



To: Members of the Advisory Committee for the City of Milwaukie's Transportation System Plan 2023-2025 Update

From: Laura Weigel, AICP, Planning Manager

Date: January 10, 2024, for Thursday, January 18, 2024, TSPAC Meeting #2

Subject: Meeting Materials

Dear Committee Members,

I hope your new year is off to a good start! I look forward to seeing you all next week!

This packet includes the draft:

- Community Profile
- Engagement Plan
- Financial Forecast

You may be surprised to not see the draft Vision, Goals and Policies in this packet. We will be discussing these at our next meeting scheduled for February 15th.

The **Community Profile** is split into two sections:

The **Historical and Cultural Context** section establishes a history of growth and development in Milwaukie. It provides context for Milwaukie's existing transportation systems and underscores how discriminative policies—including those related to transportation, zoning, and land use—have excluded and harmed underserved populations. The text comes directly from the City's adopted Comprehensive Plan and historical timeline developed by the City. Acknowledging our history is also a new requirement of the state.

The **Community Demographics** section focuses on capturing quantitative information about Milwaukians with a focus on underserved populations in Milwaukie. While such aggregate data cannot provide a comprehensive understanding of any population, this section offers a snapshot of who lives in Milwaukie. The demographic profile also informs the public engagement strategy for the TSP and the plan's equity analysis, which is a new requirement instituted through the CFEC amendments.

The **Engagement Plan** is a living document that will guide community engagement during the TSP process. While the goal of our engagement is to hear from the entire community, we also need to hear from underserved groups, so there is a particular focus on how best to reach these groups in the plan.

The **Financial Forecast** presents information on the recent historical funding sources and forecasts amounts that could be available in the future to address near- and long-term transportation



investments. The forecast also identifies additional funding sources that the City may consider pursuing to address funding gaps when implementing future transportation investments. This information will help the City evaluate transportation projects, define priorities, and maximize all available funding opportunities to preserve and improve its infrastructure.

We thank you once again for dedicating your time and energy to this process and are excited to be developing a transportation system that benefits all Milwaukie residents. Should you have any questions or require further information, please do not hesitate to reach out.

Sincerely,

Laura Weigel, AICP
Planning Manager

Attachments:

Exhibit A. Community Profile

A.1 Community Profile Appendix

Exhibit B. Engagement Plan

B.1 IAP2 Participation Spectrum

Exhibit C. Financial Forecast

MILWAUKIE COMMUNITY PROFILE

Date:	January 10, 2024
To:	TSP Advisory and Technical Committees
From:	City of Milwaukie Staff, We All Rise and MIG
Project:	Milwaukie Transportation System Plan
Subject:	Milwaukie Community Profile

PURPOSE AND CONTENTS

The Community Profile establishes a shared cultural and historical understanding of the city's growth and development and provides a factual socio-demographic summary of who lives in Milwaukie today. The historical narrative is primarily sourced from the Comprehensive Plan (2020) and the Historical Timeline created by the City of Milwaukie. It highlights trends and public policy decisions that have significantly shaped the city economically, culturally, and physically.

The profile also responds to specific requirements instituted through the Climate-Friendly and Equitable Communities (CFEC) program, which was adopted by the Oregon Land Conservation and Development Commission (LCDC) in April 2023. The CFEC rule amendments have two goals. The primary goal is to reduce transportation-related climate pollution through the promotion of cleaner vehicles, cleaner fuels, and development patterns that require less driving.¹ The second is to establish standards for more equitable planning processes and outcomes for all Oregonians, but especially those who have been or are currently marginalized by land-use and transportation policies.²

The Community Profile is divided into two sections.

1. **Section 1 Historical and Cultural Context:** The first section establishes a history of growth and development in Milwaukie. It provides context for Milwaukie's existing transportation systems and underscores how discriminatory policies—including those related to

¹ Reducing climate pollution by reducing dependence on automobiles has been a state priority since 1991 when the first administrative rules were adopted to implement Oregon Statewide Planning Goal 12 Transportation. For a history of rule adoption, see *Planning the Oregon Way: A Twenty-Year Evaluation*. Chapter 6: https://pdxscholar.library.pdx.edu/cgi/viewcontent.cgi?article=1049&context=usp_fac

² Such groups are identified in Oregon Administrative Rule (OAR) 660-012-0125 as Underserved Populations. See: <https://secure.sos.state.or.us/oard/viewSingleRule.action?ruleVrsnRsn=293002>

transportation, zoning, and land use—have excluded and harmed underserved populations. It also includes a more recent history of actions the city and community have taken to redress past and current discrimination.

2. **Section 2 Community Demographics:** Using the best available data, the second section focuses on capturing quantitative information about Milwaukians with a focus on underserved populations.³ While such aggregate data does not provide a comprehensive understanding of any population, this section offers a snapshot of who lives in the city. The demographic profile also informs the public engagement strategy for the TSP and the plan's equity analysis, which is a new requirement instituted through the CFEC amendments.

³ Some observations regarding demographic trends included in this section are taken from the Milwaukie Housing Capacity Analysis, Chapter 4 Demographic and Other Factors Affecting Residential Development in Milwaukie.

HISTORICAL AND CULTURAL CONTEXT

The Historical and Cultural Context section provides an overview of growth and development in Milwaukie. The section outlines major public policy developments—both national and local—that have influenced Milwaukie's transportation system. It also identifies where public and private decisions have excluded and harmed various communities. This history was published as part of the City's recent Comprehensive Plan (2020) and the Historical Timeline created by the City of Milwaukie. Consistent with OAR 660-012-0135, the section addresses, documents, and acknowledges where current and prior land use, transportation, and housing policies—along with current and past racism in these systems—have harmed underserved communities.⁴

Indigenous Context

Providing context to the indigenous experience in Milwaukie serves as an important reminder to recognize the history, heritage, resiliency, and diversity of the local Indigenous communities. In order to authentically engage with indigenous residents we must be clear on the ways in which colonial systems and infrastructure have displaced and harmed the local indigenous communities, and work to build understanding on the contemporary experience of Milwaukie's indigenous population. Colonialism is not in the past but is present in modern-day society.⁵

The City of Milwaukie is located on the ancestral homeland of the Clackamas people, who lived in permanent winter villages and in seasonal settlements between Tumwata (Willamette Falls) and St. Johns on the east bank of the Willamette River and into the foothills of the Cascades. Clackamas people were noted fishermen, hunters, and gatherers.

In 1855, the remaining members of the Clackamas were among the tribes that signed the Willamette Valley Treaty, which ceded land to the federal government. In 1856, the Clackamas, along with other Tribes across Western Oregon, were forcibly removed to the Grand Ronde Indian Reservation⁶.

1855

By treaty, the 88 surviving members of the Clackamas tribe cede their lands (including Milwaukie) for an annual payment of \$2,500 for ten years. Clackamas men who signed the treaty were allowed to occupy their traditional homes during their lifetimes but their children retained no land rights. The treaty was never ratified by congress.⁷

⁴ This is part of the broader equity analysis requirement. Other aspects of this rule requirement will be addressed elsewhere, including the requirement to assess the likely effects of climate change as it relates to underserved populations.

⁵[Clackamas County Land Acknowledgement \(pg.4\)](#)

⁶[City of Milwaukie Comprehensive Plan \(2020\)\(pg.14\)](#)

⁷[City of Milwaukie Historical Timeline](#)

Settlement and the Establishment of Milwaukie

In 1847 Lot Whitcomb made a land claim that encompassed Milwaukie Bay. On this claim, he platted the town of Milwaukie in 1848. Lot Whitcomb built a sawmill at Johnson Creek, a grist mill at Spring Creek, a flour mill at Kellogg Creek, and Milwaukie was established as a shipping hub. By 1850, Milwaukie had 500 residents, which helped establish Milwaukie Bay as the first official port on the Willamette River. Orchardists soon arrived via the Oregon Trail and brought with them 700 grafted fruit trees, establishing Milwaukie as the agricultural center of the Clackamas area for years to come⁸.

1850-55

Between 1850 and 1855, the Donation Land Claim Act introduced 30,000 White settlers who claimed 2.5 million acres of land.

National and State Exclusion of Chinese, Black, and Indigenous Populations

As we look to build out the TSP and work to create equitable mobility infrastructure, it's important for us to first understand the history and legacy of urban exclusion both at a national, state, and local level. These narratives contextualize the current racial and cultural makeup of Milwaukie⁹, and the systemic harms and barriers faced by certain communities of color.¹⁰

Chinese Exclusion - The 1850s also brought several thousand Chinese laborers to Oregon mainly to work on the railroads. In Milwaukie, orchardist Seth Lewelling employed several dozen Chinese workers in his orchards. Between 1882-1902, the US Congress passed several Chinese exclusion laws that blocked Chinese immigration and prevented Chinese immigrants who were already living in the area from becoming citizens or having families. The laws banned Chinese from attending public schools, serving on juries, voting or holding office, and they suffered from discrimination in finding housing. Many Chinese immigrants were forced to leave Oregon.¹¹

Black and Indigenous Exclusion - In 1844, the Provisional Government of Oregon passed the first of a series of "Exclusion Laws," which banned slavery, but also prohibited Black people from settling or remaining in the territory. When Oregon became a state in 1859, its constitution forbade Black people from owning property or entering into contracts. This further enabled the exclusion of Black, Indigenous, and people of color in the state and in Milwaukie.³

Early Transportation Development

By 1887 the Oregon to California Railroad line was finished. It was the first line completing the connection from California to Washington. It allowed goods and people to transport freely along the West Coast. This is the track that still runs parallel to Railroad Ave, running through the Industrial District and Ardenwald. In 1892, an electric trolley line connected Milwaukie to Oregon City and Portland, which attracted Portland elites who built summer homes around Kellogg Lake

⁸ [City of Milwaukie Comprehensive Plan \(2020\) \(pg.14\)](#)

⁹ ["A racist history shows why Oregon is still so white", OPB, 2020](#)

¹⁰ [History of Racist Planning in Portland, City of Portland](#)

¹¹ [City of Milwaukie Comprehensive Plan \(2020\)\(pg.14-15\)](#)

and near Elk Rock Island. Immigrants – primarily Germans, Italians, and Japanese – also arrived in larger numbers during this time¹².

1893

On February 16, the Interurban Line, an electric transport trolley, brought passengers to Portland, through Milwaukie, from Oregon City for the first time.

1906

The first street lights were installed, followed by sidewalks, paved streets, telephone service, natural gas and residential electricity¹³.

New Deal

The Great Depression resulted in an economic downturn, which led to the creation of programs under President Franklin D. Roosevelt's New Deal. These programs helped create McLoughlin Boulevard, which provided direct automobile access to Portland and Oregon City, City Hall, and the building that houses Portland Waldorf School today.¹⁴ McLoughlin runs North and South through Milwaukie, along the western part of the city, through McLoughlin Industrial, Historic Milwaukie, and along the border of Ardenwald.

1939

The Oregon State Highway Commission pays \$468.50 for a right-of-way along Johnson Creek to build a "superhighway" known today as McLoughlin Boulevard.¹⁵

World War II and Population Growth

The onset of World War II led to the creation of thousands of jobs in shipyards and other wartime industries in the region, which dramatically increased Milwaukie's population. The City reached a population of 5,000 people by the end of the war.⁵

Suburban Growth

Even with the post-war population increase, the city and region remained predominantly White. The lack of diversity can be attributed to federal, state, and local discriminatory laws and practices, including explicitly racist deed restrictions (declared unenforceable in 1948) that encumbered many real estate transactions in Milwaukie and the region. As a result, Milwaukie developed into a mostly White suburb of Portland, dominated by detached housing that excluded Black people and people of color through deed restrictions, redlining, and low-density zoning that prohibited more affordable housing types in most of the community.¹⁶

Redlining, racial covenants, exclusion laws, and economic discrimination were among the legal tools that restricted Black families from buying homes in certain neighborhoods. During the early 20th century until the Fair Housing Act in 1968, race-restrictive covenants in deeds systematically

¹² [City of Milwaukie Comprehensive Plan \(2020\)\(pg.16\)](#)

¹³ [City of Milwaukie Historical Timeline](#)

¹⁴ [City of Milwaukie Comprehensive Plan \(2020\)\(pg.16\)](#)

¹⁵ [City of Milwaukie Historical Timeline](#)

¹⁶ [City of Milwaukie Comprehensive Plan \(2020\) \(pg.17\)](#)

denied home loans to Black individuals and prevented them from buying homes in predominantly white neighborhoods.¹⁷

1942

On February 19, 1942, Executive Order 9066 called for the removal of Japanese Americans from their homes and business, despite the fact that two out of three were US citizens by birth¹⁸.

1958

The Interurban Line, known as the trolley, made its final run after 65 years of carrying riders through Milwaukie.¹⁹

Even following the 1968 Fair Housing Act, Black people and people of color were left with little opportunity to create wealth through homeownership and further segregated them into areas zoned for more affordable, higher density rental housing.

During the 1950s, suburban growth was fueled by the rise of the automobile and continued by federal investments in highway building and rail lines coupled with local disinvestment in mass transportation. In 1958, the trolley line that connected Milwaukie to the region was shut down, increasing dependency on cars. This transportation change led to suburban style, low-density single-unit housing development, which continued through the 1960's and 70's.

Like most jurisdictions in the region and the country, institutional racism through a variety of policies, practices and programs, was established to the benefit of white people and the detriment of people of color. This includes the permitted housing types and development standards in Milwaukie's residential zones that have resulted in neighborhoods dominated by single housing types (detached single unit residences, apartment units, etc.).²⁰

1970

Hillside Manor was constructed, which was a nine-story affordable housing building owned by the Housing Authority of Clackamas County. This building is located on the site of the Hillside Park housing complex, which was originally constructed to serve as working and military housing during World War II.

In 1983, Interstate 205 was completed and provided a new route to the east side of Milwaukie and a connection to OR 224, which had opened in 1969. The 1980s saw the creation of a new industrial area along International Way. Clackamas Town Center and other regional malls were also built during this time period, contributing to the economic decline of downtown Milwaukie businesses.²¹

¹⁷[City of Milwaukie Comprehensive Plan \(2020\) \(pg.17\)](#)

¹⁸[Executive Order 9066: Resulting in Japanese-American Incarceration \(1942\), National Archives](#)

¹⁹ [City of Milwaukie Historical Timeline](#)

²⁰ [City of Milwaukie Comprehensive Plan \(2020\)](#)(pg.107)

²¹[City of Milwaukie Comprehensive Plan \(2020\)](#)

Historical Civil Rights

1964

Title VI of the Civil Rights Act of 1964 states: "No person in the United States shall, on the grounds of race, color or national origin, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving federal financial assistance."²²

1990

The Americans with Disabilities Act (ADA) of 1990 was passed, which prohibited discrimination and guarantees that people with disabilities have the same opportunities as everyone else to take part in the mainstream of American life – to enjoy employment opportunities, to purchase goods and services, and to participate in state and local government programs and services. The ADA is an equal opportunity law for people with disabilities.²³

Economic and Transit Growth

Milwaukie's population grew by just over 10% from 1980 to 2000 and experienced no net population growth between 2000 and 2015. In 2015, however, the Metropolitan Area Transit (MAX) Orange Line opened, providing light rail access to Milwaukie and a reconnection to the rest of the region. Since that time, the city has seen increased interest in the downtown area, including the development of new housing that is anticipated to continue into the future.²⁴

2012

Construction begins on the Portland-Milwaukie Light Rail project.

2015

On September 12, the Portland-Milwaukie Light Rail Line (the Orange Line) opened to the public, restoring commuter rail service between Milwaukie and Portland.²⁵

There has been an uptick in residential development since TriMet began the MAX Orange Line light rail service in 2015, a trend that the city expects to continue in the near future as several public and private opportunity sites identified by the city are expected to be developed.²⁶

Contemporary Activism and Racial Justice

2017

The Milwaukie community and City Council developed a new community vision stating, "In 2040, Milwaukie is a flourishing city that is entirely equitable, delightfully livable, and completely sustainable."

²²[Title VI Compliance Plan, Clackamas County](#)

²³[Clackamas County adopts revised accessibility requirements starting Sept. 7, Clackamas County, 2023](#)

²⁴[City of Milwaukie Comprehensive Plan \(2020\)](#) (pg.18)

²⁵[City of Milwaukie Historical Timeline](#)

²⁶[City of Milwaukie Comprehensive Plan \(2020\)](#) (pg.20)

2020

Milwaukie - Hundreds gathered for a “Sit-In Solidarity” event organized by Black Lives Matter Milwaukie at 6 p.m. in Milwaukie, Oregon. Speakers, mainly young adults from the community, shared their experience with racism and called for the white people in the crowd to take action.²⁷

The Black Lives Matter Ally Sit-In in June, 2020 received very positive feedback across the community, as the amount of people present provided overwhelming support and solidarity to the Black, Indigenous, people of color (BIPOC) community.

Following the Sit In, Milwaukie appointed and later elected its first Councilmember of color, Council President Desi Nicodemus who had been instrumental in the creation of the Sit In.

2020

Milwaukie City Council adopts Equity, Inclusion and Justice as one of their three goals. With that framework, in June Milwaukie City Council codified the Comprehensive plan, with equity serving as a key value for the policy creation and adoption. The city also held three listening sessions with community members of color to understand the realities facing our BIPOC community and hired its first Equity Coordinator in December. ²⁸

2021

Milwaukie City Council established the Equity Steering Committee (ESC) of community volunteers and appointed the first round of ESC members.

