



**PLANNING DEPARTMENT**  
 6101 SE Johnson Creek Blvd  
 Milwaukie OR 97206  
 503-786-7630  
 planning@milwaukieoregon.gov

# Application for Land Use Action

Master File #: \_\_\_\_\_

Review type\*:  I  II  III  IV  V

## CHOOSE APPLICATION TYPE(S):

Community Service Use

...

...

...

...

**Use separate application forms for:**

- Annexation and/or Boundary Change
- Compensation for Reduction in Property Value (Measure 37)
- Daily Display Sign
- Appeal

## RESPONSIBLE PARTIES:

**APPLICANT** (owner or other eligible applicant—see reverse): North Clackamas School District

Mailing address: 4444 SE Lake Road, Milwaukie, OR Zip: 97222

Phone(s): 503-353-6058 Email: hobbsd@nclack.k12.or.us

**APPLICANT'S REPRESENTATIVE** (if different than above): CBRE | Heery Marc Bargenda

Mailing address: 4444 SE Lake Road, Milwaukie, OR Zip: 97222

Phone(s): 503-353-6081 Email: bargendam@nclack.k12.or.us

## SITE INFORMATION:

Address: No Site Address - Lake Road and 28th Map & Tax Lot(s): 11e36ca 1200 & 11e36bd 5500

Comprehensive Plan Designation: P Zoning: R-7 Size of property: 15.29 Acres

## PROPOSAL (describe briefly):

Applicant seeks approval for a final TDMP for Milwaukie High School and Lake Road Athletic Complex.

## SIGNATURE:

**ATTEST:** I am the property owner or I am eligible to initiate this application per Milwaukie Municipal Code (MMC) Subsection 19.1001.6.A. If required, I have attached written authorization to submit this application. To the best of my knowledge, the information provided within this application package is complete and accurate.

Submitted by: \_\_\_\_\_

Date: 11/9/2018

## IMPORTANT INFORMATION ON REVERSE SIDE

\*For multiple applications, this is based on the highest required review type. See MMC Subsection 19.1001.6.B.1.

**WHO IS ELIGIBLE TO SUBMIT A LAND USE APPLICATION** (excerpted from MMC Subsection 19.1001.6.A):

**Type I, II, III, and IV** applications may be initiated by the property owner or contract purchaser of the subject property, any person authorized in writing to represent the property owner or contract purchaser, and any agency that has statutory rights of eminent domain for projects they have the authority to construct.

**Type V** applications may be initiated by any individual.

**PREAPPLICATION CONFERENCE:**

A preapplication conference may be required or desirable prior to submitting this application. Please discuss with Planning staff.

**REVIEW TYPES:**

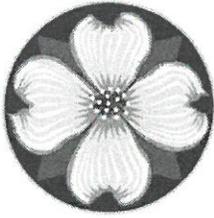
This application will be processed per the assigned review type, as described in the following sections of the Milwaukie Municipal Code:

- Type I: Section 19.1004
- Type II: Section 19.1005
- Type III: Section 19.1006
- Type IV: Section 19.1007
- Type V: Section 19.1008

**THIS SECTION FOR OFFICE USE ONLY:**

FILE TYPE	FILE NUMBER	FEE AMOUNT*	PERCENT DISCOUNT	DISCOUNT TYPE	DEPOSIT AMOUNT	DATE STAMP
Master file		\$			\$	
Concurrent application files		\$			\$	
		\$			\$	
		\$			\$	
		\$			\$	
SUBTOTALS		\$			\$	
TOTAL AMOUNT RECEIVED: \$			RECEIPT #:		RCD BY:	
Associated application file #s (appeals, modifications, previous approvals, etc.):						
Neighborhood District Association(s):						
Notes:						

\*After discount (if any)



**MILWAUKIE PLANNING**  
6101 SE Johnson Creek Blvd  
Milwaukie OR 97206  
503-786-7630  
planning@milwaukieoregon.gov

# Submittal Requirements

**For all Land Use Applications  
(except Annexations and Development Review)**

All land use applications must be accompanied by a signed copy of this form (see reverse for signature block) and the information listed below. The information submitted must be sufficiently detailed and specific to the proposal to allow for adequate review. Failure to submit this information may result in the application being deemed incomplete per the Milwaukie Municipal Code (MMC) and Oregon Revised Statutes.

Contact Milwaukie Planning staff at 503-786-7630 or [planning@milwaukieoregon.gov](mailto:planning@milwaukieoregon.gov) for assistance with Milwaukie's land use application requirements.

1. **All required land use application forms and fees**, including any deposits.  
*Applications without the required application forms and fees will not be accepted.*
2. **Proof of ownership or eligibility to initiate application** per MMC Subsection 19.1001.6.A.  
*Where written authorization is required, applications without written authorization will not be accepted.*
3. **Detailed and comprehensive description** of all existing and proposed uses and structures, including a summary of all information contained in any site plans.  
*Depending upon the development being proposed, the description may need to include both a written and graphic component such as elevation drawings, 3-D models, photo simulations, etc. Where subjective aspects of the height and mass of the proposed development will be evaluated at a public hearing, temporary onsite "story pole" installations, and photographic representations thereof, may be required at the time of application submittal or prior to the public hearing.*
4. **Detailed statement** that demonstrates how the proposal meets the following:
  - A. All applicable development standards (listed below):
    1. **Base zone standards** in Chapter 19.300.
    2. **Overlay zone standards** in Chapter 19.400.
    3. **Supplementary development regulations** in Chapter 19.500.
    4. **Off-street parking and loading standards and requirements** in Chapter 19.600.
    5. **Public facility standards and requirements**, including any required street improvements, in Chapter 19.700.
  - B. All applicable application-specific approval criteria (check with staff).  
*These standards can be found in the MMC, here: [www.qcode.us/codes/milwaukie/](http://www.qcode.us/codes/milwaukie/)*
5. **Site plan(s), preliminary plat, or final plat** as appropriate.  
*See Site Plan, Preliminary Plat, and Final Plat Requirements for guidance.*
6. **Copy of valid preapplication conference report**, when a conference was required.

