAX Light Rail
- Bus Route

FEATURES AND BOUNDARIES

- Railroad
- Schools
- Building Footprints
- Parks
- Wetlands
- Development Site
- Taxlots

Data Source:
City of Milwaukie, Metro RLIS
Map Created:
September 2020

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Collisions and Safety

Between 2016 and 2020, there have been seven motor vehicle collisions with people walking and biking in the study area (Figure 2). The crashes are concentrated near major intersections, including Hwy 224 at Oak St and Harrison St at 32nd Ave. Notably, the intersection of Harrison St and 32nd Ave lies at the heart of the project area and is viewed as a key connection opportunity. However, the high crash rate indicates that an alternative route may offer a more comfortable and safe connection for people biking.

Figure 2. Bicycle and Pedestrian Collisions, 2016-2020

BICYCLE AND PEDESTRIAN COLLISIONS 2016 - 2020

CENTRAL MILWAUKIE BIKEWAY CONNECTIONS

BIKE ROUTES

- Bike Lane
- - - Shared Roadway

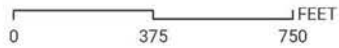
TRANSIT

- MAX Light Rail
- Bus Route

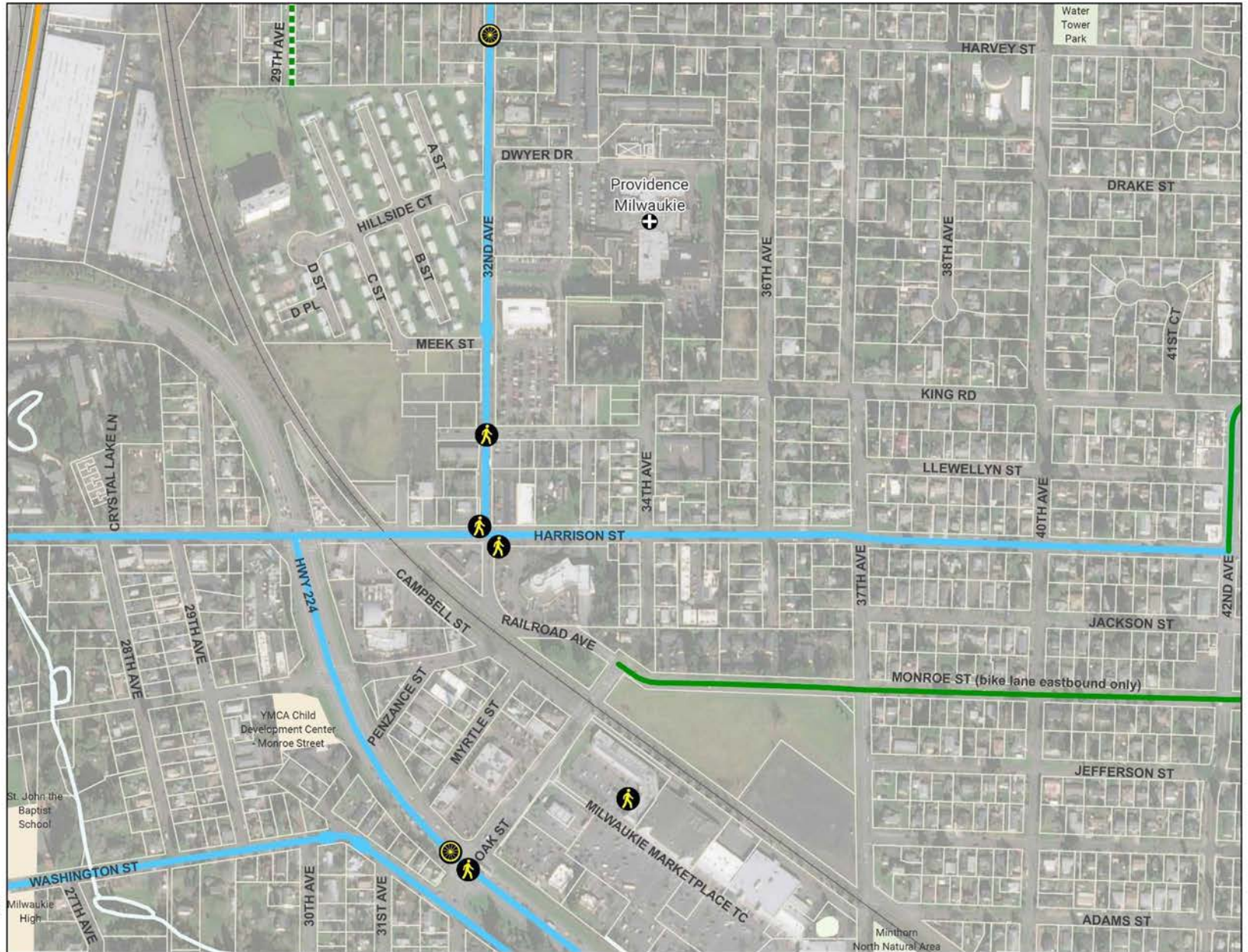
FEATURES AND BOUNDARIES

- Railroad
- School
- Park
- Wetland
- Taxlot Boundary
- Bike Collision
- Pedestrian Collision
- Hospital

Data Source:
City of Milwaukie, Metro RLIS
Map Created:
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Key Development Sites

Four sites located within the project area are currently in the process of active redevelopment (Figure 3). The Central Milwaukie Bikeway Connections project must align with these efforts; this project's recommended design will be incorporated into these ongoing development initiatives.