- The Milwaukie Police Department, in partnership with community members who identify as Black, Indigenous or people of color (BIPOC), undertook a comprehensive review of its law enforcement policies and practices and implemented modified policies through the police contract.
- The city supported community organizers in throwing Milwaukie’s first Juneteenth celebration.

Declaring a Climate Crisis

2020

In the face of the climate crisis, the City of Milwaukie declared a climate emergency on January 21, 2020, accelerating the goals outlined in the original Climate Action Plan by five years and recommitting the city to taking fast and effective climate action. Milwaukie became the first city in Oregon to declare a climate emergency.²⁹

²⁷ [Oregon Demonstrations](#)

²⁸https://www.milwaukieoregon.gov/sites/default/files/fileattachments/city_manager/page/117601/r58-2020_8182020_committing_to_creating_a_solidarity_with_our_black_indigenous_and_people_of_color_biopoc_neighbors.pdf

²⁹ [Milwaukie is Taking Climate Action](#)

COMMUNITY DEMOGRAPHICS

The Community Demographics section documents and analyzes demographic data for the City of Milwaukie, focusing primarily on underserved populations, as identified in Oregon Administrative Rule (OAR) 660-012-0125. Additional demographic data, such as overall population growth is also reported to provide more context about the city's population, how it's changing, and how those changes are likely to impact the community's mobility needs. While the benefits of mobility are universal, socio-demographic characteristics, such as race, income, and gender influence the transportation options that are available to individuals and play a role in shaping transportation needs. Understanding the composition of the city's population can therefore help the city understand where needs are going unmet and how to best prioritize future investments.

Defining Underserved Populations

The populations bulleted below are identified as underserved in OAR 660-012-0125. The rule states that underserved populations are not limited to those specified below but that these groups deserve prioritized attention regarding transportation and land use planning due to historic and current marginalization. The identified communities have both been negatively impacted by transportation and land use policy decisions and excluded from planning processes. It is important to acknowledge that social identities intersect to create unique forms of discrimination and privilege for individuals and that there is significant diversity within any given population. For example, the Latino community encompasses individuals with various racial and ethnic backgrounds. Consequently, in many ways, the aggregate data presented in this section fails to capture how these different traits might interact to limit or expand an individual's transportation needs and experiences. The data reported here, therefore, should be used carefully.

- Black and African American people
- Indigenous people (including Tribes, American Indian/Alaska Native and Hawaii Native);
- People of Color (including but not limited to Hispanic, Latina/o/x, Asian, Arabic or North African, Middle Eastern, Pacific Islander, and mixed-race or mixed-ethnicity populations);
- Immigrants, including undocumented immigrants and refugees
- People with limited English proficiency
- People with disabilities
- People experiencing homelessness
- Low-income and low-wealth community members
- Low- and moderate-income renters and homeowners
- Single parents
- Lesbian, gay, bisexual, transgender, queer, intersex, asexual, or two-spirit community members; and
- Youth and seniors

Population Growth

Between the years 2000 and 2022, the population in Milwaukie grew by 4%. Notably, that growth has all occurred since 2010 and is slower than statewide and regional growth.

Table 1. Population Growth from 2000 to 2022, Milwaukie, Clackamas County, Oregon

Source(s): U.S. Census Bureau, Decennial Census 2000 and 2010, Table(s) DP1 and P1; U.S. Census Bureau, American Community Survey, ACS 1-Year Estimates, Table B01003, 2022; Portland State University Population Research Center. Certified 2022 Estimates

	2000	2010	2022	Change 2000 - 2022		
				Number	Percent	AAGR
U.S.	281,421,906	308,745,538	333,287,562	51,865,656	18%	0.8%
Oregon	3,421,399	3,831,074	4,290,225	868,826	25%	1.2%
Portland Tri-County	1,444,219	1,641,036	1,849,881	405,662	28%	1.3%
Milwaukie	20,490	20,291	21,305	815	4%	0.2%

Racial and Ethnic Diversity in Milwaukie

The majority of Milwaukie, an estimated 16,575, residents, or 78% of the population, identify as White alone. However, the city is home to people of diverse cultural, ethnic, and racial identities. About 4,620 residents identify as a race other than White alone. Figure 1 provides estimates of the Black Indigenous and People of Color (BIPOC) community in Milwaukie.³⁰ The city's major non-white ethnicity is Hispanic or Latino which represents 9.3% of the population. This is similar to the share of Latino/a/x in Clackamas County and somewhat smaller than the Latino/a/x population share statewide.

The share of Milwaukie's population that identified as Latino/a/x increased between 2000 and 2020 from 4% of the population to 9%, or from 813 people to 1,809. This reflects a national trend that the U.S. Census Bureau forecasts will continue in the decades to come.³¹ While there are fewer racial and ethnic differences in public transit usage among those living in suburbs, generally the Latino/a/x population—like other underserved populations—in the U.S. is less likely

³⁰ These estimates are derived from the U.S. Census Bureau's American Community Survey and (except for the Latino/a/x population) contain a significant margin of error. The range of what is likely the true population is depicted using error bars in Figure 1. The numbers shown should be used with caution and only relied upon to provide a rough approximation of the total share of the population (see Table 2 in Appendix for complete data).

³¹ U.S. Census Bureau, Demographic Turning Points for the United States: population Projections for 2020 to 2060: <https://www.census.gov/library/publications/2020/demo/p25-1.144.html>.

to have access to an automobile and more likely to rely on public transit when compared to non-Latino/a/x Whites.³²

Milwaukie was just as diverse as Clackamas County and less diverse than Oregon during the 2018-2022 period.

Table 2. Population by Race/Ethnicity as Percent of Total Population, Milwaukie, Clackamas County, Oregon, 2018-2022 Period

Source(s): U.S. Census Bureau, 2018-2022 Period ACS, Table DP05

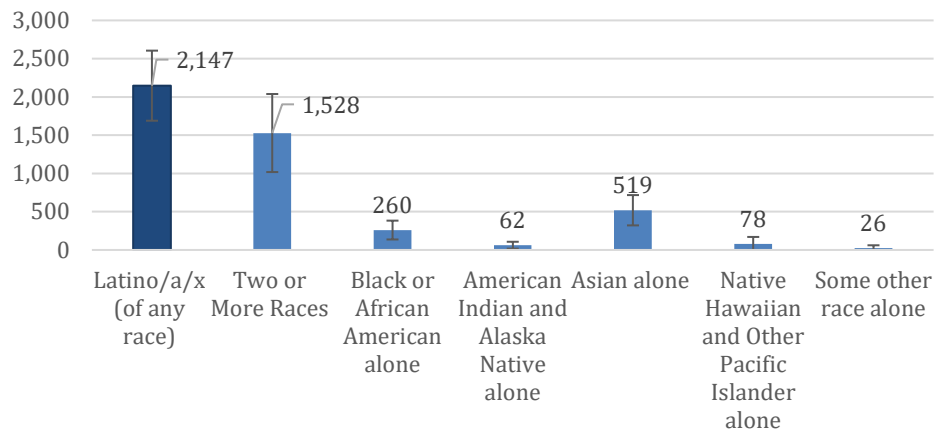
	Milwaukie	Clackamas County	Oregon
White Alone	78.2%	79.0%	73.3%
Latino/a/x (of any race)	10.1%	9.3%	13.8%
Two or More Races	7.2%	5.2%	5.2%
Black or African American Alone	1.2%	0.8%	1.8%
American Indian and Alaska Native Alone	-	0.4%	0.7%
Asian Alone	2.4%	4.7%	4.4%
Native Hawaiian and Other Pacific Islander alone	-	0.2%	0.4%
Some other race alone	-	0.4%	0.4%

During the 2018-2022 period, approximately 4,620 people (one-fifth of the population) identified as a race other than White alone.

Estimates are shown with error bars indicating the true range of possible values.

Figure 1. Number of People by Race and Ethnicity Milwaukie 2018-2022

Source: US Census Bureau, 2018-2022 ACS, Table B03002

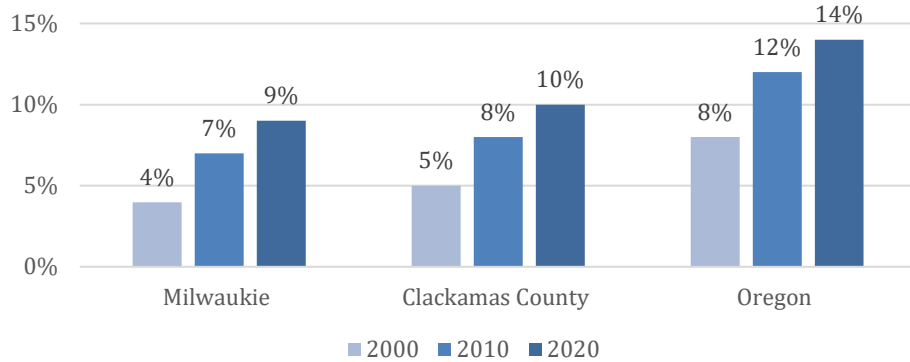


³² While the Black community represents a smaller share of Milwaukie's population compared to the state and nation, Black riders represent the highest share of transit-dependent riders nationally. Pew Research Center. (2016). *Who Relies on Public Transit in America*. <https://www.pewresearch.org/short-reads/2016/04/07/who-relies-on-public-transit-in-the-u-s/>

The share of Milwaukie's households that identified as Latino/a/x has more than doubled since 2000.

Figure 2. Latino/a/x Population as Percent of Total Population, Milwaukie Clackamas County, Oregon, 2000, 2010, 2020

Source: U.S. Census Bureau, 2000 Decennial Census: Table P008; 2010 Decennial Census: Table P9; 2020 Decennial Census: Table P9



Limited English Proficiency

Between 5.4% and 9% of Milwaukie residents speak a language other than English in their homes. As shown in Figure 3, fewer than 2.3% of residents speak English less than “very well”. This is a smaller share when compared to Clackamas County (3.9%) and the statewide share (5.3%). Apart from English, Spanish is the most common language spoken in Milwaukie households; however, most Spanish speakers also speak English “well” or “very well”. Various other languages are also spoken in Milwaukie, but data estimates from the U.S. Census Bureau are not useful due to significant error margins.

As the recipient of federal transportation funds, Metro is required to put together a plan for serving the region's Limited English Language (LEP) Population. The most recent plan, which was completed in 2021, involved holding four focus groups to capture attitudes and experiences from the four most spoken non-English languages in the greater Portland region, Mandarin, Russian, Spanish, and Vietnamese.³³

Notably concerning transportation, the focus groups, which involved 44 people in total, found that the primary focus of the groups was roads and public transportation, rather than sidewalks and bicycle facilities.³⁴ Many used public transportation but found it to be unreliable—in part because of the lack of access to key destinations. Those living in suburbs especially viewed public transportation as an unrealistic option because of travel times, distance to destinations, and the cost associated with frequent travel. Safety was a concern across all modes of transportation and was mentioned as one—although perhaps not the primary—reason for preferring transit and vehicle travel to walking and bicycling.

³³ The complete plan can be found on Metro's website here: https://www.oregonmetro.gov/sites/default/files/2022/03/31/2021_LEPplan-Metro%28Portland%2COre%29.pdf

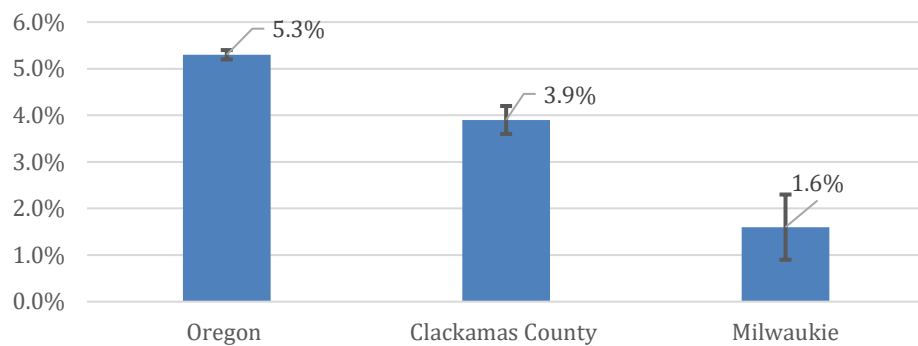
³⁴ This, of course, only represents a very small segment of the LEP population. Metro estimates approximately 335,900 persons over the age of 5 in the Metro region speak a language other than English at home, with approximately 125,800 persons over the age of 5 speaking English less than “very well”.

Despite viewing the automobile as the most convenient and reliable mode of transportation, when specifically asked, the majority (84%) of participants ranked addressing transportation-related climate pollution as a four or five on a 1-5 scale, with 1 being 'not important' and 5 being 'very important'. Most participants (86% ranked it a five) also highly valued reducing transportation-related injuries and deaths.

Approximately 1.6% of Milwaukie residents report speaking English less than "Very Well", a smaller share than the county and state.

Figure 3. Percent of Population that speaks English Less Than "Very Well", Milwaukie, Clackamas County, and Oregon, 2018-2022 Period

Source: U.S. Census Bureau, 2017-2021 ACS, Table DP02



Youth and Seniors

As shown in Figure 4, roughly 18.1% of the City's population is under the age of 18, and approximately 16.5% of the City's population is over 65. Altogether, over one-third of the city's population falls into one of these two age cohorts. These populations are less likely to be able to drive and are more dependent on transit, walking, and biking to get around.

The share of people aged 65 and older grew in Milwaukie between 2000 and 2022. The City currently has a similar share of people aged 65 years or older compared to Clackamas County as a whole. The 65 and older cohort is expected to increase in absolute terms and as a share of Clackamas County's population over the next 20 years from 18.9% in the 2018-2022 period to roughly 24% in 2044.³⁵ It is reasonable to expect that this trend will also occur in Milwaukie.

The Oregon Department of Transportation (ODOT) reports that older Oregonians are increasingly at risk of transportation-related injury or fatality. The study analyzing the problem reports that older drivers accounted for 18% of all traffic fatalities in 2016 nationally and 19.8% in Oregon. On a per-capita basis, older drivers are less likely than younger and middle-aged drivers to be involved in a crash but have the highest fatality rate of any group. While the authors conclude that the topic of mobility safety for older adults is complex, they find that providing access to other modes of transportation, aging-in-place strategies, and improving the safety of vehicles and roadways can help reduce crashes.

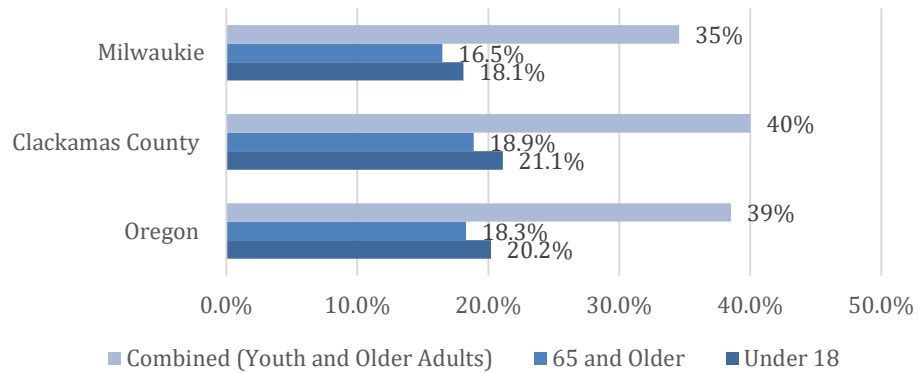
³⁵ Portland State University, Population Research Center, Population Forecast Program, Clackamas County 2023: <https://www.pdx.edu/population-research/population-forecasts>

Milwaukie had a similar share of youth and seniors in the 2018-2022 period compared to the county and state.

The margin of error (not shown) for the youth and senior populations is greater for Milwaukie than for the county and state.

Figure 4. Youth and Senior Population as Percent of Total Population, Milwaukie, Clackamas County, Oregon 2018-2022 Period

Source: Source: US Census Bureau, 2018-2022 ACS, Table S0101



Residents Living with a Disability

Between 11% and 16% of Milwaukie’s population is living with a disability. Like the state and county, the share of older adults (65+) living with a disability is far greater compared to the population as a whole. While gathering reliable data about specific disabilities is challenging, the American Community Survey does provide estimates (see Figure 6).

Historic auto-centric transportation planning and infrastructure investments have left many with a disability without a reliable or affordable means of transportation. Even where pedestrian facilities do exist, poorly designed facilities or impediments, such as poorly placed utility polls in sidewalks make some existing facilities impracticable or unsafe. Although the city has been working to improve the accessibility of its pedestrian facilities through its SAFE program—adding 151 new ADA-compliant curb ramps since 2019, for example—much of the right-of-way still lacks facilities that are safe and accessible for all users.³⁶

³⁶ See the city’s SAFE program, which has been addressing safety concerns for people walking, biking, and rolling. <https://www.milwaukieoregon.gov/engineering/safe>.

In the 2018-2022 period, about 2,896 Milwaukie residents were living with a disability.

Of that number, about 1,047 were older adults (65+).