**APPLICATION PREPARATION REQUIREMENTS:**

- Five hard copies of all application materials are required at the time of submittal. Staff will determine how many additional hard copies are required, if any, once the application has been reviewed for completeness.
- All hard copy application materials larger than 8½ x 11 in. must be folded and be able to fit into a 10- x 13-in. or 12- x 16-in. mailing envelope.
- All hard copy application materials must be collated, including large format plans or graphics.

**ADDITIONAL INFORMATION:**

- Neighborhood District Associations (NDAs) and their associated Land Use Committees (LUCs) are important parts of Milwaukie's land use process. The City will provide a review copy of your application to the LUC for the subject property. They may contact you or you may wish to contact them. Applicants are strongly encouraged to present their proposal to all applicable NDAs prior to the submittal of a land use application and, where presented, to submit minutes from all such meetings. NDA information: [www.milwaukieoregon.gov/citymanager/what-neighborhood-district-association](http://www.milwaukieoregon.gov/citymanager/what-neighborhood-district-association).
- Submittal of a full or partial electronic copy of all application materials is strongly encouraged.

As the authorized applicant I, (print name) Marc Bargenda, attest that all required application materials have been submitted in accordance with City of Milwaukie requirements. I understand that any omission of required items or lack of sufficient detail may constitute grounds for a determination that the application is incomplete per MMC Subsection 19.1003.3 and Oregon Revised Statutes 227.178. I understand that review of the application may be delayed if it is deemed incomplete.

Furthermore, I understand that, if the application triggers the City's sign-posting requirements, I will be required to post signs on the site for a specified period of time. I also understand that I will be required to provide the City with an affidavit of posting prior to issuance of any decision on this application.

Applicant Signature:  \_\_\_\_\_

Date: 11/9/2018 \_\_\_\_\_

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**Official Use Only**

Date Received (date stamp below):



Ron Stewart  
*Assistant Superintendent  
Finance and Operations*

stewartro@nclack.k12.or.us  
12400 SE Freeman Way, Milwaukie, Oregon 97222  
503-353-6071

November 17, 2017

Mr. Brett Kelter, Associate Planner  
City of Milwaukie  
Community Development  
6101 SE Johnson Creek Boulevard  
Milwaukie, OR 97206

**RE: Authorization to Sign Land Use  
Applications on behalf of the District**

Dear Mr. Kelter,

This letter has been prepared in order to confirm that the North Clackamas School District has provided authorization for David Hobbs, the District's Capital Projects Director to provide all necessary signatures for the land use applications related to the District's capital improvement projects. Should you have any questions, please feel free to contact our offices at 503-353-6072.

Sincerely,

A handwritten signature in blue ink that reads "Ron Stewart". The signature is fluid and cursive, with a long horizontal stroke extending to the right.

Ron Stewart  
*Assistant Superintendent  
Finance and Operations*



*Preparing graduates who are inspired and empowered to strengthen the quality of life in our local and global communities.*

November 9, 2018

Mr. Denny Egner  
Planning Director  
City of Milwaukie  
6101 SE Johnson Creek Blvd.  
Milwaukie, OR 97206

SUBJECT: Lake Roads Community Service Use Modification  
Files: AP-2018-002, CSU-2018-001, VR-2018-003, and P-2018-001

Dear Denny,

3J Consulting represents the North Clackamas School District in matters related to the Lake Road Sports Complex. This letter has been prepared in order to request a Type III Modification to the existing Community Service Use (CSU) for the complex.

On July 18, 2018, the City Council approved a final decision for the District's Application for a Modification to the Lake Road Complex's existing Community Service Use. The District has been busy for the last several months constructing the field improvements and revised parking lot and is close to being ready to open the fields for use by students during the spring and summer months. Significant construction activities are scheduled to be completed in December of this year.

The July decision included a condition of approval requiring the preparation of an additional CSU modification to allow for the City's evaluation of a Transportation Demand Management Plan. This condition of approval is required to be fulfilled prior to the issuance of a certificate of occupancy or a final site inspection. The condition of approval related to the TDMP read as follows:

*Condition 2-d- As per Finding 6-c-4, develop a Transportation Demand Management Program (TDMP) to limit parking-related impacts to surrounding properties. At a minimum, the TDMP shall publicize the availability of the elementary school parking lot (including after-hours contact information), evaluate locations for signage with contact information for the Applicant, promote carpooling or busing of players, discourage improper parking, explore establishment of a good neighbor agreement, address impacts to adjacent and nearby city streets, and provide good-neighbor tips for on-street parking. Communication with the adjacent residents and the surrounding neighborhood is important. If established, a good neighbor agreement should consider including a requirement that the Applicant will attend one Historic Milwaukie Neighborhood District Association (NDA) meeting and one Lake Road NDA meeting each school year to discuss any TDMP issues and work toward mutually agreeable solutions to any such issues.*

*The TDMP shall provide a clear plan for ongoing parking management, which shall be reviewed and approved by the Commission through the Type III review process outlined in MMC Section 19.1006 (including public notice) prior to issuance of a certificate of occupancy or final inspection. The criteria for approval of the TDMP shall be the approval criteria for community service uses as established in MMC Subsection 19.904.4, as well as the approval criteria for parking determinations established in MMC Subsection 19.605.2.C-1. In particular, the TDMP shall address and analyze*



*parking demand for the approved use and shall demonstrate that the proposed parking arrangement is reasonable based on parking demand for similar uses in other locations, parking quantity requirements for the use in other jurisdictions, and professional literature.*

*At least two weeks prior to the public hearing with the Commission, the Applicant shall make the draft TDMP available to the public (particularly the neighbors immediately adjacent to the site). Within two years of approval of the TDMP, the Applicant shall meet with City planning staff in a meeting open to the public and noticed to adjoining property owners to review the Applicant's compliance with and the effectiveness of the TDMP.*

As required by this condition of approval, the Applicant has been diligent in preparing a Transportation Demand Management Plan for the project to address the specific concerns which were raised by the project's neighbors and the City Council during the initial modification of the CSU. The District has also taken steps to coordinate with neighbors, allowing those within the notification boundary to view a draft of the TDMP and discuss the plan at a neighborhood meeting.