Figure 3. Key Development Sites

KEY DEVELOPMENT SITES

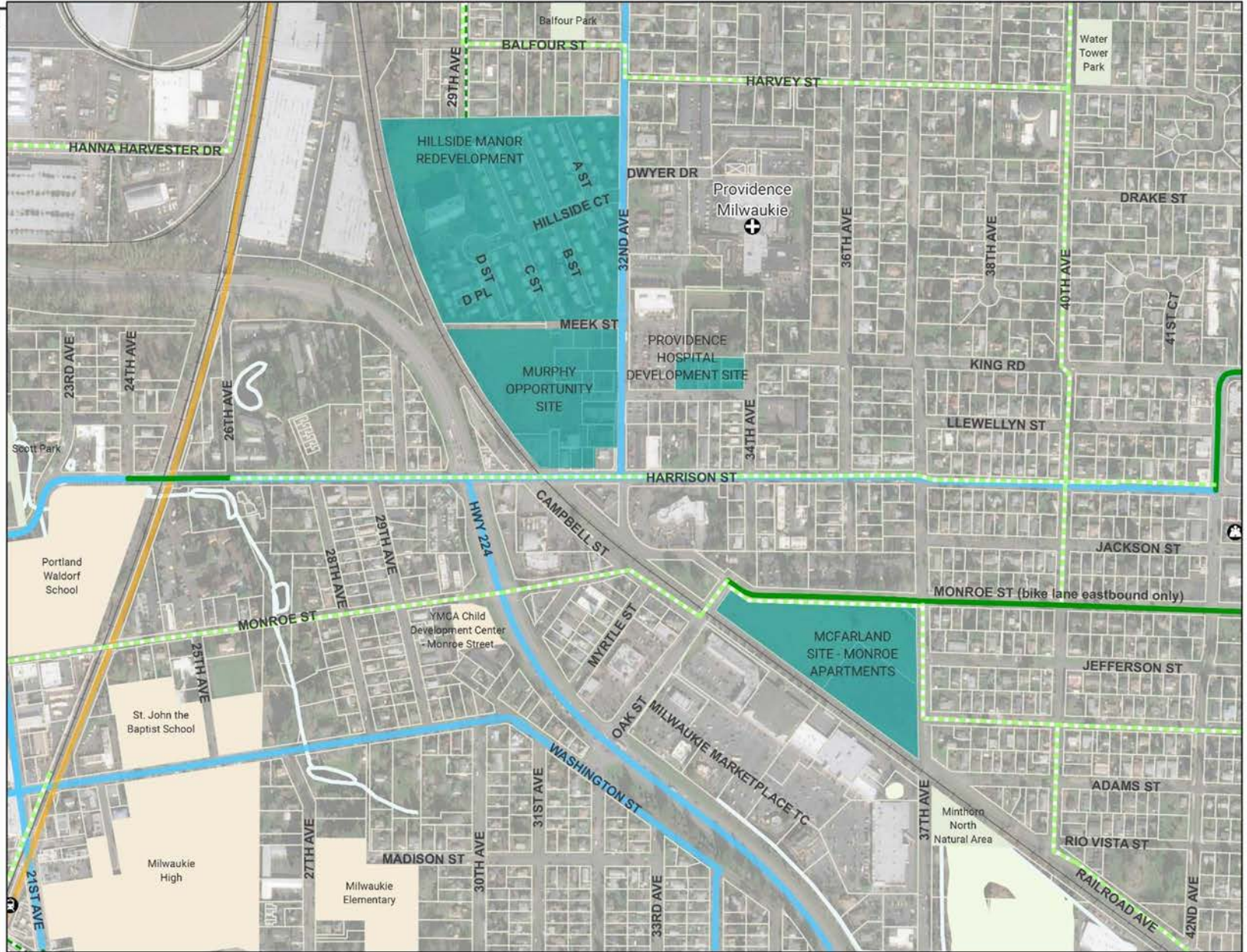
CENTRAL MILWAUKIE BIKEWAY CONNECTIONS

- BIKE ROUTES**
- Bike Lane
 - Shared Roadway
 - Planned Bikeways
- TRANSIT**
- MAX Light Rail
 - Bus Route
- FEATURES AND BOUNDARIES**
- Railroad
 - Development Site
 - School
 - Park
 - Wetland
 - Taxlot Boundary
 - Community Center
 - Hospital
 - MAX Station

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Hillside Manor Redevelopment

The Clackamas County Housing Authority Hillside Manor redevelopment will involve the reconfiguration of both streets and buildings on approximately 20 acres of land in the northwest swath of the Milwaukie Central Bikeways project area. The redevelopment includes renovation to the existing Hillside Manor multifamily housing tower and the redevelopment of Hillside Park. Additionally, the existing 100 single family homes will be replaced with 400 new multifamily units and mixed-use development, for a total of 600 housing units on the property (the tower will be renovated, not replaced). Updated street circulation within the site will extend 29th Ave through the site to connect with Meek St to the south. Dwyer St will also extend west into the site, establishing a four-way intersection at 32nd Ave and Dwyer St. Hillside Ct will no longer serve as an entrance and egress for the site (Figure 4).

The Hillside redevelopment process is well underway. The Housing Authority has submitted a preapplication to the City, with intentions to submit a land use development application by the end of 2020. The redevelopment will occur in three phases, with the first phase of construction tentatively slated for early 2022.

Figure 4. Hillside Redevelopment Site Plan



Murphy Opportunity Site