Figure 5. Percent of Total Population and Older Adults living with Disability, Milwaukie, Clackamas County, Oregon 2018-2022 Period

Source: U.S. Census Bureau, 2017-2021 ACS, Table DP02

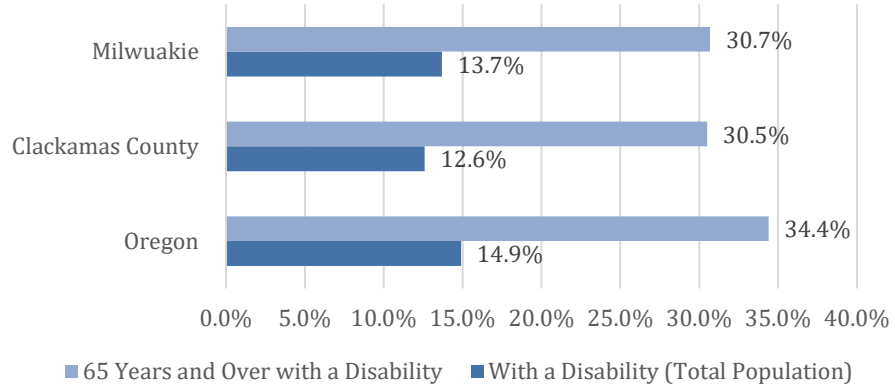
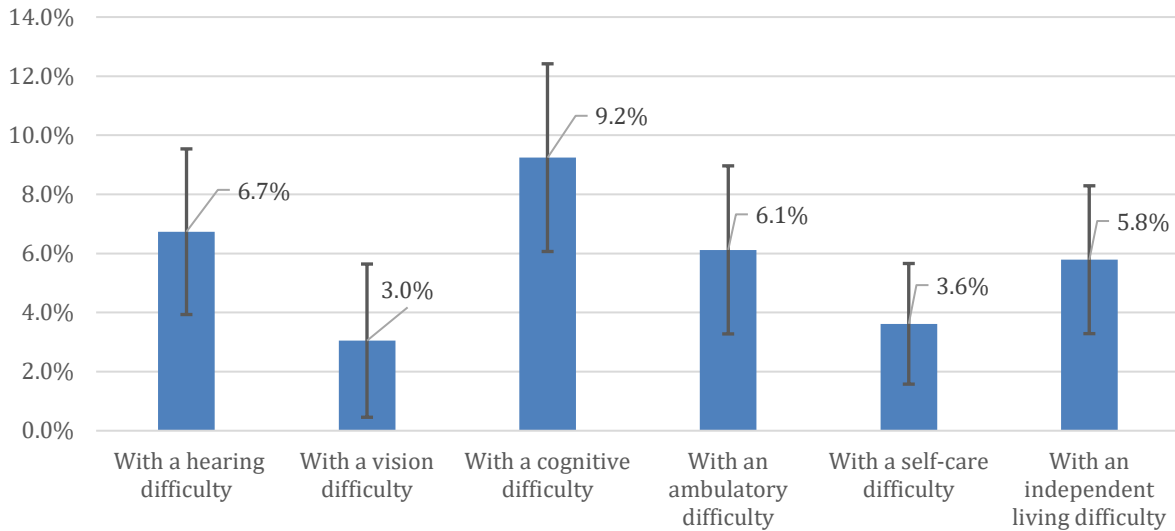


Figure 6. Persons Living with a Disability by Type and as a Percent of Total Population in Milwaukie 2022

Source: U.S. Census Bureau, 2022 ACS, Table K201803



Renters and Occupancy

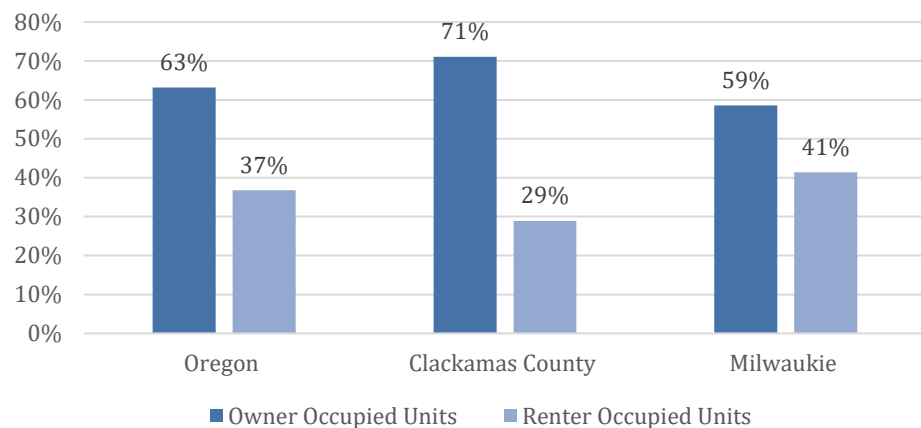
As shown in Table 4, nearly 60% of Milwaukie's residents own their homes, and an estimated 40% of occupied units are renter-occupied. Overall, the city has a vacancy rate of about 4.2%.³⁷ Low vacancy rates in housing markets are often linked to higher housing costs, placing a financial strain on households. As housing expenses consume a larger share of income, families may have fewer resources available for other essential needs, including transportation. This economic pressure can limit mobility options.

In the 2018-2022 period, about 59% of Milwaukie residents owned their homes.

More residents in Milwaukie rent compared to the county.

Figure 7. Share of Renter and Owner-Occupied Housing Units, Milwaukie, Clackamas County, Oregon, 2018-2022 Period

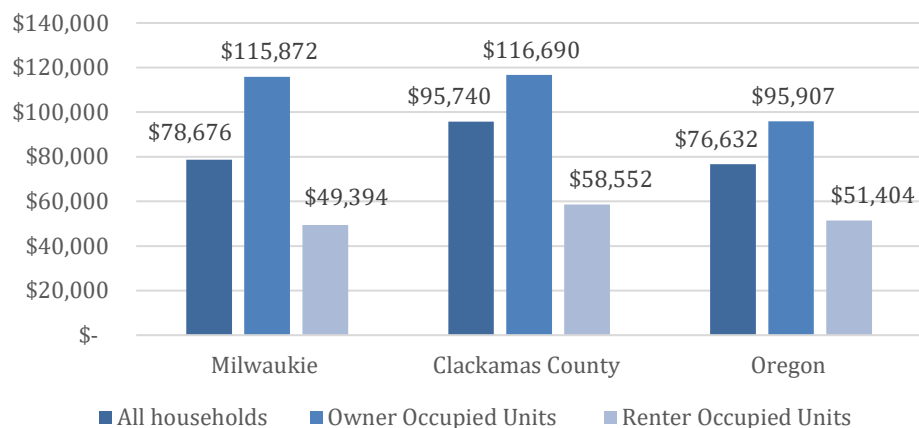
Source: U.S. Census Bureau, 2018-2022, Table B25003



Across the city, county, and state, the median household income of rental households is below that of owner-occupied units.

Figure 8. Median Household Income by Renter and Owner-Occupied Housing

Source: U.S. Census Bureau, 2018-2022 ACS, Table B25119



³⁷ U.S. Census Bureau. 2018-2022 American Community Survey. Table DP04.

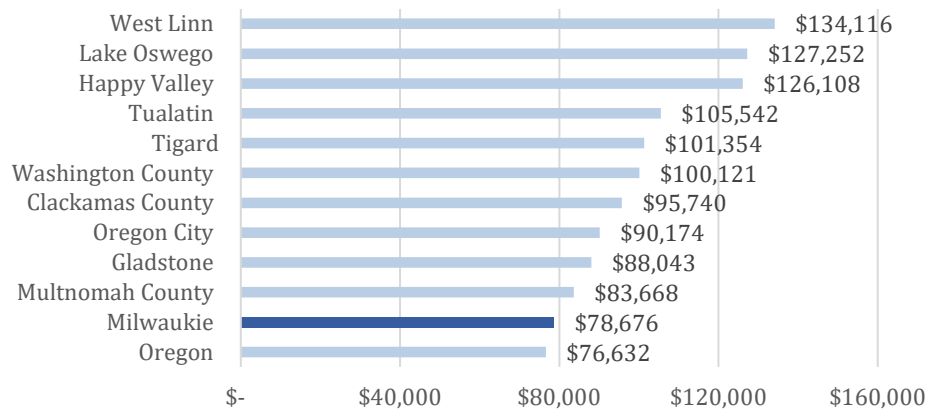
Poverty Status and Income³⁸

Between 5.2% and 8.4% of Milwaukie residents live below the poverty line, with approximately 10% of the City's youth and almost 11% of the senior population living below the poverty line. The poverty level for youth and seniors is slightly higher than the poverty rate for the working-age population.

Within the region, for lower-income households, transportation expenses consume a greater proportion of the household's budget—this is especially true for the lowest-income families. Nationally, households earning \$25,000 or less in 2022, spent roughly 30% of their after-tax income on transportation.³⁹ Transportation is also the largest household expenditure after housing in Oregon.⁴⁰

Milwaukie's Median Household Income was below that of the county and many comparable communities during the 2018-2022 period.

Figure 9. Median Household Income, Milwaukie, Portland Area Counties, Comparison Cities, 2018 - 2022 Period. Source: U.S. Census Bureau, Table B25119



³⁸ It should be noted here that OAR 660-012-0125 identifies low-income and low-wealth individuals as underserved and deserving of prioritized attention in the planning process. Income and wealth are distinct; income refers to the flow of money received over a period, while wealth is one's total assets owned minus liabilities. Collecting data on wealth is generally more challenging and is not included here.

³⁹ U.S. Bureau of Transportation Statistics. (2023). *The Household Costs of Transportation: Is it Affordable?* <https://www.bts.dot.gov/data-spotlight/household-cost-transportation-it-affordable>.

⁴⁰ Oregon Department of Transportation (2022). *Oregon Transit and Housing Study*. https://www.oregon.gov/odot/Planning/Documents/ODOT_Transit_%26_Housing_Study_Final_Report.pdf.

The share of the total population in Milwaukie living below the poverty line was lower than the statewide share and similar to the share in the county during the 2018-2022 period.

Figure 10. Percent of Total Population Below Poverty Line 2018-2022 Period, Milwaukie, Clackamas County, Oregon

Source: U.S. Census Bureau 2018-2022 ACS, Table S1701

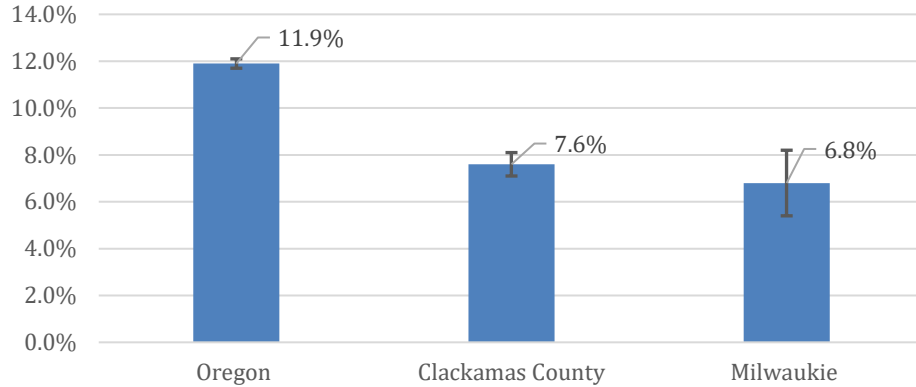
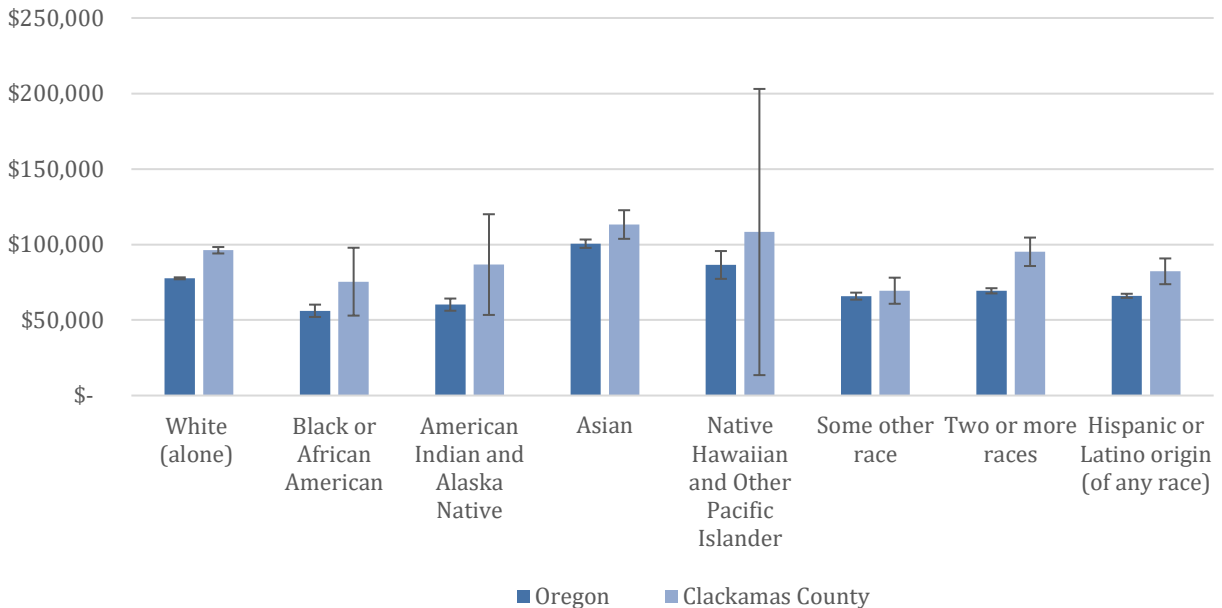


Figure 11. Median Household Income by Race/Ethnicity of the Head of Household, Clackamas County, Oregon 2018-2022 Period

Source: U.S. Census Bureau 2018-2022 ACS, Table S1901



Immigrants, including undocumented immigrants and refugees

Foreign-born residents, anyone who is not a U.S. Citizen at birth, make up approximately 4.6% of the total Milwaukie population. Statewide, the foreign-born share of the population is 9.8% and in Clackamas County, it is about 8.5% of the total population.

While the foreign-born estimate includes those who are undocumented, the U.S. Census Bureau does not report statistics on the undocumented population. Therefore, it is unclear of the

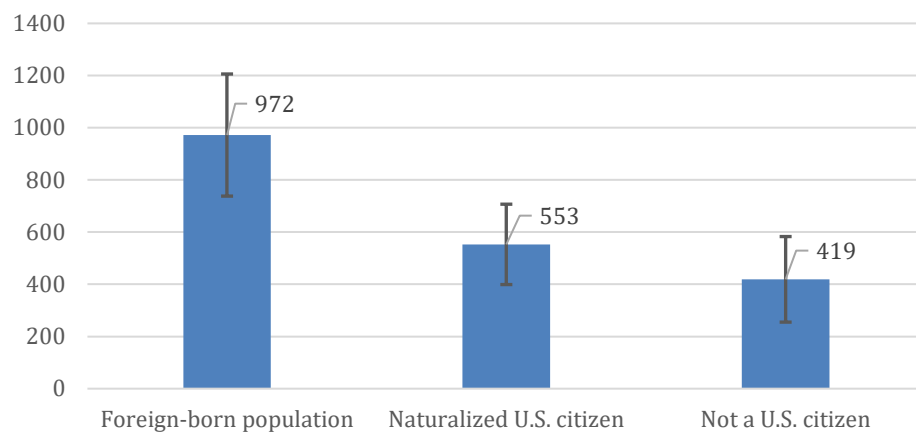
estimated 419 residents in Milwaukie who are not U.S. citizens, how many are lawful permanent non-citizen U.S. nationals, lawful permanent residents, temporary migrants (such as foreign students), humanitarian migrants (such as refugees and asylees), or undocumented.

Almost three-quarters of the total foreign-born population has been living in the U.S. since at least 2010.⁴¹ The Pew Research Center estimates that in 2016, approximately 110,000 undocumented people were living in Oregon, or 2.6% of the population at that time; Pew also estimated that roughly 8.2% of Oregon's K-12 student population in 2016 had parents who were undocumented.

In the 2018-2022 period, about 972 people living in Milwaukie were born outside of the United States. About 58% of those have since obtained U.S. citizenship.

Figure 12. U.S. Citizenship Status, Milwaukie 2018-2022 Period

Source: U.S. Census Bureau, 2018-2022 ACS, Table DP02



Lesbian, Gay, Bisexual, transgender, queer, intersex, asexual, and two-spirit communities

While the U.S. Census Bureau has collected data on same-sex couples for many years, it only recently began asking questions about sexual orientation and gender identity in the Household Pulse Survey.⁴² This data is not available at the city level. The lack of systematically collected data on sexual orientation or gender identity and the resulting lack of understanding at a population level has been a contentious topic.

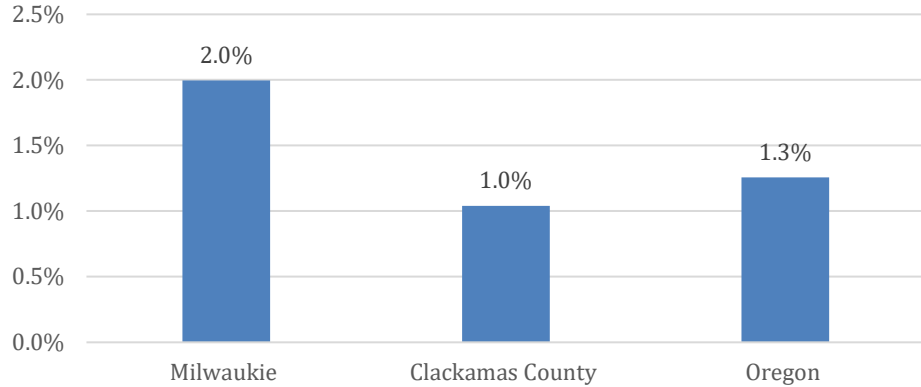
⁴¹ U.S. Census Bureau, 2018-2022 American Community Survey, Table DP02.