As described within the Condition of Approval, the Applicant has submitted an application which is to be reviewed in accordance with MCC Subsection 19.904.4, requiring a public hearing before the City's Planning Commission with notice to the public. As directed, the Applicant has also specifically addressed the criteria listed in MCC Subsection 19.605.2.C-1.

The following sections of Milwaukie's Municipal Codes have been extracted as they have been deemed to be applicable to the proposal. Following each bold applicable criteria or standard, the Applicant has provided a series of draft findings. The intent of providing code and detailed responses and findings is to document, with absolute certainty, that the proposed development has satisfied the approval criteria for a Modification to an existing Community Service Use.

#### **19.904.4 Approval Criteria**

**An application for a community service use may be allowed if the following criteria are met:**

- A. The building setback, height limitation, and off-street parking and similar requirements governing the size and location of development in the underlying zone are met. Where a specific standard is not proposed in the CSU, the standards of the underlying zone are met;**

**Applicant's Facts and Findings:** The applicable standards for building setbacks, height, and similar requirements governing the site's use in relation to the underlying zoning district were analyzed and approved as part of the project's previous application package (AP-2018-002, CSU-2018-001, VR-2018-003, and P-2018-001). This application has been prepared in order to specifically address Condition 2-d with the preparation of a Transportation Demand Management Plan, which specifically addresses the off-street parking component of this approval criterion.

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**B. Specific standards for the proposed uses as found in Subsections 19.904.7-11 are met;**

**Applicant's Facts and Findings:** The District's proposal for a CSU Modification was found to be in compliance with the standards listed in subsections 19.904.7-11 as part of the initial review of the project's Community Service Use Modification. The standards of subsections 19.904.7-11 do not apply to the current proposal.

**C. The hours and levels of operation of the proposed use are reasonably compatible with surrounding uses;**

**Applicant's Facts and Findings:** The hours and levels of operation were described and approved with the previous Community Service Use Modification. No changes to the site's use or hours of operation are proposed as part of this application. The Applicant's preparation of a Transportation Demand Management Plan was meant to deal with issues related to parking impacts upon the properties adjacent to the fields. As documented within the attached TDMP, the District's proposed improvements and management plan should have a significant positive impact on the ability of the fields to provide parking, access and circulation to users of the facilities.

**D. The public benefits of the proposed use are greater than the negative impacts, if any, on the neighborhood; and**

**Applicant's Facts and Findings:** As determined by the previous approval for the CSU Modification, the public benefits associated with the proposed improvements to the Lake Road Sports complex far outweigh negative impacts. During the public hearings for the original Modification, both the Planning Commission and the City Council acknowledged the positive impacts associated with the field improvements. In the Notice of Decision for CSU-2018-001 under Finding 6-c-4, Planning Commission indicated that "the availability of quality sports facilities to support school, youth, and club sports is important for all communities in the Portland area". In its order on appeal, Council reiterated that the findings in the Commission's decision and Staff's June 11, 2018, Staff Report to City Council adequately addressed the issue of public benefits. (Pages 5-6.)

**E. The location is appropriate for the type of use proposed.**

**Applicant's Facts and Findings:** As determined by the previous approval for the CSU Modification, this criterion was met, and it was not at issue in appeal. That said, the applicant would note that with the TDMP, the location of the sports fields is even more appropriate due to the provision of additional parking, enhanced access measures for pedestrians, bicyclists, and transit riders, and enhanced parking control measures.



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MCC Subsection 19.605.2.C-1 relates to parking requirements and sets forth the conditions under which increases or decreases the minimum required parking ratios. 19.605.2.C-1 reads as follows:

***1. All modifications and determinations must demonstrate that the proposed parking quantities are reasonable based on existing parking demand for similar use [sic] in other locations; parking quantity requirements for the use in other jurisdictions; and professional literature about the parking demands of the proposed use.***

The City's codes do not contain a standard for the provision of parking spaces at parks and sports fields, and as part of the District's original application the Applicant proposed that the 96 stalls provided through this application would be sufficient to handle the demands generated by the fields. The District's TDMP concurs with this finding, showing that with the addition of the new parking spaces, the project's parking ratios are typical for or greater than other similar athletic fields. Whereas previously, only one parking lot with only 39 stalls was available, the finished fields will be served by 14 new parking stalls in the on-site parking lot (for a total of 53 stalls) and another 43 parking stalls at El Puente.

The TDMP also identifies a series of parking control measures which should reduce instances of parking infractions, including increasing access to alternative transportation modes through measures such as increasing bicycle parking, pedestrian/transit access, and communication of alternative mode routes. The District has also agreed to provide clear and targeted communications to users of the facilities about appropriate parking while also providing signage which will allow for the reporting of parking issues. To ensure these strategies are working, the District agreed to attend at least one meeting per year with both the Historic Milwaukie Neighborhood District Association and the Lake Road NDA to review the effectiveness of TDMP measures and other possible measures where appropriate.

To arrive at its conclusion that the proposed parking is adequate, the TDMP analyzed parking demand for similar uses in other locations, parking quantity requirements for the use in other jurisdictions, and professional literature about the parking demands of the proposed use, as required by this criterion. The TDMP contains findings for its analysis of all three of those measures.

Through the preparation and submission of the attached TDMP, the District has acknowledged and taken proactive steps to ensure that the parking issues raised by the project's neighbors will be improved and managed over time. As a result, the Planning Commission can find that the impact associated with parking on the site, criteria of MCC Subsection 19.605.2.C-1, and additional conditions have been sufficiently addressed.

Based upon the materials submitted herein, the City's Planning Commission can find that the Applicant has met the requirements of Condition 2-d and that the District is eligible to apply for final site inspections and a certificate of occupancy. Please feel free to give me a call if you have any questions or need any additional clarification.

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Sincerely,



Andrew Tull  
Principal Planner  
3J Consulting, Inc.

Attch: Lake Road Transportation Demand Management Plan  
Land Use Application Form  
Fee for a Type I Director's Decision

copy: Mr. David Hobbs, North Clackamas School District  
Mr. Marc Bargenda, CBRE | Heery  
Mr. Steven Nicholas, CBRE | Heery  
Mrs. Kelly Hossaini, Miller Nash Graham & Dunn LLP  
Mr. Rudy Schuver, BRIC Architecture, Inc.