The undeveloped Murphy site is located south of the Hillside Redevelopment site, bounded by Meek St and Harrison St to the north and south, and Highway 224 and 32nd Ave to the west and east. The site does not include the lot in the northwest

corner of Harrison St and 32nd Ave (a key intersection) where Kimmy’s Market is currently located. At present, the property owners of the Murphy Site have reviewed a variety of residential and mixed-use development options, with no decisions determined.

At present, three stub streets provide vehicle access to the site: from the south edge of the site onto Harrison at 31st Ave, and to the east onto 32nd Ave at Meek St and Llewellyn St. Due primarily to the proximity of the railroad crossing of Harrison St, it is anticipated that site access will not be provided from the Harrison St. Rather, it is likely that one or both the Meek St and Llewellyn St access points will provide site access and circulation.

Milwaukie’s TSP and in the Monroe Street Neighborhood Greenway Concept Plan envisioned a bicycle connection through the Murphy site, crossing Harrison St at the south end of the site at a location adjacent to the railroad. However, the City has concluded that the initial concept identified in is not feasible due to the location of the proposed crossing in close proximity to the railroad crossing, Highway 224, and the signalized intersection of Harrison St at 32nd Ave. Furthermore, specific plans for a bicycle facility through the site are subject to the development plans on the site, which have not been determined. However, the City has a current agreement with the property owner that includes potential for a modification of the current easements to make way for a future bicycle and pedestrian connection on the property along 32nd Ave.