⁴² See reporting on new LGBTQ+ data collection through the Household Pulse Survey here: <https://www.pbs.org/newshour/economy/the-census-bureaus-first-ever-data-on-lgbtq-people-indicates-deep-disparities>

In 2020, 132, or 2% of Milwaukie's households were same-sex couple households.

The share in Milwaukie was greater than the share statewide and in the county.

Figure 13. Same-Sex Couple Households (married and unmarried) as Percentage of All Households Milwaukie, Clackamas County, Oregon
Source: U.S. 2020 Decennial Census, Table PCT15



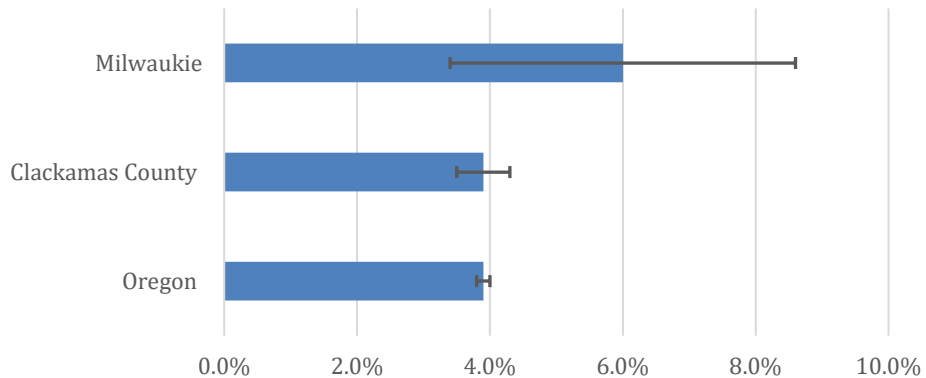
Single-Parent Households

About 8%, or 773, of all households in Milwaukie are single-parent households. Female householders make up about 71% of all single-parent households. Single-parent households often have limited time, financial resources, and flexibility compared to dual-parent households. These factors can limit mobility options and leave single-parent households more reliant on public transportation and spending a greater share of their income on transportation.

The share of households with a female-identifying single parent is about 4% in the county and state.

The margin of error for the estimate in Milwaukie shows that the share could be larger or smaller compared to the other regions.

Figure 14. Share of Households with Female Single Parent, Milwaukie, Clackamas County, Oregon 2018-2022 Period
Source: U.S. Census Bureau, 2018-2022 ACS, Table DP02

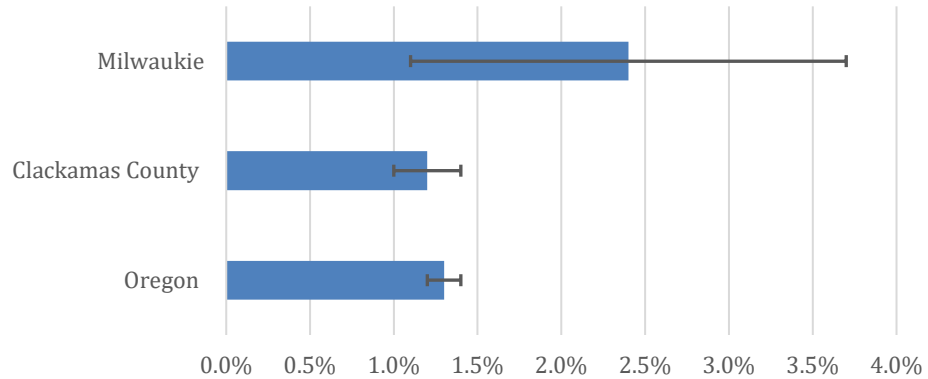


The share of households with a male-identifying single parent is just over 1% in the county and state.

The share is likely similar in Milwaukie if not greater.

Figure 15. Share of Households with Male Single Parent, Milwaukie, Clackamas County, Oregon 2018-2022 Period

Source: U.S. Census Bureau, 2018-2022 ACS, Table DP02



People Experiencing Homelessness

The U.S. Department of Housing and Urban Development (HUD) requires Continuums of Care (CoC)—entities that coordinate housing and services for people experiencing homelessness—to conduct a Point-in-Time (PIT) Count annually for sheltered people and biannually for unsheltered people. The PIT is required to occur during the month of January and records certain demographic characteristics of the population, such as age, gender, race, and veteran status.

In 2021, HUD gave communities the option to cancel or modify the unsheltered PIT due to the risk of COVID-19. Consequently, no data was reported for the Clackamas County CoC for 2021 (see Figure 16). Beginning in 2022, Clackamas County joined with Multnomah and Washington Counties to jointly conduct an annual, regionally coordinated, PIT count. Although the PIT numbers in Figure 16 show a decrease in the number of people experiencing homelessness, the numbers should be used with caution, as PIT methodologies can change over time and various factors can influence the accuracy of the count.

Reflecting national and statewide trends, homelessness disproportionately impacts communities of color in Clackamas County. Most notably, while only representing approximately 0.8% of the population in Clackamas County, the Black community represented roughly 5% of the total number of sheltered and unsheltered houseless individuals in 2023.

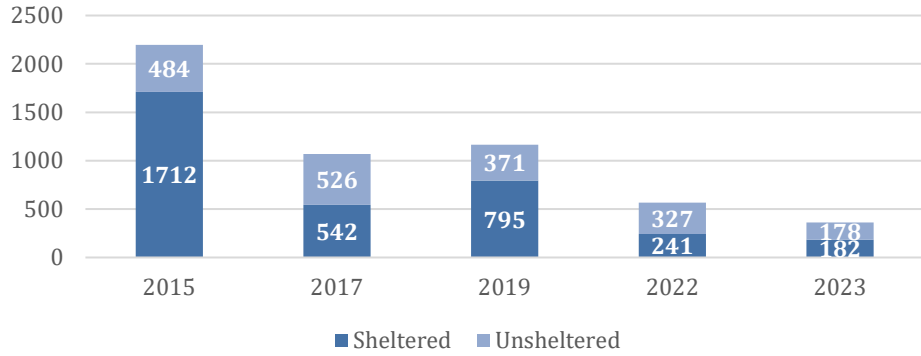
People experiencing homelessness are less likely to have access to a vehicle and more likely to be dependent on transit, walking, and biking to get around. This population is also at an increased risk of being injured or killed in a traffic crash.⁴³

⁴³ A report from the Portland Bureau of Transportation indicates that 19 of the 27 pedestrians killed in 2021 were people experiencing homelessness. See the full report here: <https://www.portland.gov/sites/default/files/2022/traffic-crash-report-2021.pdf>.

On January 24, 2023, 360 people were counted as homeless in Clackamas County.

Figure 16. Number of Persons Homeless by Living Situation, Clackamas County, Point-in-Time Count 2015, 2017, 2019, 2022, and 2023.

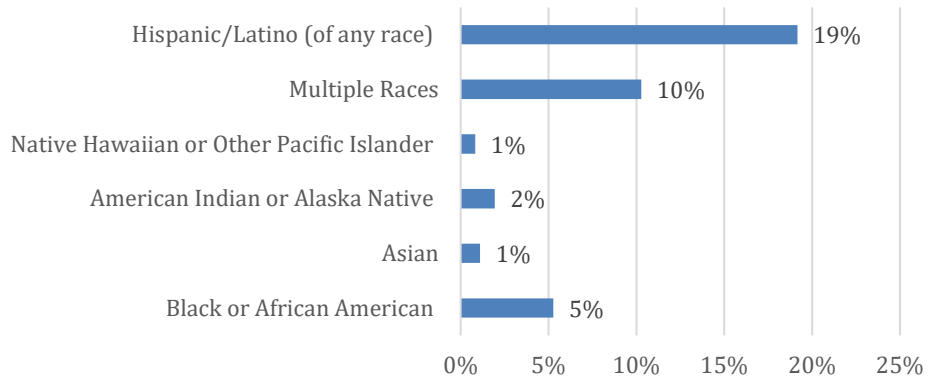
Source: Oregon Housing and Community Services and U.S. Department of Housing and Urban Development



BIPOC populations were overrepresented among people in Clackamas County experiencing homelessness during the 2023 PIT count.

Figure 17. Racial and Ethnic Composition of Homeless Population, Clackamas County, Point-in-Time Count 2023

Source: U.S. Department of Housing and Urban Development



Milwaukie Community Profile | Data Appendix

The following tables are intended to supplement the more curated sociodemographic data provided in the TSP Community Profile. Measures of error and uncertainty are provided to aid readers in interpreting the estimates.¹

Margin of Error (MOE)

The sociodemographic data in the Community Profile is primarily sourced from the U.S. Census Bureau's American Community Survey (ACS). The ACS's estimates are subject to sampling and nonsampling errors. Nonsampling errors are the product of survey design and measurement flaws, "while sampling error is when the characteristics of the survey group vary from those of the larger population of interest...causing the true value to fall within a range bounded by a margin of error" (Quinterno, 2014). By adding and subtracting the MOE from the estimate, users can calculate the 90% confidence interval for that estimate (U.S. Census Bureau, 2018).

Coefficient of Variation (CV)

Many of the estimates in this appendix have a coefficient of variation (CV). "The CV is a relative measure of uncertainty and expresses uncertainty as a percentage of the census estimate" (Jurjevich, et al., 2018). Generally, the lower the CV, the more reliable the data. According to the U.S. Census Bureau, there are "no hard-and-fast rules for determining an acceptable range of error in ACS estimates. Instead, data users must evaluate each application to determine the level of precision that is needed for an ACS estimate to be useful" (U.S. Census Bureau, 2018). This document adopts CV ranges and data reporting methods recommended by the Population Research Center at Portland State University (Jurjevich, et al., 2018). Icons are used to indicate the reliability of each estimate using the CV. High reliability (CV <15%) is shown as a box with a green check mark, medium reliability (CV 15–30% — be careful) is shown as a triangle with a yellow exclamation point, and low reliability (CV >30% — use with extreme caution) is shown as a circle with a red cross. However, as mentioned above, there are no precise rules and users should consider the MOE and their need for precision (Jurjevich, et al., 2018).

Period Estimates

The majority of data included in the TSP Community Profile are sourced from the U.S. Census Bureau's American Community Survey (ACS). ACS estimates in the plan are period estimates, rather than point-in-time or cumulative counts. "A period estimate shows the average value of the variable over a specific reference period" (Quinterno, 2014). The ACS uses period estimates "to compensate for the fact [that] the sampling frame includes too few households to yield reliable annual estimates for small geographies and small population subgroups" (Quinterno, 2014). If the value presented in a table is a period estimate, the period is noted in the table's source data.

¹ The explanations for Margin of Error, Period Estimates, and Coefficient of Variation were sourced from the Oregon Statewide Natural Hazard Mitigation Plan, 2020: <https://www.oregon.gov/lcd/nh/pages/mitigation-planning.aspx>.

Racial and Ethnic Diversity in Milwaukie

Table 1. Population by Race/Ethnicity as Percent of Total Population, Milwaukie, Clackamas County, Oregon, 2018-2022 Period

	Milwaukie			Clackamas County			Oregon		
	Estimate	CV	MOE (+/-)	Estimate	CV	MOE (+/-)	Estimate	CV	MOE (+/-)
White Alone	78.20%	✓	3.0%	79.0%	✓	0.3%	73.3%	✓	0.1%
Latino/a/x (of any race)	10.1%	✓	2.2%	9.3%	✓	*	13.8%	✓	*
Two or More Races	7.2%	⚠	2.4%	5.2%	✓	0.4%	5.2%	✓	0.1%
Black or African American Alone	1.2%	⚠	0.6%	0.8%	✓	0.1%	1.8%	✓	0.1%
American Indian and Alaska Native Alone	0.3%	✗	0.2%	0.4%	✓	0.1%	0.7%	✓	0.1%
Asian Alone	2.4%	⚠	0.9%	4.7%	✓	0.2%	4.4%	✓	0.1%
Native Hawaiian and Other Pacific Islander alone	0.4%	✗	0.4%	0.2%	⚠	0.1%	0.4%	✓	0.1%
Some other race alone	0.1%	✗	0.2%	0.4%	✓	0.1%	0.4%	✓	0.1%

Source(s) U.S. Census Bureau. "ACS Demographic and Housing Estimates." American Community Survey, ACS 5-Year Estimates Data Profiles, Table B03002, 2022; Notes(s) * A margin of error is not appropriate because the corresponding estimate is controlled to an independent population or housing estimate. Effectively, the corresponding estimate has no sampling error and the margin of error may be treated as zero.

Table 2. Population by Race/Ethnicity, Milwaukie, Clackamas County, Oregon, 2018-2022 Period

	Milwaukie			Clackamas County			Oregon		
	Estimate	CV	MOE (+/-)	Estimate	CV	MOE (+/-)	Estimate	CV	MOE (+/-)
White Alone (Not Hispanic or Latino)	16,575	✓	637	332,333	✓	1,070	3,100,790	✓	2,760
Latino/a/x (of any race)	2,147	✓	458	39,282	✓	*	583,066	✓	*
Two or More Races	1,528	⚠	510	22,033	✓	1,483	219,864	✓	3,946
Black or African American alone	260	⚠	123	3,499	✓	380	75,790	✓	2,107
American Indian and Alaska Native alone	62	✗	45	1,658	✓	317	31,339	✓	1,289
Asian alone	519	⚠	198	19,695	✓	728	185,149	✓	2,530
Native Hawaiian and Other Pacific Islander alone	78	✗	92	794	⚠	270	16,000	✓	600
Some other race alone	26	✗	35	1,631	✓	395	17,376	✓	1,576

Source(s) U.S. Census Bureau. American Community Survey, ACS 5-Year Estimates Data Profiles, Table B03002, 2022; Note(s): * A margin of error is not appropriate because the corresponding estimate is controlled to an independent population or housing estimate. Effectively, the corresponding estimate has no sampling error and the margin of error may be treated as zero.

Table 3. Hispanic or Latino/a/x Population as Percentage of Total Population, Milwaukie, Clackamas County, Oregon, 2018-2022 Period

	2000		2010		2020	
	Estimate	Percentage	Estimate	Percentage	Estimate	Percentage
Milwaukie Total Population:	20,490	-	20,291	-	21,119	-
Hispanic or Latino:	813	4%	1,426	7%	1,809	9%
Clackamas County Total Population	338,391	-	375,992	-	421,401	-
Hispanic or Latino:	16,744	5%	29,138	8%	40,342	10%
Oregon Total Population	3,421,399	-	3,831,074	-	4,237,256	-
Hispanic or Latino:	275,314	8%	450,062	12%	588,757	14%

Source(s): U.S. Census Bureau. Decennial Census, DEC Summary File 1, Table P008, 2000; DEC Summary File 1, Table P9, 2010; DEC Demographic and Housing Characteristics, Table P9, 2020.