## MEETING NOTES

Date: November 5, 2018  
Project: Milwaukie High School and Lake Road Athletic Complex TDMP  
3J No.: 17398

### Attendees:

Andrew Tull – 3J	Bill O'Malley – Resident
David Hobbs - NCS D	Patti Lanye – Resident
Kelly Hossaini – Miller Nash	Matt Menely – Resident
Marc Bargenda - Heery	Sal Wacek – Resident
Rudy Schuver – Bric Arch.	Ben Brady – Resident

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On November 5<sup>th</sup>, 2018, the North Clackamas School District held a neighborhood meeting at El Puente/Milwaukie Elementary School to discuss a draft Transportation Demand Management Plan prepared by the District for the Lake Road Athletic Fields. Invitations to the meeting were sent to all neighbors living within 500 feet of the site. The following is a record of the points discussed with the project's neighbors.

### NOTES

A resident on the corner of 28th and Lake Road, expressed concern about the lack of parking he will have near his house with the curbs on 28th painted yellow. He indicated SE Lake Rd is not a low-volume road and the street is not designed symmetrically.

People from streets that dead-end into the fields expressed concern about parking/congestion on their streets due to the field use. Patti does not believe there is enough parking. One neighbor reported talking with coaches at other schools and suggested many of them complained that parking is an issue. The same neighbor also expressed concern that new light pole near her property will have light spill.

Neighbors want to understand the kinds of metrics that we'll be keeping track of for evaluating how the TDMP is working. Suggestions included number of calls received, type of complaint, how resolved; neighbors also want the metrics released annually, at least, one month prior to the annual NHA meetings the District will attend; there was also the suggestion that we post them on the Community Relations website or in notices.

Neighbors asked for more detailed information as to what is defined as an "event" and what a "practice" means. How is a practice different than an event in terms of who is using the field, how they get there, etc. We mentioned that any rental of a field or the batting area is considered an event.

Additionally, some neighbors wanted additional information about how funds from renting the field would be used. There was some concern about the field being for-profit.



One neighbor asked if we could restrict any activity on the field, such as warm ups, etc., to 9 am or after. He suggested a good neighbor agreement between North Clackamas and the neighbors to address lights, noise and other non-traffic issues related to the complex.

One neighbor indicated a desire for more regularly scheduled contact with the District with respect to the fields than the required annual NHA meetings. She suggested creating a neighbor committee that meets once a month. Others suggested that if such a committee is created that it meet only for the first year and once per quarter. The District replied with concerns about the complexity of such an arrangement and reiterated that a series of check in meetings were already included in the TDMP.

Neighbors wanted a commitment as to the time period within which a phone call to Community Relations would be returned. Suggestions included 48 hours or a specified number of business days.

There was dissatisfaction with the language in the TDMP that the field improvements won't change/intensify the use of the field. Suggested revising that language to better reflect what can be expected from the improvements.

Neighbors were interested in what sorts of violations would realistically cause a car to be towed. The District noted that blocking driveways would be a situation that would warrant a tow. Mr. Martin said that the District should also consider the situation when people are double-parked along the access road so that there is barely any room to get through to Lake Road.

**END OF NOTES**







# Lake Road Athletic Fields

Transportation Demand Management Plan 4834-  
9629-5536.1

Milwaukie, Oregon

**Date:**

November 29, 2018

**Prepared for:**

North Clackamas School District

**Prepared by:**

Miranda Wells, PE

Jessica Hijar





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## ***Executive Summary***

The North Clackamas School District is proposing improvements to the Lake Road athletic fields. In conjunction with improvements to the High School and the Milwaukie/El Puente Elementary School, additional parking and improved pedestrian and bicycle infrastructure will be provided for attendees at the event.

Parking for similar facilities was evaluated and compared to the parking available for the Lake Road athletic fields. Based on this comparison, the proposed layout for available parking is greater than similar facilities based on the number of fields.

To further support alternative mode travel and minimize impacts of attendees to the event on the surrounding neighborhoods, the District is planning various strategies:

- Signage to provide guidance,
- Encouragement for shared travel and parking at the High School
- A communication plan (which may include flyers, emails, social media, website posting, etc.), and
- Good neighbor coordination.

The signage that will provide guidance for routes between the Lake Road athletic fields and parking areas (wayfinding), pedestrian and bicycle facilities, and transit services will be posted on-site. These on-site transportation and parking signage will also be provided for:

- Tow-away areas,
- Locations of head-in parking only,
- 24/7 contact information for all field-use-related issues, including parking; the caller will be directed to the District's central security dispatch company, and
- No field access at SE 30th Avenue and SE 31st Avenue.

The signs will be complimented with painted curbs for areas where parking is not allowed.



## Introduction

This report serves as a Transportation Demand Management Plan (TDMP) associated with the improvements proposed (see Figure 1, additional site plans provided in the Appendix) for the Lake Road Athletic Fields located at 2905 SE Lake Road in Milwaukie, Oregon. This effort was required by the City of Milwaukie during the land use process in the Notice of Decision for Land Use File #CSU-2018-001; VR-2018-003; P-2018-001.

This plan was prepared to highlight current efforts encourage proper event parking in designated areas and carpooling and alternative mode travel. For best results, the TDMP should be periodically reviewed and adjusted to emphasize the measures and modes that are yielding the best results, while less successful measures can be revised or replaced.

**Figure 1 – Proposed Athletic Field Refinement Site Plan**



MILWAUKIE HIGH SCHOOL  
ATHLETIC FIELDS IMPROVEMENTS AT LAKE ROAD - SITE PLAN

BRIC

Modifications to the Lake Road athletic fields are proposed to improve the current site. These modifications maintain the same number of fields but will allow for the completion of more regularly scheduled games in rainy weather, provide updated infrastructure, additional parking, and better connectivity for pedestrians and bicycles to-from, and within the site.