McFarland Opportunity Site

The City has approved development plans for a 234-unit apartment complex on the McFarland site, which sits southeast of the intersection of Oak St and Railroad Ave. In the course of that review, the alignment of the Monroe Street Neighborhood Greenway changed from routing through the south edge of the site adjacent to the railroad, to a cycle track along the south side of Monroe St. From Monroe St, the planned cycle track will head south on 37th Ave to connect to Washington St.

Providence Hospital Development Site

Providence Hospital is currently discussing potentially development of a mixed-use health facility on the undeveloped property on the northwest corner of 34th Ave and Llewellyn St. The property has two existing curb cuts along the south edge of the property onto Llewellyn St.

Project Opportunities and Constraints

Overall Project Opportunities

- The project area encompasses an essential north-south network connection for people biking through Central Milwaukie, linking the 29th Ave Neighborhood Greenway and Springwater Corridor to the north, with Railroad Ave and the Monroe St Neighborhood Greenway to the south and east.
- The key redevelopment sites offer opportunities to align the City’s bicycle network connectivity goals with active development plans.
- The projected rapid increase in housing density and mixed-use development in the project area necessitates safe and convenient routes for people walking and biking. An abundance of travel options will offset demand on vehicle trips and help to reduce the impact of development on vehicle traffic and congestion in the project area.
- The wide sidewalk and planter strip on the 32nd Ave frontage of Providence Hospital, is a potential opportunity to provide space for a bikeway connection.
- The street redesign on the Hillside Manor site offers advantages within the project area. 29th Ave currently links to the Springwater corridor to the north, and the street redesign will extend 29th Ave to meet Meek St.
- The City-owned parcel at the terminus of 34th Ave at the junction of Railroad Ave and Oak St at the southern terminus of the project area offers a potential connection opportunity.

- There is potential to align a phased bicycle facility with the development of the Murphy site, to include improvements to the west side of 32nd Ave between Meek St and Llewellyn St. Additionally, there is an opportunity to underground utility poles along the west side of 32nd Ave in conjunction with the development of the Murphy and Hillside Manor sites.
- The City has a current agreement with the Murphy property owner that includes potential for a modification of the current easements to make way for a future bicycle and pedestrian connection through the property.
- If Llewellyn St is used to make the needed bicycle connection to support this project, the Providence Hospital proposed development offers an opportunity to plan vehicle circulation patterns on the site in a manner that limits potential conflict with people biking along Llewellyn St.

Overall Project Constraints

- 32nd Ave does not currently include a bike facility, and the width of the street north of Harrison precludes the possibility of adding one without expanding the right of way.
- Any potential widening of the right-of-way along 32nd Ave north of Harrison St would have a substantial impact on adjacent businesses and properties. While there is 50 feet of right-of-way available at the intersection of 32nd Ave and Harrison St, this is reduced to 40 feet north of Llewellyn St, leaving little room for in-street bike facilities
- The intersection of Harrison St and 32nd Ave presents barriers for people walking and biking, due to a high level of vehicle traffic and history of collisions. Although this intersection provides the most direct connection through the project area, alternative routes can offer more safety and comfort for people biking. This intersection is also challenged by its proximity to the railroad tracks, constrained space, and driveway activity.
- The Murphy Site does not include the lot in the northwest corner of Harrison St and 32nd Ave (a key intersection) where Kimmy’s Market is currently located. This would likely make reconstruction of the intersection or expanding the right of way more difficult.
- The potential connection through the City-owned property at the terminus of 34th Ave at the junction of Railroad Ave and Oak St is constrained by an existing City well and water treatment facility.
- The Hillside Manor redesign leaves no right-of-way available on the west side of 32nd Ave along its frontage between Dwyer St and Meek St.
- The potential Providence Hospital development on Llewellyn St may generate more vehicle traffic on what is presently a calm route alternative.
- Clackamas County advises against enhanced crossings treatments such as Rectangular Rapid Flashing Beacons (RRFB) within 300 feet of intersections, which must be taken into account when considering different options for crossing both 32nd Ave and Harrison St. If Llewellyn St serves as the primary entrance to the Murphy site following development, it might present a challenge for bicycle crossings locations.
- It will be important for the City to balance the timing/phasing of bike facility implementation with concurrent redevelopment plans, and do so in such a manner that limits construction impacts on neighboring businesses including Kimmy’s Market and the shops at Harrison Plaza.