Limited English Proficiency

Table 4. Number and Percent of Total Persons (Aged 5 and Older) That Speak English Less Than “Very Well”

	Estimate	CV**	MOE (+/-)	Percent	% MOE (+/-)
Oregon	212,163	☑	4,836	5.3%	0.1%
Clackamas County	15,621	☑	1,362	3.9%	0.3%
Milwaukie	319	⚠	146	1.6%	0.7%

Source(s): U.S. Census Bureau, American Community Survey, 2022 5-Year Estimates, Table DP02

Table 5. Youth and Senior Populations, Milwaukie, Clackamas County, Oregon, 2018-2022 Period

	Total Population	Under 18 Years Old			65 Years and Older		
	Estimate	Estimate	CV	MOE (+/-)	Estimate	CV	MOE (+/-)
Oregon	4,229,374	855,978	☑	359	773,258	☑	582
Clackamas County	420,925	88,733	☑	0	79,730	☑	70
Milwaukie	21,195	3,840	☑	411	3,489	☑	337

Source(s): U.S. Census Bureau. American Community Survey, 2022 ACS 5-Year Estimates Data Profiles, Table DP05

Youth and Seniors

Table 6. Youth and Senior Populations as Percentage of Total Population, Milwaukie, Clackamas County, Oregon, 2018-2022 Period

	Total Population	Under 18 Years Old			65 Years and Older		
	Estimate	Percent	CV	% MOE (+/-)	Percent	CV	% MOE (+/-)
Oregon	4,229,374	20.2%	☑	0.1%	18.3%	☑	0.1%
Clackamas County	418,577	21.1%	☑	0.0%	18.9%	☑	0.1%
Milwaukie	21,195	18.1%	☑	1.9%	16.5%	☑	1.6%

Source(s): U.S. Census Bureau. American Community Survey, 2022 ACS 5-Year Estimates Data Profiles, Table DP05

Residents Living with a Disability

Table 7. Percent of the Total Population with a Disability and Percent of Older Adults Living with a Disability, Milwaukie, Clackamas County, Oregon, 2018-2022 Period

	With a Disability (Total Population)			65 Years and Over with a Disability		
	Estimate	CV**	% MOE (+/-)	Estimate	CV**	% MOE (+/-)
Oregon	14.9%	☑	0.2%	34.4%	☑	0.5%
Clackamas County	12.6%	☑	0.5%	30.5%	☑	1.7%
Milwaukie	13.7%	☑	2.1%	30.7%	☑	5.0%

Source(s): U.S. Census Bureau, 2018-2022 American Community Survey, 2022 5-Year Estimates, Table DP02

Table 8. Number of Individuals with a Disability and Number of Older Adults Living with a Disability, Milwaukie, Clackamas County, Oregon 2018-2022 Period

	With a Disability (Total Population)			65 Years and Over with a Disability		
	Estimate	CV		Estimate	CV**	MOE
Oregon	625,076	☑	7,526	261,706	☑	3,715
Clackamas County	52,720	☑	2,026	24,509	☑	1,283
Milwaukie	2,896	☑	439	1,047	☑	213

Source(s): U.S. Census Bureau, 2018-2022 American Community Survey, 2022 5-Year Estimates, Table DP02

Table 9. Persons Living with a Disability by Type and as a Percent of Total Population

	Estimate	CV	MOE (+/-)	Percent	% MOE (+/-)
Total:	21,943	☑	3,487	-	-
With a disability:	3,854	☑	889	17.6%	4.1%
With a hearing difficulty	1,478	⚠	615	6.7%	2.8%
With a vision difficulty	669	✖	569	3.0%	2.6%
With a cognitive difficulty	2,028	⚠	697	9.2%	3.2%
With an ambulatory difficulty	1,343	⚠	624	6.1%	2.8%
With a self-care difficulty	794	✖	448	3.6%	2.0%
With an independent living difficulty	1,270	⚠	549	5.8%	2.5%
No disability	18,089	☑	3,194	82.4%	14.6%

Source(s): U.S. Census Bureau, American Community Survey, 2021 ACS 1-Year Supplemental Estimates, Table K201803

Renters and Occupancy

Table 10. Number of Renter and Owner-Occupied Housing Units, Milwaukie, Clackamas County, Oregon

	Oregon			Clackamas County			Milwaukie		
	Estimate	CV	MOE (+/-)	Estimate	CV	MOE (+/-)	Estimate	CV	MOE (+/-)
Total	1,680,800	☑	3,418	160,984	☑	954	9,286	☑	390
Owner Occupied Units	1,062,522	☑	6,716	114,452	☑	1,492	5,440	☑	365
Renter Occupied Units	618,278	☑	5,045	46,532	☑	1,417	3,846	☑	334

Source(s): U.S. Census Bureau. American Community Survey, 2022 ACS 5-Year Estimates Detailed Tables, Table B25003

Table 11. Share of Renter and Owner-Occupied Housing Units, Milwaukie, Clackamas County, Oregon

	Oregon			Clackamas County			Milwaukie		
	Estimate	CV	MOE (+/-)	Estimate	CV	MOE (+/-)	Estimate	CV	MOE (+/-)
Total	1,680,800	☑	-	160,984	☑	-	9,286	☑	-
Owner Occupied Units	63%	☑	0.4%	71%	☑	0.9%	59%	☑	3.9%
Renter Occupied Units	37%	☑	0.3%	29%	☑	0.9%	41%	☑	3.6%

Source(s): U.S. Census Bureau. American Community Survey, 2022 ACS 5-Year Estimates Detailed Tables, Table B25003

Table 12. Median Household Income of Renter and Owner-Occupied Housing Units, Milwaukie, Clackamas County, Oregon

	Oregon			Clackamas County			Milwaukie		
	Estimate	CV	MOE (+/-)	Estimate	CV	MOE (+/-)	Estimate	CV	MOE (+/-)
Combined Median Household Income	\$ 76,632	☑	\$ 539	\$ 95,740	☑	\$ 1,859	\$ 78,676	☑	\$ 6,398
Owner occupied (dollars)	\$ 95,907	☑	\$ 835	\$ 116,690	☑	\$ 2,316	\$ 115,872	☑	\$ 11,774
Renter occupied (dollars)	\$ 51,404	☑	\$ 599	\$ 58,552	☑	\$ 2,641	\$ 49,394	☑	\$ 4,358

Source(s): U.S. Census Bureau. American Community Survey, 2022 ACS 5-Year Estimates Detailed Tables, Table B25119,

Poverty Status and Income

Table 13. Percent of Total Population for Whom Poverty Status is Determined Below the Poverty Line, Milwaukie, Clackamas County, Oregon, 2018-2022 Period

	Total Population	Percent Below Poverty Level		
	Estimate	Estimate	CV	% MOE (+/-)
Oregon	4,149,034	11.9%	☑	0.2%
Clackamas County	418,012	7.6%	☑	0.5%
Milwaukie	21,052	6.8%	☑	1.4%

Source(s): U.S. Census Bureau. American Community Survey, 2022 ACS 5-Year Estimates, Table S1701

Table 14. Number of People for Whom Poverty Status is Determined Below the Poverty Line, Milwaukie, Clackamas County, Oregon, 2018-2022 Period

	Total Population	Percent Below Poverty Level		
	Estimate	Estimate	CV	MOE (+/-)
Oregon	4,149,034	494,158	☑	9,246
Clackamas County	31,670	31,670	☑	2,141
Milwaukie	21,052	1,424	☑	289

Source(s): U.S. Census Bureau. American Community Survey, 2022 ACS 5-Year Estimates, Table S1701

Table 15. Median Household Income by Race and Ethnicity, Milwaukie, Clackamas County, Oregon, 2018-2022 Period

	Oregon			Clackamas County			Milwaukie		
	Estimate	CV	MOE (+/-)	Estimate	CV	MOE (+/-)	Estimate	CV	MOE (+/-)
White (alone)	\$ 77,627	☑	\$ 641	\$ 96,209	☑	\$ 2,128	\$ 82,253	☑	\$ 8,047
Black or African American	\$ 56,124	☑	\$ 4,078	\$ 75,407	⚠	\$ 22,475	-		**
American Indian and Alaska Native	\$ 60,194	☑	\$ 4,036	\$ 86,719	⚠	\$ 33,336	-		**
Asian	\$ 100,547	☑	\$ 2,776	\$113,243	☑	\$ 9,469	-		**
Native Hawaiian and Other Pacific Islander	\$ 86,480	☑	\$ 9,204	\$108,278	✖	\$ 94,753	-		**
Some other race	\$ 65,830	☑	\$ 2,311	\$ 69,410	☑	\$ 8,643	\$ 63,810	☑	\$ 11,700
Two or more races	\$ 69,351	☑	\$ 1,721	\$ 95,184	☑	\$ 9,420	\$ 63,083	☑	\$ 9,713
Hispanic or Latino origin (of any race)	\$ 66,054	☑	\$ 1,342	\$ 82,260	☑	\$ 8,527	\$ 85,625	⚠	\$ 32,473

Source(s): U.S. Census Bureau. American Community Survey, 2022 ACS 5-Year Estimates Subject Tables, Table S190; Note(s): - A margin of error is not appropriate because the corresponding estimate is controlled to an independent population or housing estimate. Effectively, the corresponding estimate has no sampling error and the margin of error may be treated as zero. ** The margin of error could not be computed because there were an insufficient number of sample observations.

Table 16. Median Household Income, Milwaukie, Portland Area Counties, Comparison Cities, 2018-2022 Period

	Estimate	CV	MOE
Oregon	\$ 76,632	✓	\$ 539
Milwaukie	\$ 78,676	✓	\$ 6,398
Multnomah County	\$ 83,668	✓	\$ 1,355
Gladstone	\$ 88,043	✓	\$ 10,689
Oregon City	\$ 90,174	✓	\$ 5,202
Clackamas County	\$ 95,740	✓	\$ 1,859
Washington County	\$ 100,121	✓	\$ 1,602
Tigard	\$ 101,354	✓	\$ 6,547
Tualatin	\$ 105,542	✓	\$ 8,463
Happy Valley	\$ 126,108	✓	\$ 15,859
Lake Oswego	\$ 127,252	✓	\$ 10,054
West Linn	\$ 134,116	✓	\$ 12,374

Source(s): U.S. Census Bureau. American Community Survey, 2022 ACS 5-Year Estimates Detailed Tables, Table B25119

Immigrants, including undocumented immigrants and refugees

Table 17. Citizenship Status of Foreign-Born Population

U.S. Citizenship Status	Milwaukie			Clackamas County			Oregon		
	Estimate	CV	MOE (+/-)	Estimate	CV	MOE (+/-)	Estimate	CV	MOE (+/-)
Total Population	21,195	✓	-	420,925	✓	-	4,229,374	✓	-
Foreign-born population	972	✓	234	35,710	✓	1,669	412,962	✓	6,492
Naturalized U.S. citizen	553	⚠	154	21,325	✓	1,151	202,150	✓	4,671
Not a U.S. citizen	419	⚠	164	14,470	✓	1,196	210,812	✓	5,299

Source(s): U.S. Census Bureau, American Community Survey, 2022, 5-Year Estimates, Table DP02

Table 18. Citizenship Status of Foreign-Born as Share of Total Population

U.S. Citizenship Status	Milwaukie			Clackamas County			Oregon		
	Estimate	CV	% MOE (+/-)	Estimate	CV	% MOE (+/-)	Estimate	CV	% MOE (+/-)
Total Population	21,195	☑	-	420,925	☑	-	4,229,374	☑	-
Foreign-born population	982	⚠	271	35,710	☑	1,669	412,962	☑	6,492
Naturalized U.S. citizen	56.9%	⚠	11.2%	59.6%	☑	2.4%	49.0%	☑	0.9%
Not a U.S. citizen	41.3%	⚠	11.2%	40.4%	☑	2.4%	51.0%	☑	0.9%

Source(s): U.S. Census Bureau, American Community Survey 5-Year Estimates, 2022, Table DP02

Lesbian, Gay, Bisexual, transgender, queer, intersex, asexual, and two-spirit communities

Table 19. Couple Households by Type, Milwaukie, Clackamas County, Oregon, 2020 Decennial Census

	Oregon		Milwaukie		Clackamas County	
	Estimate	Percent	Estimate	Percent	Estimate	Percent
Total:	1,671,983	-	9,112	-	160,503	-
Married couple household:	780,141	47%	3,689	40.5%	86,687	54.0%
Opposite-sex married couple household	768,193	46%	3,577	39.3%	85,700	53.4%
Same-sex married couple household:	11,948	1%	112	1.2%	987	0.6%
Male-male married couple households	4,725	0%	44	0.5%	393	0.2%
Female-female married couple households	7,223	0%	68	0.7%	594	0.4%
Unmarried-partner household:	146,042	9%	951	10.4%	11,759	7.3%
Opposite-sex unmarried partner household	136,984	8%	881	9.7%	11,075	6.9%
Same-sex unmarried partner households:	9,058	1%	70	0.8%	684	0.4%
Male-male unmarried partner households	3,852	0%	25	0.3%	265	0.2%
Female-female unmarried partner household	5,206	0%	45	0.5%	419	0.3%
All other households	745,800	45%	4,472	49.1%	62,057	38.7%

Source(s) U.S. Census Bureau, 2020 Decennial Census, Table PCT15

Single Parent Households

Table 20. Share of Single Parent Households by Gender of Head of Householder

	Milwaukie			Clackamas County			Oregon		
	Estimate	CV	% MOE (+/-)	Estimate	CV	% MOE (+/-)	Estimate	CV	% MOE (+/-)
Total Households	9,286	✓	390	160,984	✓	954	1,680,800	✓	3,418
Single Parent Male	2.4%	✗	1.3%	1.2%	✓	0.2%	1.3%	✓	0.1%
Single Parent Female	6.0%	⚠	2.6%	3.9%	✓	0.4%	3.9%	✓	0.1%

Source(s): U.S. Census Bureau, American Community Survey, 2022 5-Year Estimates, Table DP02

Table 21. Number of Single-Parent Households by Gender of Head of Householder

	Milwaukie			Clackamas County			Oregon		
	Estimate	CV	MOE (+/-)	Estimate	CV	MOE (+/-)	Estimate	CV	MOE (+/-)
Total Households	9,286	✓	390	160,984	✓	954	1,680,800	✓	3,418
Single Parent Male	220	✗	116	1,972	✓	329	22,015	✓	1,237
Single Parent Female	553	⚠	246	6,309	✓	670	65,422	✓	2,243

Source(s): U.S. Census Bureau, American Community Survey, 2022 5-Year Estimates, Table DP02

People Experiencing Homelessness

Table 22. People Experiencing Homelessness by Living Situation, Clackamas County, 2015, 2017, 2019, 2022, and 2023

	2015	2017	2019	2022	2023
Sheltered	1,712	542	795	241	182
Unsheltered	484	526	371	327	178
Total	2,196	1,068	1,166	568	360

Source(s): Oregon Housing and Community Services 2015, 2017, 2019, 2022, and U.S. Department of Housing and Urban Development 2023

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MILWAUKIE TRANSPORTATION SYSTEM PLAN UPDATE

Community Engagement Plan

January 4, 2024



Prepared by JLA Public Involvement and City Staff

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ENGAGEMENT PLAN PURPOSE

This Community Engagement Plan is a living document that will guide public involvement (community engagement) during the Milwaukie Transportation System Plan (TSP) Update process. The Engagement Plan reflects commitments from the City of Milwaukie and the consultant team to coordinate and carry out outreach activities that will allow interested parties an opportunity to provide input on the TSP.

PROJECT OVERVIEW

The purpose of a TSP is to document transportation needs, policies, and goals that will guide future investments in the transportation system. The final TSP will include projects, policies, and programs intended to address current problems and help meet future travel needs so that all people can have safe and reliable access opportunities in Milwaukie.

This project will be a full update of the City's previous TSP, which last had a major update in 2007-2008. The TSP's most recent partial update was in 2018, but much remains out-of-date and has not been informed by recent analyses, changes to state land use laws, changes to the City's vision for future development, or the City Council's adopted goals in 2021-2022 regarding climate change mitigation, and equity, justice, and inclusion.

TSP Project Objectives

- Develop transportation goals and policies for the City's Comprehensive Plan
- Respond to population growth, evolving land use patterns, revised state statutes, and identified community priorities
- Identify and address the range of needs and preferences in historically underrepresented groups
- Engage with Neighborhood District Associations, community members, business owners, first responders, and other civic groups to receive input in developing the updated TSP
- Remove barriers to equitable outcomes for all community members
- Reduce VMT and greenhouse gas emissions
- Design, implement and maintain a balanced and multimodal transportation system with an emphasis on pedestrians, cyclists, and transit use
- Make City streets safe for everyone
- Create an updated TSP open to innovative ideas and concepts in creating this new, safe transportation system
- Identify a flexible and implementable funding strategy

PUBLIC INVOLVEMENT GOALS

The City is committed to creating an inclusive, welcoming, and equitable environment for all. This commitment means that the project team makes efforts to ensure that all constituents, including traditionally underserved communities, are engaged early and their contributions can be seen in the planning outcomes.

- Plan for and conduct community engagement including a focus on equity
- Provide clear and timely opportunities for meaningful community participation in decision-making over the course of the planning process
- Give regular reports to the affected governing bodies, planning commissions, and the public on the progress of the planning process
- Coordinate with other engagement activities that may be concurrent and affect similar communities

Oregon’s Climate Friendly Equitable Communities Equitable Engagement Approach

The State of Oregon’s Land Conservation and Development Department recently adopted new rules regarding Transportation System Planning.¹ Many of these new rules are reflective of the City’s goal of Equity Justice and Inclusion.² There are several components of the rules as well as city goals that will shape the community engagement for the TSP update.

- An increased emphasis on centering the voices of underserved populations³
- A special effort to ensure underserved populations are:
 - Informed about the choices that need to be made in the planning process
 - Given a meaningful opportunity to inform the planning process
 - Given an equitable share of the decision-making power over key decisions, to the extent possible

The City is also committed to developing an equity analysis as outlined in the Transportation Planning Rules.⁴ An equity analysis is used to determine the benefits and burdens on underserved populations. This analysis will be woven throughout the course of the project.

Equitable Engagement Guiding Principles

The City developed these approaches to equitable engagement through Oregon’s new rules, information gathered in the Community Profile and well as an initial consultation with the City’s Equity Steering Committee.

- Go to people where they are at. People don’t want to have to travel to a location just to attend this type of meeting.
- Make community events fun and provide incentives to attend – serve food, provide childcare and have kids’ activities.
- Build on relationships with the school district, especially where there is a high concentration of people of color in the neighborhood.
- Identify and work with local BIPOC groups, if available, to identify culturally relevant spaces and strategies for engagement.
- Be sensitive to immigrants’ distrust of government agencies and meet them in their existing spaces and groups.

¹ <https://secure.sos.state.or.us/oard/displayDivisionRules.action?selectedDivision=3062>

² <https://www.milwaukieoregon.gov/citycouncil/goals>

³ <https://www.law.cornell.edu/regulations/oregon/OAR-660-012-0125>

⁴ <https://secure.sos.state.or.us/oard/viewSingleRule.action?ruleVrsnRsn=307158>

- To better include people with disabilities, offer digital engagement opportunities, sign language service when necessary, written platforms for feedback, and hold events in physically accessible spaces.
- Offer incentives and compensation, such as a fee for service to increase participation for low-income families and single parents.
- Offer engagement opportunities at community centers, senior care facilities, and other spaces with a higher percentage of youth and elders.
- Make communication accessible both in language options and easy to understand text.
- Plan engagement in increments so we can adjust our efforts based on what we hear from people or who we aren't hearing from.

KEY MESSAGES

Key messages summarize the why, what, and how of the TSP process, and constitute basic talking points that the project team will use when communicating with target audiences. Relevant key messages may change as the project evolves.