## ***Athletic Field Operations***

The current layout of the athletic fields consists of two fields that are used for games and an additional practice field (the JV softball field). The improvements to the athletic fields will retain the current layout, and will include the following infrastructure improvements:

- New turf, lighting, dugouts, and bleachers,
- Additional parking and better pedestrian connections from parking areas to the fields,
- Pedestrian pathway from Lake Road to the Athletic Fields, and
- Signing and striping enhancements in the parking lots.

. Consistent with current operations, there may be up to three practices occurring simultaneously and a maximum of two events occurring simultaneously. Events include a high school game, community event, or use of the batting cages. Warm-ups for games will occur on the field that is being used for that specific game.

Community events may include: summer time soccer clubs, youth sports leagues, and community leagues. These non-District users are required to sign agreements as to when their games can occur, what fields they can use, and are required to communicate all field rules to their organization. These field rules will include rules on parking and encouragement of alternative modes of travel to the field. If the users do not follow the rules in their agreement, they can be banned from using the fields in the future.

Events at the field will start no earlier than 9:00 a.m. and end before 9:00 p.m. with no more than two events at any one time. The scheduling of the fields for both school and non-school users requires sign-up through the school district.

This report primarily focuses on the scenario where two events are occurring simultaneously. It is expected that the highest parking demand will occur when two games are being played at the same time as there will be four teams at the fields with more spectators than practice would generate. The scenario where three practices are occurring is not anticipated to result in transportation issues because as there will be one team per field, and limited spectators.

While there are scenarios where tournaments may be occurring and attendees for a current event may be on site as attendees for the next event are arriving, this scenario is anticipated to be rare and the overlap for a very limited amount of time. As cities move away from having large parking lots with empty spaces due to being designed for the worst-case scenario, they have shifted to designing for the typical peak uses. This TDMP is designed to accommodate typical peak uses.



## **Available Parking for the Lake Road Athletic Fields**

The current parking capacity at the Lake Road athletic fields and at Milwaukie/El Puente Elementary School are 39 and 44 parking spaces, respectively. The on-site parking lot will remain in the same location and will be upgraded to include sidewalks, curbs, a turnaround area sized to accommodate the turning radius of a school bus and emergency vehicles, and additional parking spaces. The parking lot will include 14 new parking spaces, for a total of 53 spaces. The additional parking spaces at the Milwaukie/El Puente Elementary School athletic field area brings the total number of available parking spaces to 96. Table 1 below provides a summary of available parking for the athletic fields.

**Table 1 – Summary of Parking Available for Athletic Fields**

<b>Parking Lot</b>	<b>Current</b>	<b>Proposed</b>
<b>On-site Athletic Fields</b>	39	53
<b>Milwaukie/El Puente Elementary School</b>	44	43
<b>Total</b>	83	96

The number of attendees parking for an event at the athletic fields is anticipated to be similar to the demand for an event prior to closure of the fields for construction. The parking demand for this prior condition was not historically collected by the District. Feedback from the community was that there were not enough parking spaces available on-site to meet the demand. However, as part of the improvements to the site, there will be better regulated parking areas, more parking, and clearer communication regarding where to park when one area is full (i.e., main parking area is full, attendees can find the elementary parking area easier).

The parking lot adjacent to the Lake Road athletic fields has direct access to the fields via private walkways. Pedestrian access between the lot at Milwaukie/El Puente Elementary School and the Lake Road athletic fields is provided via a pedestrian walkway at the southwest corner of the Milwaukie/El Puente parking lot.

## **Parking Standards**

Condition of approval 2-d in the Notice of Decision ties back to MMC 19.605.2.C-1 and requires three things:

- (1) Analysis of existing parking demand for a similar use in other locations,
- (2) Analysis of parking quantity requirements for the use in other jurisdictions, and
- (3) Review of professional literature about the parking demands of the proposed use.

Each of those requirements is evaluated in the following sub-section.



### *Existing Parking Demand for Sports Fields*

The City of Milwaukie Municipal Code (MC) does not include standards for minimum parking requirements for public parks or, more specifically, sports fields. To assist in determining the appropriate parking standard for the Lake Road sports fields, we looked at nearby parks with sports fields to determine how much parking was provided.

One nearby park with similar use and demand is the North Clackamas Park located at 5440 S.E. Kellogg Drive in Milwaukie. In May 2005, the city approved the construction of four youth softball/baseball fields, the relocation of the full-sized soccer field to another area on the site, a new parking lot, and other non-sports field amenities such as a drop-off plaza and pedestrian amenities. The park already contained a number of existing uses, including the Milwaukie Center, the Sara Hite Memorial Rose Garden, an equestrian facility, and a dog park. It also contained a number of supporting parking lots for those uses. North Clackamas Park is located in a suburban area with no transit nearby and limited ability for many people to walk or bike to the park (see Figure 2).

Figure 2 – North Clackamas Park (Google Maps)



Ultimately, the applicant proposed 43 parking spaces per field as the appropriate parking standard. The city's traffic engineer, DKS Associates, reviewed the evidence supporting the standard and agreed that it was adequate. The planning commission agreed and approved the new development based on that standard.

Hood View Park is located in Happy Valley, Oregon just north of Rock Creek Middle School (see Figure 3). Hood View Park is a 35-acre park that is set-up for four simultaneous soccer or baseball games. The park also allows for each soccer/baseball field to be set-up for other various sports games or practices and offers picnic and playground areas and an on-site walking path. In 2008 the City required 43 parking spaces for each field based on the North Clackamas Park requirements. No additional parking spaces were required for the other uses on-site. As with North Clackamas Park, there is no transit nearby Hood View Park.



Figure 3 – Hood View Park (Google Maps)



Another park in the vicinity is the Westmoreland Park located in southeast Portland. The park serves many uses with five baseball fields, two tennis courts, lawn bowling club, nature park playground, basketball court, fishing pond, and an on-site multi-use path that travels along a creek. This site is about 43-acres and is heavily used with multiple games at the same time as the park is being used for general park uses.