What will this project do?

- This process will create a TSP document that describes existing transportation conditions, problems, needs, and goals. The TSP will suggest projects, policies, and programs to help address current problems and meet future travel needs.

What do we have in mind for this update?

- Listening to community members about their transportation needs and desires.
- Making sure our streets are safe and well maintained for all the ways people get around.
- Identifying our network of sidewalks, bike lanes and paths that make it easy to navigate the city.
- Creating authentic pathways and opportunities for community members, in particular underserved populations, to identify, and prioritize transportation improvements through the planning process

Planning for those specific actions will help the City meet its broader goals:

- Making sure the entire community benefits from changes and upgrades to the transportation system, including people who previously have been left out of transportation conversations.
- Reducing vehicle miles traveled (VMT) and greenhouse gasses.
- Developing a transportation system that provides travel options during normal conditions, natural disasters, or emergencies.
- As part of our planning, we'll do our best to work out how to fund what we need to build.

Why should Milwaukie do a TSP update now? What is different since the last TSP update?

- Milwaukie now has MAX Orange Line light-rail service
- Our population is changing
- Council adopted a goal to minimize climate change
- Council adopted a goal to build an equitable community
- State transportation planning rules have changed.

How does updating the TSP help other planning?

By planning to improve how people get around, the TSP helps the City fulfill its other plans:

- Milwaukie 2040 Vision
- 2020 Comprehensive Plan
- 2018 Climate Action Plan
- Neighborhood Hubs
- Safe Access for Everyone
- Central Milwaukie Bikeway Concept Plan

What won't this project do?

- The TSP will identify transportation strategies, but it will not directly result in specific projects being built until funding becomes available in the future.
- The TSP by itself is not intended to encourage growth, but it will include strategies to address potential impacts related to growth in the future.
- A TSP cannot fix every problem or compel people to obey traffic laws. Some ideas for addressing existing transportation issues may not be practical or legally feasible under Oregon law.
- A TSP cannot fix or redress every historical inequity which places underserved communities in City at a disadvantage.

What are likely community concerns?

- The need for more sidewalks
- Gentrification – Development/redevelopment can cause immense pressures of displacement on low-income and BIPOC residents.
- Traffic
- Many long-term residents are on fixed incomes
- People want improved access to transit
- Highways 224 and 99 are dangerous to navigate and sever the city from east to west and from the Willamette River

What are potential process concerns that may affect this project?

- People don't always understand what a TSP is for, or how transportation improvements are paid for. *It will be important to provide education about what the TSP will and will not include, where transportation funding come from and to articulate the reasoning behind project decisions.*
- There are often concerns about the overall cost and value of the planning process when other issues seem more urgent. For example, "Why are we doing this plan instead of fixing our storm water system and filling potholes?" *Through the TSP planning process, we'll create a priority project list that reflects the specific needs and interests of the community that also reflect state and regional plans that require TSP's.*
- Some community members may not completely trust information provided by the project team. *Transparency and responsiveness will help support relationships with the team and public ownership of outcomes.*

How will public feedback affect outcomes?

- Understanding community priorities is vital to creating a long-lasting and meaningful plan since local knowledge will help form the foundation for the TSP's technical analysis. Public input will help the team understand which needs and problems are perceived as the most urgent. [Click here to enter text.](#) The team will then collect data to assess the severity of these problems.
- After identifying problems, the team will gather input on possible strategies and solutions, evaluate potential options, and share the findings. The public will be able to review the evaluation data and provide feedback on which solutions they think make the most sense.
- During the project, the community should be involved in the process and be able to see how their feedback is being incorporated into the plan. To that end, the project team should draw explicit connections between identified challenges, public feedback, and proposed plan components.
- At the conclusion of the process, the public should be aware of how their support for specific solutions and strategies will help set priorities for city leaders.

Managing the Public's Expectations

It will be important to manage the public's expectations and set parameters about what the TSP can and cannot include. TSP's are developed within a regional, state and federal context. The primary goal of the state is to reduce Vehicle Miles Travelled (VMT), therefore Milwaukie's TSP must be consistent with that goal. Milwaukie sets its own goals and policies for the project, and we'll be realistic and transparent about how people may have influence at different milestones.

DECISION MAKING PROCESS

1. The Project Management Team develops reports and options.
2. The public, the TSP Advisory Committee, and the TSP Technical Committee give their feedback and recommendations.
3. The Planning Commission makes a recommendation, and the City Council adopts.

Level of public involvement	<p>This is primarily a consult level project for the general public and advisory committees.</p> <p>The type of engagement activity and the kind of feedback the team seeks will determine the level used. The different levels are:</p> <ul style="list-style-type: none">● <i>Inform</i> = provide balanced and objective information● <i>Consult</i> = obtain public feedback on drafts, proposals, and/or decisions● <i>Involve</i> = public concerns and aspirations influence the decision● <i>Collaborate</i> = public is a partner in identifying problems, solutions, and decisions● <i>Empower</i> = final decision is made by the public (vote); rarely used
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AUDIENCES AND STAKEHOLDERS

The goal is to engage as many people as possible throughout the project. We hope to engage community members who haven't been involved in the past and those who have been engaged in planning processes in the city for many years and have deep knowledge of some of the transportation concerns in the City.

- **Residents and local businesses** will be interested in how they will be affected (how they will benefit) by changes (investments) to the transportation system and how businesses will be affected by future infrastructure costs, walkability and business accessibility, and availability of parking. We'll ask gathering places like coffee shops with community bulletin boards and the identified neighborhood hubs to help advertise outreach events.
- **Historically Underrepresented Communities** were identified in OAR 660-012-1025 and listed in the Community Profile memo.
- **Neighborhood District Associations (NDAs)** will be invited to all public events and periodically briefed during their meetings by city staff.
- **Bike/Ped Advocates** will be interested in decisions that affect safety and connectivity. Information posted at local businesses may be used to reach people walking, biking, and rolling. Bike Milwaukie will be contacted.
- **Freight Haulers** will be interested in maintaining freight access and may be impacted by local changes. When identifiable, local freight dependent businesses should be notified of input opportunities and added to the project contact list.
- **Accessibility/Mobility Advocates** will be interested in decisions that affect accessibility and improvements to options for getting around for those that may be reliant on key infrastructure (sidewalks, bus, etc.).
- **Jurisdictional Partners** will serve as technical experts on the project. Please see the Committee section below.
- **City Council and the Planning Commission** will be briefed by city staff at various key points in the planning process.

Advisory Committees

Two advisory committees will be consulted throughout the process to help guide the Project Management Team's decision making: a City Council-appointed Transportation System Plan Advisory Committee⁵ (TSPAC) and a non-appointed technical committee (TSPTC).

⁵ It is important to note that the recruitment and appointment of the Advisory Committee occurred in the fall and winter of 2022 before the Community Friendly Equitable Communities rulemaking was complete.

Milwaukie TSP Engagement Plan

TSP Advisory Committee

The Milwaukie community is highly engaged and the work of the TSP builds upon numerous other plans and projects that the community has participated in. As a result, several members of the TSPAC were solicited from the City's robust slate of on-going boards and commissions as well as past, limited duration, project-specific committees.

To bring new perspectives and to encourage new voices in the planning process the City intentionally sought community members who aren't involved in other City sponsored groups by actively seeking nine additional members for the TSPAC. Those nine included people representing older adults, parents with young children, disabled persons, a freight and/or business representative, cyclists, and walkers.⁶

The City also wanted to ensure that the committee had city-wide geographic representation. So, while not recruiting directly from the existing seven Neighborhood District Associations, staff did ensure that each geographic area of the City is represented on the Advisory Committee.

For the recruitment of the nine representatives not affiliated with another committee/commission/council, a city-wide open recruitment was used with an emphasis on having geographic representation and recruiting members who frequently use the transportation system beyond driving a vehicle. The following questions were asked of each applicant:

Please tell us a little about how you fit one or more of the transportation system user descriptions listed on the committee page and how and with what frequency you use the transportation system in Milwaukie. For example, "I use transit 25% of the time to get to work or I would like to bike with my children to the grocery store twice a week, but don't feel safe."

How would you, as a committee member, support the city's commitment to equity, inclusion, and justice?

The responses to these questions were evaluated during the applicant review process.

Staff consulted the International Association of Public Participation (IAP2) "Spectrum of Public Participation" (Attachment 1) and based on the technical nature of the project and the level of work the city has already completed, Council approved the TSPAC being used to "Consult" on the TSP. The intent of the "Consult" approach is as follows:

Public Participation Goal: To obtain public feedback on analysis, alternatives and/or decisions.

Promise to the Public: We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision.

The TSPAC includes 16 members and two alternates comprised of the following representatives:

- Nine at-large members
- One Equity Steering Committee (ESC) member
- One City Council member

⁶ The City did recruit for a member under 18 and a freight representative but did not receive applications for those groups.

- One Planning Commission member
- Two Public Advisory Safety Committee (PSAC) members
- Two Comprehensive Plan Advisory Committee (CPAC) and/or Comprehensive Plan Implementation Committee (CPIC) member

Some individuals serve multiple roles. For example, a CPIC representative is also a parent with young children. The TSPAC also includes planning and engineering staff.

The project team will rely on the committee members to be TSP ambassadors and help communicate and advertise community outreach events with their networks.

TSP Technical Committee

The TSPTC consists of jurisdictional partners who have the expertise to provide in-depth technical review throughout the planning process. This committee also plays a “consulting” role in the plan. The TSPTC Members include representatives from:

- ODOT
- Oregon Department of Land Conservation and Development (DLCD)
- Metro
- Clackamas County
- TriMet
- PGE Municipal Program
- Clackamas Fire District #1 (CFD1)
- North Clackamas School District (NCSD)
- Milwaukie
 - Police Department (MPD)
 - Public Works Director (parks liaison)
 - Climate and Natural Resources Manager
 - Planning Staff
 - Engineering Staff

OUTREACH PLANNING

Phases of the TSP Development

There are three phases of engagement throughout the TSP process:

1. Create a community level of understanding of what the TSP is and the context in which it gets developed (January – May 2024)
2. Evaluate the existing and future condition and solutions of safety, sidewalks, bike paths, transit, roads, etc. (May – November 2024)
3. Recommend projects and adopt the TSP (December 2024 - April 2025)

	2023	2024											2025				
	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr
Community Engagement																	
Public Engagement Opportunities																	
Advisory Committee Meetings																	
Policy and Planning Framework	Complete																
Vision, Goals, and Policies																	
Performance Measures Analysis																	
Livable Streets Analysis and Recommendations																	
Transportation System Conditions and Needs/Gaps Analysis																	
Future Conditions and Solutions																	
Transportation Projects and Funding Strategy																	
Updated TSP																	

City of Milwaukie TSP Project Timeline

OUTREACH EVENTS

Community Wide Events

Community events that are structured to engage the entire community are a mixture of in-person events and online events using the city’s platform, Engage Milwaukie. The in-person events are specific to topics that will be most compelling to discuss face-to-face and where participants can engage with one another to learn about areas of Milwaukie they might not be as familiar with and talk with people whose experience is different than theirs. Online versions of these in-person events will be replicated on Engage Milwaukie to ensure that those who are unable to attend in person can be equally engaged. Two of the topics we’ll discuss with the community are highly technical in nature and will only be discussed via the online platform. The final draft TSP will also only be an online event. People will be able to provide feedback before the final document goes to the Planning Commission and City Council for final adoption.

To re-cap, the topics to be discussed in-person are noted in bold. The topics that will be discussed online, only, are not in bold:

- **Vision, Goals, Policies**
- Methodology and Performance Measures
- Livable Streets Analysis
- **Transportation System Conditions and Needs/Gaps Analysis**
- **Future Conditions and Solutions**
- **Financially Constrained Capital Project List.**
- Draft TSP

Based on what we learned from talking with the ESC about reaching out to underserved/underrepresented groups, we understand that it is important to try to talk to people where they are instead of asking people to

come to City buildings where they might not feel comfortable. The online platform for feedback is one way to engage folks. Another way to reach people where they are includes attempting to host several community events at non-city venues. Potential locations include:

- Providence Hospital - next to Hillside Manor, an affordable housing complex
- Milwaukie Community Center – offers services to meet the diverse needs of the community
- Schools with diverse populations – Milwaukie High School, Rowe Middle School, and the elementary schools that feed into them, i.e. Milwaukie El Puente, Lewelling and Linwood
- Wichita Center – resource center for low-income families

The in-person events will include light refreshments and childcare to allow folks with families to attend. There will also potentially be Spanish interpretation of the events if financially feasible and needed. The online events will be translated into Spanish.

In addition to the community-wide events there could be opportunities for city staff to attend other events, both city-sponsored and non-city sponsored, to discuss components of the plan. These outreach opportunities are noted below.

We are planning community wide outreach events in six-month increments. However, the plan below presents a possible chronological list for the next year and a half, despite the lack of fixed dates attached to each event.

There will be Spanish interpreters at outreach events budget permitting.

1. Community In-person Event at City Hall – March 21 2024

An accompanying online forum on *Engage Milwaukie* will also be available.

The team will hold this first outreach event to introduce the project and review Draft TSP **Vision, Goals, Policies** with the community and involve them in the vision and goals setting.

2. Online outreach forum on *Engage Milwaukie* – Date TBD

This online platform will present the Draft Analysis **Methodology and Performance Measures** Memo. It will provide access to graphical materials, presentations, and tools for providing input and feedback.

3. Online outreach forum on *Engage Milwaukie* – Date TBD

This online platform will present the Draft **Livable Streets Analysis**. It will provide access to graphical materials, presentations, and tools for providing input and feedback

4. Community In-person Event at City Hall or an alternative location – Date TBD

An accompanying online forum on *Engage Milwaukie* will also be available.

The team will consult the public for feedback on the Draft **Transportation System Conditions and Needs/Gaps Analysis**.

- Recommended: City staff conduct quick-contact outreach/tabling events or a focus group to also take place at a couple locations to consult underserved populations where they are at.

5. Community In-person Event at City Hall or an alternative location – Date TBD

This online platform will present the **Future Conditions and Solutions Memo**. It will provide access to graphical materials, presentations, and tools for providing input and feedback.

- Recommended: City staff conduct quick-contact outreach/tabling events or a focus group to also take place at a couple locations to consult underserved populations where they are at.

6. Community In-person Event at City Hall or an alternative location – Date TBD

An accompanying online forum on *Engage Milwaukie* will also be available.

The team will consult the public about the **Financially Constrained Capital Project List**.

- Recommended: City staff conduct quick-contact outreach/tabling events or a focus group to also take place at a couple locations to consult underserved populations where they are at.

7. Online outreach forum on *Engage Milwaukie* – Date TBD

This online platform will present the **Draft updated TSP**. It will provide access to graphical materials, presentations, and tools for providing input and feedback.

Engagement Outside Community Wide Events

The community wide events listed above were identified as part of the original work plan submitted by the city for grant funding from ODOT/DLCD. That workplan included the development of this Community Engagement Plan. The opportunities identified below are potential engagement opportunities for city staff to engage outside of the community wide events based on staff resources, which are limited. These opportunities represent more ways to engage with people where they are and/or opportunities for conversations with specific groups of people and reflect recommendations of the ESC:

- Schools – Small event workshop with incentives such as stipends and childcare provided or tabling event during an existing sporting event, such as high school basketball/baseball/softball or art show, or other school event that families may attend.
- Milwaukie Community Center – Tabling during an existing event such as bridge tournament or board meeting, can be paired with a baseball/softball tournament at the North Clackamas Park Complex and Balls Fields across the parking lot
- Wichita Center for Family and Community – at Boys & Girls Club after school pick up or food pantry and clothes closet open hours (Tues 10-6, Wed 10-4, Thurs 10-6)
- Hillside Manor
- Churches with Spanish language mass/service, e.g. St. John the Baptist
- Work with [Catholic Charities of Oregon](#) to network on other local Latino gathering places
- Stakeholder interviews with leaders or key members of different communities (e.g., business owners, cycling group, BIPOC, housing advocates)
- The Bus Mall at Main and Jackson (dry weather)
- Milwaukie Station Food Cart Pod (open between 11 AM – 8 PM)
- Milwaukie Laundry in Lewelling neighborhood (any weather)

- Starting point at a Bike Milwaukie ride event (dry weather)
- At a [MOMS Club of Milwaukie](#) event
- Milwaukie Mustangs Youth Basketball <https://www.mmyba.com/> - Season seems to be November – February
- NCPRD soccer tournament in the fall or baseball/softball tournament in spring
- City of Milwaukie Existing Community Events
 - Umbrella Parade and Tree Lighting (in early December)
 - Winter Solstice & Christmas Ships Event (near December 21)
 - Carefree Sunday (in August if the event continues)
 - Park events
 - First Friday (First Friday of the month from June – October from 5-8 PM)
 - Farmers' Market (Every Sunday May – October 9:30 AM – 2 PM)

COMMUNICATION TOOLS

Digital Advertising Outreach Tools the City Can Utilize:

The city has a number of digital communication tools at its disposal that will be useful for informing the community about the project throughout the planning process.

- *The Milwaukie Pilot*
- City's Facebook and Twitter
- Other community Facebook groups (Bike Milwaukie, Milwaukie Chit Chat)
- Project webpage and/or *Engage Milwaukie* page
- NDA Friday Updates
- E-notices sent home via Peachjar platform of North Clackamas School District

Print Materials the City Could Create (when budget allows):

There are a number of printed materials the city could produce throughout the project that go beyond the traditional communication tools, such as:

- Factsheet – A simple factsheet to post on the website and use for tabling events, and post in public places. It will provide project information and notify the community about feedback opportunities.
- Postcard mailer – For outreach events that are localized in a neighborhood.
- Sidewalk stickers – To advertise outreach events
- Intercept surveys – Potentially created for additional tabling opportunities the City does at local events.
- Postcards or door hangers for select neighborhoods in advance of local tabling events.
- Small posters promoting the two large outreach events (the first and last ones) posted in public locations such as the Library, Adult Community Center, Wichita Center, the bus mall, city hall.
- Door hangers promoting the event(s) at apartment complex(es).

- Yard signs posted in key locations to publicize first and last outreach events.
- Custom-made bookmarks about upcoming engagement opportunities for Library staff to place in hold items for patrons

Engagement Idea for Future Needs/Gaps Analysis Memo

- The City could promote a fun competition to get residents to take pictures and share “places in their neighborhoods that they feel are unsafe” and conduct a community “photo contest” on social media. This will invite community involvement and help the team learn about the needs and gaps around the city.
- To incentivize participation, the City could enter the names of all participants into a drawing. The randomly-selected person would win a gift card to a grocery store or local business.

Communications Protocols

Accessibility

- All project materials should be written using concise, plain language. Information should be presented in a visual format, with simple accompanying narrative.
- Project materials intended for the public, such as meeting presentations, should be written at no higher than an 8th grade level using the Flesch–Kincaid Grade Level Formula.
- Color deliverables must be readable when reproduced in black and white and ADA accessible for color blindness.
- Meeting locations must be accessible by people with disabilities. Meeting notices must include an offer to make accommodations for people with disabilities with sufficient advance notice, with contact information for such notification.
- Engage Milwaukie events will be translated into Spanish
- Interpretation will be provided upon request.

Graphic Standards

Consistent project branding is important for helping the public recognize project materials. The project team will use City brand standards, that is, logos, colors, fonts and templates when communicating with the public.

Designated Spokespersons and Comment Tracking

The City will track feedback in a communications log spreadsheet for this project. To ensure message control, all media queries related to the TSP process should be directed to Laura Weigel.

PUBLIC OUTREACH TOOLS AND STRATEGIES

Strategies for Key Stakeholder and Community Involvement

Note: this table shows general tools and a template of strategies for the first outreach event. Individual event plans will be written for each of the seven outreach events. We will further develop the contents as the process evolves.

Tool/Activity	Description	Public engagement lead	Anticipated schedule
Stakeholder database and communication log	<ul style="list-style-type: none"> ● A Google sheet or Excel spreadsheet containing people who have opted in via the project webpage or at outreach events. Engage Milwaukie participants will be notified through that platform when new information is posted. 	City	City created a spreadsheet in September 2023 and updates throughout the project.
Project webpage	<ul style="list-style-type: none"> ● A project page with key information, documents, timeline, project updates, public event locations, contact information and commenting capabilities. ● A Spanish speaking contact where people can ask questions or request Spanish translation services at meetings. <p>Existing site: https://www.milwaukieoregon.gov/planning/transportation-system-plan</p> <p><i>A forwarding (“vanity”) URL such as bit.ly/Milwaukie-tsp may be used on printed materials.</i></p>	JLA with City	<ul style="list-style-type: none"> ● City created webpage in summer 2023 with consultants’ provided content. ● JLA will write content for ongoing updates prior to community outreach events. ● City posts to webpage.
Project Factsheet	<ul style="list-style-type: none"> ● To inform the public about the project, includes: <ul style="list-style-type: none"> ○ Project overview ○ Advertisement for March public event ○ Graphically Engaging ○ Timeline ● Contact info/web/QR code 	City	<ul style="list-style-type: none"> ● Produced by February 16, 2024 so it can be circulated, posted, publicized well in advance of the March 21, 2024 public meeting.

<p>Press releases, Milwaukie Pilot articles, NDA Friday Update, and social media posts - Facebook, Twitter, Instagram</p>	<ul style="list-style-type: none"> ● To advertise outreach events. 	<p>City</p>	<ul style="list-style-type: none"> ● Pilot article written at least by the 12th of the prior month of outreach event. ● Social media will be posted two weeks prior to community engagement events and again two days prior.
<p>Email updates</p>	<ul style="list-style-type: none"> ● To communicate outreach events and draft memos. 	<p>City</p>	<ul style="list-style-type: none"> ● Email the stakeholder database via the Engage page two weeks prior to outreach events.
<p>Outreach Event #1</p>	<p>Full community event at City Hall’s Council Chambers.</p> <p>An accompanying online forum on <i>Engage Milwaukie</i> will also be available. It will open on March 14 and run for two weeks. It will offer access to graphical materials, presentations, and tools for providing input and feedback.</p>	<p>JLA with Kittelson, City and ODOT</p>	<p>March 21, 2024</p> <p>Production schedule:</p> <p>JLA will:</p> <ul style="list-style-type: none"> ● Produce a full event plan by February 10. ● Write web content by February 10. <p>City will:</p> <ul style="list-style-type: none"> ● Write <i>Pilot</i> article by February 12 for March edition. ● Press release, email blast, post to website and

			<p>social media on March 1.</p> <ul style="list-style-type: none"> ● Insert in March utility bill. ● Submit advertisement to Peachjar by March 1. ● Social media post #2 on March 20. ● Provide refreshments, incentives for participating, kids' activities.
Reporting to the Planning Commission and City Council	To brief the Commission and Council on public feedback.	City	
<p>The rest of this table to be completed after outreach locations for the next 6 months are confirmed.</p> <p><i>Note that every in-person event will contain an online feedback component.</i></p>			

ASSESSING PROGRESS

The Project Team will evaluate the public involvement process on an ongoing basis to determine the effectiveness of outreach tools and this Engagement Plan may be modified as needed to support project success.

The team will use the following **quantitative measures** to monitor progress:

- Number of participants attending meetings or events.
- Number of unsolicited questions or comments received after information distribution, i.e., email blasts or postcard mailings.
- Number of website visits occurring during the life of the project.
- Number of people who have signed up for the project mailing list.
- Number of project comments received (phone, email, comment cards, online).
- Number of media mentions and articles that discuss the project.

The effectiveness of the public involvement process will also be determined based on **qualitative assessments** of the following questions:

- Quality of outcomes: Were public concerns addressed? If appropriate, did the process change based on new information or public concerns?
- Legitimacy of process: Were communications consistent and open? Did participants accept the outcomes even if they did not agree with them?
- Improved future capacity: Did participants become better informed about relevant project issues and the concerns of other stakeholders? Did the project team and the public learn from the process to improve future efforts?
- Alignment with scope: Did our engagement scope cover the needs, wants, and issues brought up by the community?

Project Team

City's Project Manager	Laura Weigel	WeigelL@milwaukieoregon.gov
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We All Rise Lead Planner	Griffin Cloud Levine	griffin@weallrisegroup.com

TSP Engagement Plan: Attachment 1

IAP2 Spectrum of Public Participation

IAP2's Spectrum of Public Participation was designed to assist with the selection of the level of participation that defines the public's role in any public participation process. The Spectrum is used internationally, and it is found in public participation plans around the world.

INCREASING IMPACT ON THE DECISION 

	INFORM	CONSULT	INVOLVE	COLLABORATE	EMPOWER
PUBLIC PARTICIPATION GOAL	To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and/or solutions.	To obtain public feedback on analysis, alternatives and/or decisions.	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.	To place final decision making in the hands of the public.
PROMISE TO THE PUBLIC	We will keep you informed.	We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision.	We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.	We will look to you for advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.	We will implement what you decide.



TECHNICAL MEMORANDUM

Date: January 8, 2024

Project #: 27003.5

To: Laura Weigel, AICP; Ryan Dyar; City of Milwaukie

CC: Seth Brumley, Oregon Department of Transportation

From: Matt Steele, Amy Griffiths, PE, Matt Hughart, AICP

Project: Milwaukie Transportation System Plan

Subject: Financial Forecast

INTRODUCTION

Future federal, state, and local funding for transportation investments can be uncertain, creating a challenge to accurately forecast available revenue that can be used to make future transportation-related investments. In this context, the City of Milwaukie Transportation System Plan (TSP) Update will focus on identifying a prudent and conservative list of transportation investments, emphasize lower cost methods that strengthen mobility for all users within the City, reduce climate pollution, and increase reliance on technologies to promote efficient streets.

This memorandum presents information on the recent historical funding sources and forecasts amounts that could be available in the future to address near- and long-term transportation investments. This memorandum also identifies additional funding sources that the City may consider pursuing to address funding gaps when implementing future transportation investments. This information will help the City evaluate transportation projects, define priorities, and maximize all available funding opportunities to preserve and improve its infrastructure.

HISTORICAL FUNDING SOURCES

Understanding the City's historical funding sources for transportation investments helps to forecast potential funding available for TSP projects through the 2044 planning horizon, as well as identify funding needs. Based on data provided by the City, franchise revenue (including water, wastewater, and stormwater revenue), Safe Access for Everyone and Street Surface Maintenance Program taxes and fees, inter-governmental taxes and grants, and charges for development have been the primary sources of revenue for TSP projects; however, investment earnings and other miscellaneous funding have contributed to TSP projects as well. **Table 1** summarizes the historical funding sources between FY 2019- FY 2023.

Table 1. Historical Funding Sources

Funding Source	Fiscal Year					Notes
	2018-19	2019-20	2020-21	2021-22	2022-23 ¹	
Franchise Revenue	\$1,277,875	\$1,361,934	\$1,229,381	\$1,284,892	\$1,462,638	Ordinance 1905 dedicates 8% of net revenues of water, wastewater, stormwater to fund the transportation system
Inter-governmental Sources	\$2,106,185	\$2,621,106	\$2,475,290	\$2,421,213	\$1,881,708	State gas tax, vehicle registration fee, local gas tax, Kronberg Park multi-use trail grant; Safe Routes to School grant
Investment Earnings	\$536,040	\$745,510	\$86,439	\$175,859	\$227,862	Bond revenues invested with the City's banking partners
Charges for Services / Fees	\$2,283,027	\$2,030,403	\$2,106,561	\$2,188,594	\$2,270,520	SAFE and SSMP fees, including PGE privilege taxes
Miscellaneous / Other	\$177,031	\$65,035	\$61,444	\$56,130	\$6,060	
Total Revenue	\$6,380,158	\$6,823,988	\$5,959,115	\$6,126,688	\$5,848,788	
Transportation Bonds	\$20,978,527	-	-	-	\$18,807,270	Transportation bond, has a specified project list
Revenue Including Bonds	\$27,358,685	\$6,823,988	\$5,959,115	\$6,126,688	\$24,656,058	The transportation bonds are not a separate funding source and must be repaid

¹FY 2022-23 data is unaudited.

Franchise Revenue

Ordinance 1905 dedicates 8% of net revenues of water, wastewater, stormwater to fund the transportation system. The City of Milwaukie received an average of \$1.3 million per year from franchise revenue between FY 2019-FY 2023).

Inter-Governmental Sources

The City of Milwaukie received an average of \$2.3 million per year from inter-governmental sources between FY 2019-FY 2023.

Taxes and Fees

State Gas Tax

The Oregon gas tax is currently \$0.38 per gallon. A portion of this revenue is distributed to cities annually on a per capita basis. These funds may only be used for road-related purposes: Milwaukie primarily uses them for street department operations and maintenance activities.

Local Gas Tax

The City of Milwaukie has a gasoline tax rate of \$0.02, and a diesel tax rate of \$0.02, which is administered by Oregon Department of Transportation (ODOT) Fuels Tax Group. Money collected from this tax is dedicated to the Street Surface Maintenance Program for roadway surface preservation (including maintenance, rehabilitation, and reconstruction). These funds cannot be used to construct capital projects.

Vehicle Registration Fees

Vehicle title fees range from \$101 to \$116, based on miles per gallon (MPG) – and \$192 for electric vehicle titles. Registration fees include plate fees (\$25.50), 2-year registration/renewal fees (\$126 to \$316 per vehicle, varying by vehicle year, fuel efficiency, and whether the vehicle is electric or not), County Fee (additional \$30 annual fee for vehicles in Clackamas County)¹, and \$6 for transfer plate fees.

Grants

The City of Milwaukie has benefited from several other revenue sources, such as transportation improvement grants and other miscellaneous programs administered by ODOT and the Federal Highway Administration (FHWA). Grants are non-repayable, and sometimes competitive funds given by an entity (in this case, ODOT and FHWA) typically for a certain purpose tied to public benefit. Although they are not considered consistent and reliable funding sources, grants have contributed (or will contribute) to several major projects identified in the City's Capital Improvement Plan (CIP). Recent grants include:

- Kronberg Park Multi-Use Trail Grant
- Safe Routes to School Grant

Kronberg Park Multi-Use Trail Grant

Located between Kellogg Lake and southeast McLoughin Boulevard, the Kronberg Park Multi-Use Trail will connect the Kellogg Creek Bike-Pedestrian Bridge and downtown Milwaukie area with the nearby sidewalk, crosswalk, and Trolley Trail at the south end of the park while restoring and preserving existing habitat. It will also improve access to the Main Street light rail station.

Safe Routes to School Grant

Safe Routes to School (SRTS) is an approach that promotes walking and bicycling to school through infrastructure improvements, enforcement, tools, safety education, and incentives to encourage walking and bicycling to school. SRTS initiatives improve safety and levels of physical activity for

¹ According to ORDINANCE NO. 01-2022, An Ordinance Amending Chapter 7.07, Vehicle Registration Fee, of the Clackamas County Code, the County distributes 40% of the revenue to incorporated cities based on the total number of Clackamas County residents residing within incorporated cities.

students. ODOT has two main types of Safe Routes to School programs: Construction and Education and technical assistance. Construction programs focus on making sure safe walking and biking routes exist through investments in crossings, sidewalks and bike lanes, flashing beacons, etc.

Investment Earnings

The City of Milwaukie invests bond revenues with the City's banking partners: Piper Sandler and Umpqua Bank. The majority of unused funds are invested in treasury bills for a duration of 6 months to a year with Piper Sandler at a current rate of 5.17%. Unused funds not invested in treasury bills are invested with Umpqua bank at a current rate of 4.23%. The amount of investment earnings will decrease as the City uses the bond and the investment amount decreases.

The City of Milwaukie received an average of \$0.4 million in investment earnings per year from FY 2019-FY 2023.

Charges for Services and Fees

The City of Milwaukie received an average of \$2.2 million in charges for services and fees per year from FY 2019-FY 2023.

Safe Access for Everyone (SAFE)

SAFE is the City's program to improve safety for people walking, biking and more. SAFE calls for upgrading the City's network of connections, such as sidewalks, ramps and crossings to fill network gaps, replace portions that do not meet Americans with Disabilities Act (ADA) standards, and remove barriers for people to get where they need to go safely. SAFE's goal is to build 27.9 miles of sidewalk/multi-use paths and 900 ADA ramps in nine years.

The City collects a SAFE fee from residents as a part of the City's utility bill. The amount is based on the type of property and the way it is used. In addition, to support the SAFE program the City has received grants and urban renewal funds.

In 2016 the City established a Safe Access For Everyone (SAFE) Fee to support transportation projects to improve sidewalks and accessibility throughout the City. The Community identified priority one, two, and three projects to use these funds. The program would take over 25 years to complete. The Council decided to fast track the program and issue the first bond for priority one projects in 2018. Up until this time there was little funding available for transportation projects.

Street Surface Maintenance Program (SSMP)

SSMP was adopted by Ordinance No. 1966, effective on July 1, 2007. The ordinance, in concert with other related ordinances, established funding sources, including 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.

Miscellaneous

Possible miscellaneous revenues include reimbursement of damage claims by risk management and dividends on worker's compensation payments. Miscellaneous revenues are small and inconsistent.

The City of Milwaukie has received an average of less than \$0.1 million per year from miscellaneous sources between FY 2019-FY 2023.

Transportation Bonds

The transportation SAFE and SSMP bond was issued in February 2023 in the amount of \$18.9 million by Western Bank. The Transportation Bond was issued at an interest rate of 3.96% through June 2042. This is the second of three projected bonds to support the SAFE program. A third bond is anticipated to be issued in the early- to mid-2030s if the City Council approves to bond. This bond is not a separate revenue source, but is issued to bring funds forwards in order to pay for transportation projects for which there would not be funding for the next 25 years. Some revenue from the State Gas Tax is allocated to debt service of the transportation bonds.

The following projects are listed in the most recent bond:

- Harvey Street Improvements
- Ardenwald North Improvements
- King Road Improvements
- Washington Street Area Improvements
- Logus Road, 40th, 42nd Ave
- Monroe Street Greenway
- Residential Street Surface Repair
- Street Surface Surry Seal
- Signal Upgrades

HISTORICAL EXPENDITURES

Table 2 summarizes the historical expenditures sources between FY 2019- FY 2023. Capital projects and debt service for transportation bonds are the two highest historical expenditures.