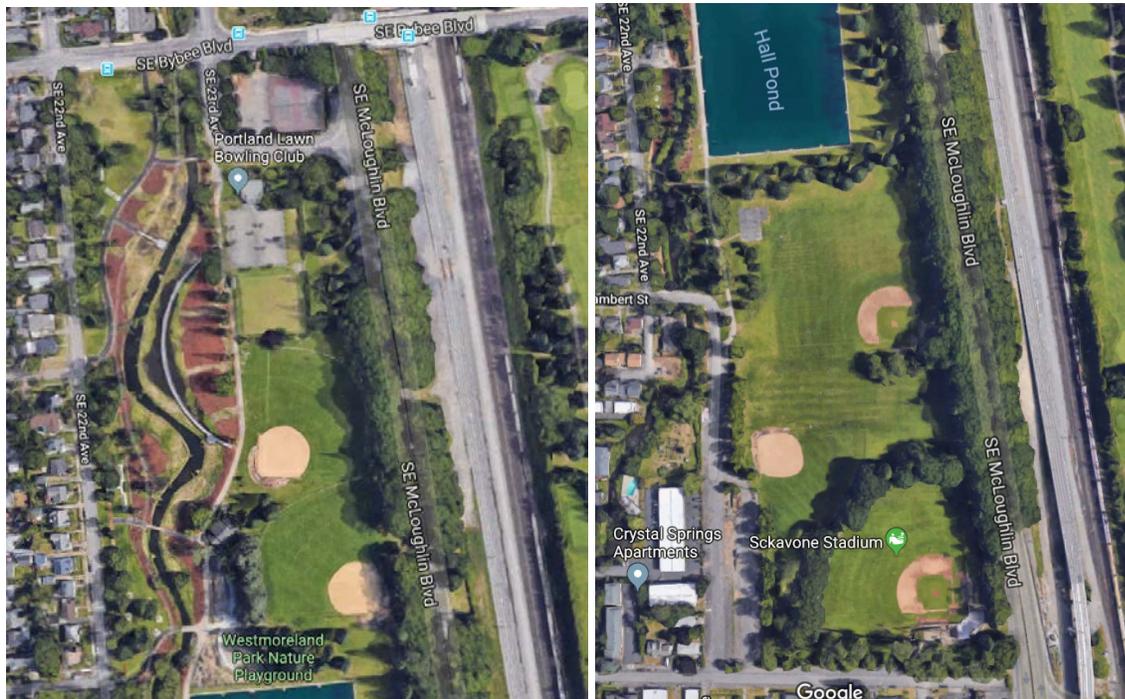
Westmoreland Park appears to offer less than 100 on-site parking spaces with about 25 of those spaces being located on the north site adjacent to the tennis court and the other spots located near the south site athletic fields. There are additional angled and straight-in parking spaces off SE Nehalem Street and SE 23<sup>rd</sup> Street. The parking has not been updated recently and is hard to count based on the condition of the spots. It appears there are less than 200 formal parking spaces.





There are currently no plans to add more parking spaces to the park. The only discussions in the last 10 years have been options to improve the park and make it more attractive to more users with no planned parking enhancements. The park can be seen in Figure 4.

Figure 4 – Westmoreland Park (Google Maps)



### Analysis of Parking Requirements for Sports Fields in Other Jurisdictions

From a review of other jurisdictions' parking requirements for sports fields, it is clear that many codes do not specify a certain number of parking spaces for such fields. Oftentimes parking requirements are handled on a case-by-case basis. This was true for each athletic field complex evaluated in this report. One consistency was that there was not a required distance between the fields and the parking spaces. A summary of the parking spaces compared to the sports field/courts is provided in Table 2.

Table 2 – Summary of Parking Spaces for Athletic Fields for Similar Sites

Location	Fields	Parking Spaces	Spaces per Field/Court	Notes
North Clackamas Park	4	172	43	Parking is shared with other uses on the site
Hood View Park	4	172	43	Parking is shared with other uses on the site
Westmoreland Park <sup>1</sup>	5	175	35	Parking is shared with other uses on the site

<sup>1</sup> – Parking spaces for tennis courts not included due to distance from athletic fields



Although the athletic fields that we reviewed did not have code-prescribed parking standards, at least at the time they were approved, there are some sports field parking standards for other jurisdictions in the Portland metro area. For example:

- Hillsboro requires a minimum of 20 and a maximum of 40 parking spaces per field without bleachers.<sup>1</sup>
- City of Happy Valley states: “In no case shall the number of parking spaces required for an athletic field exceed thirty (30) spaces per field except where the field is part of a stadium or sports arena.”<sup>2</sup>
- The City of West Linn requires 40 spaces per athletic field.<sup>3</sup>

### *Sports Field Parking Demand Literature Review*

Literature review was conducted for sports fields and parks. Typical resources such as ITE Journals and University Research were evaluated. The majority of information addressing parking demands for sports fields was for higher-level sporting fields (i.e., minor league baseball fields). The information was not generally pertinent to sports fields that one would find as part of a park or for non-professional play.

The American Planning Association outlined best practices for “playfields” in the 1960s. This document did not outline specific parking space requirements but did recommend one to two acres of area dedicated to parking. All other planning studies reviewed assumed a large portion of the parking was provided via public street parking and all sites evaluated had many uses beyond athletic fields.

### *Conclusions*

As previously discussed, the Lake Road athletic fields will operate with a maximum of two events at a time. As such, the number of available parking was divided by two to get the available parking spaces per field to compare to other similar sites. The available parking for the Lake Road athletic fields is 48 parking spots per field for a total of 96 parking spaces. This value is greater than the number of parking spaces allocated per field for the specific athletic fields evaluated in this report and is consistent with the requirements from other jurisdictions that actually have parking standards for athletic fields in their development codes.

It should be noted that the fields evaluated in this report also had general park uses that shared the parking spaces, and the North Clackamas and Hood View parks are not easy to access via alternative modes of travel, including transit. Conversely, the Lake Road sports fields are readily accessible by all alternative travel modes and the parking spaces are not generally shared by competing uses. As none of the operators of the fields analyzed appear to be trying to identify additional parking options, it is assumed that 35 to 43 parking spaces

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<sup>1</sup> [https://qcode.us/codes/hillsboro/?view=desktop&topic=12-12\\_50-12\\_50\\_320](https://qcode.us/codes/hillsboro/?view=desktop&topic=12-12_50-12_50_320)

<sup>2</sup> [http://qcode.us/codes/happyvalley/view.php?topic=16-16\\_4-16\\_43-16\\_43\\_030](http://qcode.us/codes/happyvalley/view.php?topic=16-16_4-16_43-16_43_030)

<sup>3</sup> <https://www.codepublishing.com/OR/WestLinn/CDC/WestLinnCDC46.html>



per field is suitable and that the 48 parking spaces per field for the Lake Road athletic fields is more than adequate.

### ***Transportation Demand Management Options***

To publicize availability of the Milwaukie/El Puente elementary school parking lot, Milwaukie High School parking options, identify locations for signage with contact information, promote carpooling/busing of players, discourage improper parking, develop good neighbor communications, and provide parking tips, TDMP strategies are being incorporated by the District which include the following:

- Signage,
- Alternative transportation modes,
- Communication plan (which may include flyers, emails, social media, website posting, etc.) and
- Good neighbor coordination.

The improvements to the athletic fields and the TDMP strategies are anticipated to reduce the current impact to surrounding neighborhoods through better signage and more on-site parking. As previously discussed, the shifting of trips to alternative modes is not anticipated to be significant but will be encouraged by the District. The following sections outline the details of the TDMP strategies the District will be implementing with the improvements to the Lake Road athletic fields.

### ***On-Site Signage***

Signage providing guidance for routes between the Lake Road athletic fields and parking areas (wayfinding), pedestrian and bicycle facilities, and transit services will be posted on-site. A map of proposed signage areas is provided in the Appendix. The signage information should also be made available on the websites of the nearby schools and would be updated as necessary.

The effectiveness of the signs should be evaluated at minimum once a year. This can be conducted during a public meeting with neighbors by polling attendees. At the time of polling, the District should review the visibility of signs and the quality of signs to verify they are still visible and easy to read. Based on the polls and field reviews the District should determine if any updates are required.

Additional on-site transportation and parking signage will be provided for:

- Tow-away areas,
- Locations of head-in parking only,



- 24/7 contact information for all field-use-related issues, including parking,
- No field access at SE 30th Avenue and SE 31st Avenue, and
- Transportation guidance signs (i.e., direction for additional parking at the elementary school).

### *Central Monitoring Center Contact (Tow-Away Zones)*

A person identifying a field-use-related concern may call Central Monitoring Center (numbers provided at the site.) Central Monitoring is staffed 24/7, so the call will always be answered. Central Monitoring will be supplied with a call-down list of District personnel with the authority to handle field-use-related concerns. The response to any particular call by District personnel will depend on the facts and circumstances of the situation that prompt the call. For example, if the call is reporting a blocked driveway along SE 28th Street, the District representative contacted by Central Monitoring may first require that a PA announcement be made ordering the car to be moved immediately or it will be towed. If the car is not moved within a short but reasonable amount of time, the District representative will have a tow truck dispatched to the site and the car will be towed. In the unlikely event that a District representative cannot be reached by Central Monitoring, Central Monitoring will have the authority to call for a tow in certain, defined circumstances, including a vehicle blocking a driveway. The District will be contracting with a towing company in early 2019 prior to the fields opening.

The District also has a department that can handle overall community concerns about field usage that are not immediate and so do not require calling Central Monitoring. The District's Community Relations department is available for calls and emails during regular business hours for these more general concerns and feedback. Community Relation's contact information will be posted on website and can be found by contacting main District number.

### *Alternative Transportation Modes*

Currently, connections to and from the athletic fields are supported by a transportation system that includes alternative mode infrastructure. The proposed improvements to the High School and the Lake Road athletic fields are anticipated to improve these modes. However, this site serves uses that can be limiting in the ability to take alternative modes due to equipment required for sporting events. This section is not meant to outline the infrastructure as means to cause a significant shift in people driving to the field, but rather to document the availability of it near the athletic fields and encourage these modes.

#### *Transit*

Visitors to the athletic fields may travel via TriMet bus or light rail lines that serve the area. The following TriMet bus lines have stops in the vicinity, and serve the Oregon City, Gladstone, and Milwaukie areas:

- TriMet bus line 29 – *Lake/Webster Rd* has stops along SE 21<sup>st</sup> Avenue, SE Washington Street, SE 34<sup>th</sup> Avenue, and SE Lake Road near the Lake Road athletic fields.



- TriMet bus line 32 – *Oatfield* has stops along SE Lake Road adjacent to the Lake Road athletic fields.
- TriMet bus lines 33 – *McLoughlin/King Rd* and 34 – *Linwood/River Rd* have stops at the intersection of SE Washington Street at SE 21<sup>st</sup> Avenue.

There are four transit stops along SE Lake Road adjacent to the Lake Road athletic fields. Two stops are located at the intersection of SE Lake Road and SE 28<sup>th</sup> Avenue, with one serving each direction. This stop serves bus line 32 and does not feature a bench or a covered waiting area. There is no marked crosswalk at the transit stop, but there is one approximately 175 feet west of the transit stop that facilitates pedestrian access. Sidewalks are provided along both sides of SE Lake Road at the transit stops.

The other two transit stops along SE Lake Road are located at the intersection of SE Lake Road and SE 31<sup>st</sup> Place. These stops also serve bus line 32, and do not feature benches or covered waiting areas. There is no marked crosswalk at this location, but there is one approximately 800 feet west of the transit stop that pedestrians could access. Sidewalks are provided along both sides of SE Lake Road at the transit stops.

There are several transit stops along SE 34<sup>th</sup> less than one-half mile from the Lake Road athletic fields. These stops serve bus line 29. Several local roadways with low volumes and low speeds provide access from these stops to the Lake Road athletic fields.

Visitors to the Lake Road athletic fields may also travel via TriMet MAX Light Rail. The nearest MAX station is the Milwaukie/Main Station located near the intersection of SE Main Street and SE Lake Road, which serves the MAX Orange Line. The Milwaukie/Main Station is located less than a half mile from the Lake Road athletic fields. Sidewalks along both sides of SE Lake Road provide pedestrian access between the Milwaukie/Main MAX Station and the Lake Road athletic fields.

*Pedestrian and Bicycle Infrastructure*

SE Willard Street, SE Lake Road, and SE 27<sup>th</sup> Avenue provide pedestrian and bicycle facilities for access to the Lake Road athletic fields. All the surrounding local roadways provide viable pedestrian and bicycle connections to the site. A summary of the non-local roadways is provided in Table 3, and they are shown in Figure 5 through Figure 7.

**Table 3 - Summary of Supporting Roadways**

Roadway	Classification <sup>1</sup>	Speed (mph)	Sidewalks	Bicycle Facilities
SE Willard Street	Local street	20	Yes	Shared roadway
SE Lake Road	Arterial	30 <sup>2</sup>	Yes	West of SE 23 <sup>rd</sup> Avenue
SE 27 <sup>th</sup> Avenue	Neighborhood Route	20	Yes	None designated

1 – Classifications based on Milwaukie Transportation System Plan

2 – School zone west of 28<sup>th</sup> Avenue



Figure 5 – SE Willard Street View in Front of the High School (Google Street View)



Figure 6 – SE Lake Road Street View in Front of Athletic Fields (Google Street View)



Figure 7 – SE 27<sup>th</sup> Avenue Street View near Athletic Fields (Google Street View)





As shown in the previous figures, both SE 27<sup>th</sup> Avenue and SE Willard Street provide traffic calming in the form of speed bumps and pedestrian crossings. None of these roadways provide bicycle lanes, but they operate as shared roadways due to their relatively low speeds and traffic volumes.

To build on the existing bicycle infrastructure in the vicinity of the athletic fields, the improvements to the Lake Road athletic fields includes bicycle parking on-site for up to ten bikes.

The pedestrian network is planned for enhancement with the improvements to the Lake Road Athletic fields and the High School and the Elementary School. To access the Lake Road athletic fields from the parking lots on-site, pedestrians can travel along a new pedestrian pathway network.

Pedestrians who choose to park at the Milwaukie/El Puente Elementary School can access the athletic fields by traveling along a new pedestrian pathway that will connect the parking lot at the elementary school to the athletic fields. In addition, pedestrians could choose to exit the parking lot and walk south along SE 27<sup>th</sup> Avenue to SE Lake Road, turn east, and continue walking to the athletic fields. SE 27<sup>th</sup> Avenue features a low posted speed, as well as sidewalks on both sides of the street.

#### *Alternative Mode Improvements with Project*

In conjunction with the planned improvements to the Lake Road athletic fields, improvements have also been proposed for pedestrian and bicycle facilities in the vicinity. These are touched on throughout this document and include:

- Additional bicycle parking,
- Improved pedestrian connections within and to the site,
- Improved signage in the form of wayfinding, and
- Communication Plan that provides alternative mode routes.

There are numerous possibilities for encouraging use of alternative modes beyond those planned and listed in this TDMP, however, shifts in modes for athletic field uses do not typically respond the same as commuter type of solutions. It is not anticipated that a significant amount of traffic will shift as a result of the infrastructure improvements and communication as the need for sports equipment at games and practice limit the ability for many to take alternative modes of transportation.

#### *Good Neighbor Coordination*

The District is committed to minimizing transportation impacts to the neighbors surrounding the athletic fields. Recent coordination with the community has helped shape the current site plan and strategies developed in this plan. During the first 6 months of use, the District will meet monthly with neighbors to hear feedback on issues related to field use. Following this initial 6-month period the District will attend a meeting with both the Historic Milwaukie Neighborhood District Association (NDA) and the Lake Road



NDA annually. The school district will aim to provide a month's notice of which meeting they will be attending to ensure neighbors are aware of the meeting.

To help determine the success of the plan, feedback from the neighbors between these meetings is encouraged. This feedback will occur through the District's Community Relations Department. The District is committed to providing follow up to neighbor complaints and will do so within 5 business days of receiving a complaint. The District will document and keep track of the number of complaints, type of complaints, and resolution to the complaints. The District will aim to disseminate this data into a format that can be provided to the community at the annual neighborhood meetings. Using this data and feedback from the community at the meetings, the District can set benchmarks based on the new operations that will be occurring with the updated fields and their supporting infrastructure. This information will all be shared with City Planning staff at the required meetings with the City.

### *Communication Plan to Support TDMP Efforts*

Communication is key to the success of this plan. One of the main focuses will be around providing guidance to attendees on appropriate parking areas and this information will be complimented with encouragement of alternative modes. This communication will come in the form of:

- On-site signage,
- Information on the website, and
- Transportation flyers.

The transportation flyers will outline the areas that attendees should park when attending the event, options for walking, biking, and taking transit to the game, as well as contact information for any questions. The flyers will be handed out at minimum with the following:

- First day of school packets,
- Sports team packets,
- Coach-parent meetings,
- Tournament packets, and
- Non-school event packets.

This information will also be available on the website, social media, and will be emailed when appropriate to parents, students, and other users. An example flyer is shown in Figure 8, this flyer will continued to be refined as the opening of the fields gets closer. Additional focused communication will occur with the athletic





department to coaches who will make sure this information is communicated to parents and students at the beginning of each new sports season.

Flyers and communication will be provided to teams coming from other schools. They will also include directions for buses to drop students off in the drop-off area and to stage busses at Milwaukie High School. The same directions will be encouraged for parents and coaches attending from other schools. This will be monitored on an on-going basis to determine if the drop-off area is operating efficiently with this type of direction. Based on the effectiveness of the drop off area, the District will adjust its plan as needed.

Since roadways and transit options change, the flyers will be re-evaluated annually to make sure they are up to date. The flyers should include contact information for staff relevant to the parking areas that serve the Lake Road athletic fields from both Milwaukie High School, and Milwaukie/El Puente Elementary School and the school district.

Figure 8 – Example Transportation Options Flyer





*Appendix*



MILWAUKIE HIGH SCHOOL  
 ATHLETIC FIELDS IMPROVEMENTS AT LAKE ROAD - SITE PLAN





**MILWAUKIE HIGH SCHOOL  
ATHLETIC FIELDS IMPROVEMENTS AT LAKE ROAD - LANDSCAPE PLAN**