Table 2. Historical Expenditures

Expense	Fiscal Year					Notes
	2018-19	2019-20	2020-21	2021-22	2022-23 ¹	
Personnel	-\$520,709	-\$544,745	-\$563,377	-\$648,853	-\$665,900	Labor and benefits cost.
Materials & Services	-\$808,642	-\$464,918	-\$385,583	-\$615,851	-\$503,548	Professional service and contracting costs. This generally does not include materials and services dedicated to capital investments.
Maintenance	-\$472,000	-\$1,400,000	-\$385,000	-	-\$45,000	Maintenance funds are primarily

						allocated to road resurfacing. The City did not slurry seal any roadways in FY 2021-22.
Capital Projects	-\$4,369,277	-\$3,757,802	-\$4,329,975	-\$7,033,348	-\$2,737,769	
Debt Service	-\$1,995,576	-\$1,996,831	-\$1,995,332	-\$640,831	-\$1,972,596	Cost to repay the 2018 Transportation Bond, which is structured to repay both principal and interest in the first 3 years, then pay interest only until 2042. The Remainder of the principal bond cost and interest will then be paid from 2042 to 2048. This expenditure will increase in the future for the new 2023 bond.
Transfer to Other Funds	-\$1,935,000	-\$1,914,000	-\$2,030,000	-\$2,090,000	-\$1,020,500	
Contingency and Reserve	-	-	-	-	-\$2,235,000	Issued 10% of bond issued in 2022-2023. This expenditure is not expected to recur unless a new bond is issued.
Total Expenditures	-\$10,101,204	-\$10,078,296	-\$ 9,689,267	-\$11,028,883	-\$9,180,313	

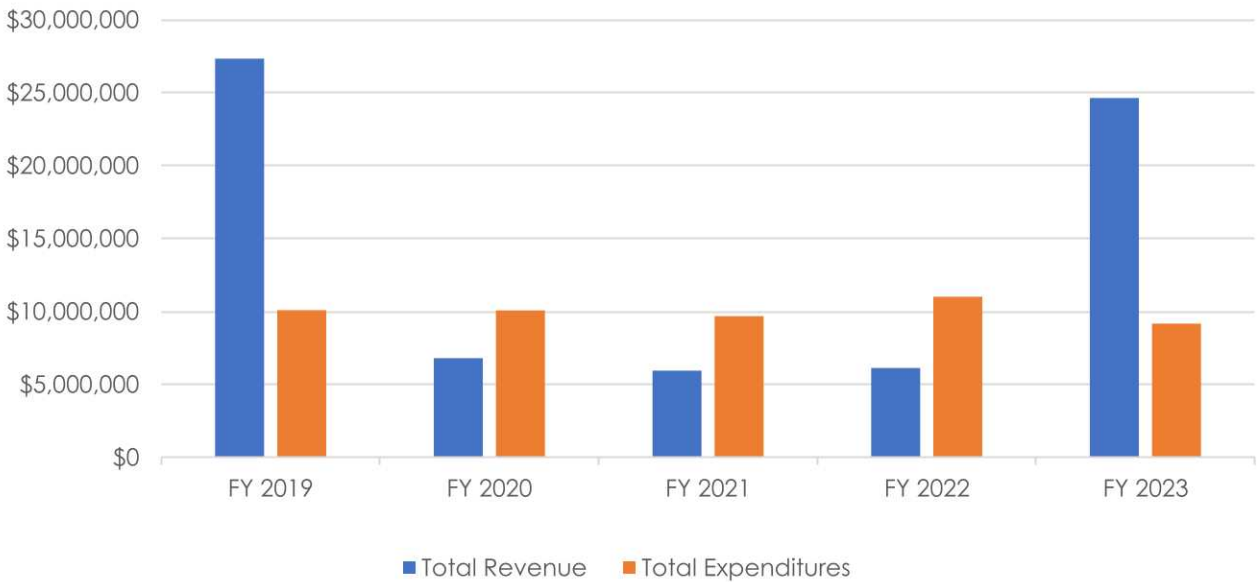
¹FY 2022-23 data is unaudited

HISTORICAL FUNDING AVAILABLE

Figure 1 illustrates the annual revenue and expenditures, including transportation bonds, between FY 2019- FY 2023. On years where transportation bonds are not issued, total expenditures outpace revenue.²

² The City of Milwaukie requires a 17% policy reserve.

Figure 1. Total Revenue¹ vs. Expenditures



¹Increased revenues in FY 2019 and FY 2023 are inclusive of transportation bonds, which are repaid over time.

Table 3 includes the beginning balance each fiscal year and provides the total funding available each year between FY 2019- FY 2023.

Table 3. Historical Funding Available

	Fiscal Year				
	2018-19	2019-20	2020-21	2021-22	2022-23 ¹
Beginning Fund Balance	\$4,447,806	\$22,204,780	\$18,950,472	\$15,220,320	\$10,318,125
Total Revenue (Excluding Bonds)	\$6,380,158	\$6,823,988	\$5,959,115	\$6,126,688	\$5,848,788
Transportation Bonds	\$20,978,527	-	-	-	\$18,807,270
Total Expenditures	-\$10,101,204	-\$10,078,296	-\$9,689,267	-\$11,028,883	-\$9,180,313
Total Funding Available with Bonds	\$21,705,287	\$18,950,472	\$15,220,320	\$10,318,125	\$25,793,870

¹FY 2022-23 data is unaudited

FUNDING FORECAST

The historical funding data shows that the City expects to continue to receive funds from a variety of federal, state, and local sources; however, the amount of funds could vary over time³. This section provides funding forecasts for the City for implementation of TSP projects. The forecasts are intended to model what revenue the City could anticipate over the next 20 years through the TSP planning horizon.

Table 4 summarizes the funding projection for the 20-Year Planning period. This projection assumes that the current funding generation will continue over the next 20 years. It was estimated by averaging the historical funding sources over the past 5 fiscal years. Potential funding that can be made available earlier through transportation bonds are excluded from this projection, however SAFE and SSMP fees and taxes are assumed to continue according to historic trends.

Table 4. Funding Projection for the 20-Year Planning Period (in 2023 dollars)

Funding Source	Total
Franchise Revenue	\$26,467,000
Inter-governmental Sources	\$46,022,000
Investment Earnings	\$7,087,000 ¹
Charges for Services / Fees	\$43,516,000
Miscellaneous / Other	\$1,463,000
Total Revenue (Excluding Potential Bonds)	\$124,555,000

¹ Investment earnings are assumed to continue at the same rate, though they may decline as bond funding is used.

Table 5 summarizes the projected expenses for the 20-Year Planning period. This projection assumes that current expenditures will continue over the next 20 years. It excludes capital expenditures to calculate the availability for capital expenditures. It is assumed that the debt service continues at the historic rate while the City continues to repay past bonds.

Table 5. Projected Expenses for the 20-Year Planning Period (in 2023 dollars)

Expense	Total
Personnel	\$11,774,000
Materials & Services	\$11,114,000
Maintenance	\$9,208,000
Debt Service	\$34,405,000
Transfer to Other Funds	\$35,958,000
Total Expenditures (Excluding Capital Investments)	\$102,459,000

³ It is likely that revenue from the vehicle fuel tax will decline due to increased usage of electric vehicles. ODOT is exploring alternatives to the vehicle fuel tax.

Based on the estimates from **Table 4** and **Table 5**, the City is projected to have approximately \$22 million available for capital projects over the next 20 years.

ADDITIONAL FUNDING SOURCES

Additional funding sources are summarized below. The sources are organized by local, state, and federal funding mechanisms and are tailored to transportation-specific investments. In addition to these sources, the City may also seek state and federal grant opportunities where transportation facilities are a secondary focus of the funds. For example, the Statewide Transportation Improvement Fund (STIF) is intended for transit service, facility, and operations improvements, but transportation projects that improve access to transit – such as sidewalks or bike lanes leading to transit stops – could also be eligible for funds.

Local Funding Mechanisms

Potential local-level funding sources are summarized in **Table 6**. These funding sources can be used currently to fund capital projects or may be considered by the City for implementation as new funding sources. Including this table in the TSP does not create new funding sources but rather presents the various funding sources that local governments throughout Oregon have utilized. In general, local funding sources are more flexible than funding obtained from state or federal grant sources. Sources that the City already uses but that can have expanded funding generation or application are highlighted in dark grey.

Table 6. Potential Local Funding Mechanisms

Funding Source	Description	Potential Application
<p>General Fund Revenues</p>	<p>The City can contribute General Fund revenues to transportation projects and programs. Revenues are available if revenues are increased or funding is diverted from other City programs. The City Council decides where the general fund is allocated.</p>	<p>These revenues can be used for any aspect of the transportation system.</p>
<p>Street Utility Fees/Road Maintenance Fees</p>	<p>A fee based on the number of automobile trips that a particular land use generates; usually collected through a regular utility bill. Fees can also be tied to the annual registration of a vehicle to pay for improvements, expansion, and maintenance of the street system.</p>	<p>The City already uses this funding source through the Street Surface Maintenance Program, however there are opportunities to continue and expand use by increasing the fees to generate more revenue. This revenue can be applied to system-wide transportation facilities including streets, sidewalks, and bikeways. Projects eligible for SSMP funding include major rehabilitation and</p>

Funding Source	Description	Potential Application
		reconstruction of roadways.
<p>Transportation System Development Charges (SDC)</p>	<p>SDCs are fees assessed to development for impacts on public infrastructure. SDCs may be an improvement fee, a reimbursement fee, or a combination thereof. Reimbursement fee revenues are dedicated to capital projects that increase capacity to meet the needs of growth. SDC credits are provided to developers for public improvements they construct which add capacity to the system beyond that required to serve their development. SDC credits may also be given for development provisions that reduce vehicular capacity demand on the transportation system, such as providing end-of-trip bike facilities within the new development. The city could expand the SDC rate for transportation.</p>	<p>The City already uses this funding source, however there are opportunities to continue and expand use. SDCs may only be used for the portion of transportation improvements that generate additional capacity demand related to growth.</p>
<p>Stormwater SDCs, Grants, and Loans</p>	<p>SDCs, grants, loans, and stormwater improvement fees can be obtained for improving stormwater management facilities constructed as part of transportation system improvements.</p>	<p>The City already uses stormwater utility fees for transportation, but not stormwater SDCs. Applying stormwater specific SDCs could increase revenue generation and provide opportunity to expand use. SDCs may only be used for the portion of transportation improvements that generate additional stormwater management capacity related to growth.</p>
<p>Local Fuel Tax</p>	<p>A local tax can be assessed on the purchase of fuel within the City. This tax is added to the cost of fuel at the pump, along with the state and federal fuel taxes. The City could increase the local gas tax leveraged per gallon.</p>	<p>The City already uses this funding source, however there are opportunities to continue and expand use by increasing the local gas tax leveraged per gallon. This revenue can be applied to system-wide transportation facilities including streets, sidewalks, and bikeways.</p>
<p>Incentives</p>	<p>The City could provide enticements such as bonus densities and flexibility in design in exchange for a public benefit. Examples might include providing miscellaneous facilities such as additional EV parking, bicycle parking,</p>	<p>The City already uses this funding source, however there are opportunities to continue and expand</p>

Funding Source	Description	Potential Application
	and transit stops in exchange for bonus densities. Incentives may be used with SDC methods to reduce transportation impacts from new development.	use. This revenue can be applied to system-wide transportation facilities including streets, sidewalks, bikeways, and transit.
Public/Private Partnerships	Public/private partnerships have been used around the country to provide public transportation amenities within the public right-of-way in exchange for operational revenue from the facilities. These partnerships could be used to provide services such as vehicle charging stations, public parking lots, bicycle lockers, or car share facilities.	This revenue can be applied to system-wide transportation facilities including streets, sidewalks, bikeways, and transit.
Tax Increment Financing (TIF)	TIF is a tool that cities and counties may use to create special districts (tax increment areas) where public improvements are made to generate private-sector development. During a defined period, the City freezes the tax base at the pre-development level. Property taxes for that period can be waived or paid, but taxes derived from increases in assessed values (the tax increment) resulting from new development can go into a special fund created to retire bonds issued to originate the development or leverage future improvements. A number of small-to-medium sized communities in Oregon have implemented, or consider implementing, urban renewal districts that will result in a TIF revenue stream.	The City already uses this funding source, however there are opportunities to continue and expand use. This revenue can be applied to system-wide transportation facilities including streets, sidewalks, bikeways, and transit.
Revenue and General Obligation Bonds	Bonding allows municipal and city government to finance construction projects by borrowing money and paying it back over time, with interest. Financing requires smaller regular payments over time compared to paying the full cost at once, but financing increases the total cost of the project by adding interest. General obligation bonds are often used to pay for construction of large capital improvements and must be approved by a public vote. These bonds add the cost of improvement to property taxes over time.	The City already uses this funding source, however there are opportunities to continue and expand use. Construction of major capital improvement projects within the City, street maintenance and incidental improvements.
Local Improvement Districts (LIDs)	LIDs pool funds from property owners to make local transportation improvements.	This revenue can be applied to transportation facilities including streets, sidewalks, bikeways, and transit located within the LID area.
Street Fund Serial Levy	This levy is a voter-approved property tax levied in addition to the permanent tax rate.	This revenue can be applied to operations or capital programs.

Funding Source	Description	Potential Application
<p>Vehicle Registration Fee</p>	<p>An extra fee on all registered motor vehicles in the City. Requires City-wide and county approval and implementation.</p>	<p>This revenue can be applied to operations or capital programs. Although the City already receives a county wide portion of the Vehicle Registration fee, the City may be able to increase this funding source by issuing an extra fee.</p>
<p>Hotel/Motel Taxes</p>	<p>Under state law, 70% of revenues from such taxes must fund programs boosting tourism. Many jurisdictions have hotel/motel taxes and could use a portion of the revenue for transportation investments.</p>	<p>There currently are no hotels or motels within City limits, however this could change in the future or the program could be expanded to include short-term rentals. This revenue can be applied to tourism, economic development, and sidewalk improvement programs.</p>
<p>Dedicated Property Taxes</p>	<p>The City can establish a dedicated property tax to fund its Major Streets Transportation Improvement Program (SSMP).</p>	<p>The City already uses this funding source, however there are opportunities to continue and expand use. This revenue can be applied to system-wide transportation facilities.</p>

State and Federal Funding Mechanisms

In addition to local funding sources, the City can seek opportunities to leverage funding from state and federal funding sources. **Table 7** outlines state and federal sources and their potential applications. The City has sought funding through several of these programs in the past and will continue to do so. State and federal sources change regularly as new transportation legislation is passed or existing legislation is modified. Potential state funding sources are limited and competitive. Any future improvements that rely on state funding may require City and regional consensus that they are more important than needs elsewhere in the region and the state.

Table 7. Potential State and Federal Funding Mechanisms

Funding Source	Description	Potential Application
State Fundings Mechanisms		
<p>Statewide Transportation Improvement Program (STIP)</p>	<p>STIP is the State of Oregon's four-year transportation capital improvement program. ODOT's system for distributing these funds has varied over recent years. Generally, local agencies apply in advance for projects to be funded in each four-year cycle.</p>	<p>Projects on any facility that meet the benefit categories of the STIP.</p>
<p>All Roads Transportation Safety Program (ARTS)</p>	<p>The federal Highway Safety Improvement Program (HSIP) is administered as ARTS in Oregon. ARTS provides funding to infrastructure and non-infrastructure projects that improve safety on all public roads. ARTS requires a data-driven approach and prioritizes projects in demonstrated problem areas.</p>	<p>Areas of safety concerns within the City, consistent with Oregon's Transportation Safety Action Plan.</p>
<p>Immediate Opportunity Fund (IOF)</p>	<p>The IOF is discretionary and provides funding for transportation projects essential for supporting site-specific economic development projects. These funds are distributed on a case-by-case basis in cooperation with the Oregon Economic and Community Development Department. These funds can only be used when other sources of financial support are insufficient or unavailable. These funds are reserved for projects where a documented transportation problem exists or where private firm location decisions hinge on the immediate commitment of road construction. A minimum of 50 percent match is required from project applications.</p>	<p>Any identified projects that would improve economic development in the City and where there are documented transportation problems.</p>
<p>Connect Oregon</p>	<p>Lottery-backed bonds distributed to air, marine, and rail projects statewide. No less than 10 percent of Connect Oregon funds must be distributed to each of the five regions of the state, if there are qualified projects in the region. The objective is to improve the connections between the highway system and other modes of transportation.</p>	<p>System-wide transportation facilities.</p>
<p>Oregon Parks and Recreation Local Grants</p>	<p>Oregon Parks and Recreation Department administers this program using Oregon Lottery revenues. These grants can fund acquisition, development, and major rehabilitation of public outdoor parks and recreation facilities. Local match is required.</p>	<p>Trails and other recreational facility development or rehabilitation.</p>
<p>Oregon Transportation Infrastructure Bank (OTIB)</p>	<p>A statewide revolving loan fund is available to local governments for many transportation infrastructure improvements, including highway, transit, and non-motorized projects. Most funds made available through this program are federal; streets must be functionally classified as a major collector or higher to be eligible for loan funding.</p>	<p>Infrastructure improvements to major collectors or higher classified roads for vehicle, transit, and non-motorized travel.</p>
<p>State Highway Fuel Tax</p>	<p>ODOT is currently researching a state user fee for drivers to address steady or declining state gas tax revenues. An</p>	<p>System-wide transportation facilities including streets,</p>

Funding Source	Description	Potential Application
Increase or User Fee	increase in the state gas tax or a user fee would need to pass through state legislation and would increase the state's transportation funds.	sidewalks, bikeways, and transit.
Multi-modal Active Transportation Fund	This fund invests in multimodal transportation infrastructure improvements across Oregon.	Pedestrian and bicycle-related projects.
Safe Routes to School (SRTS)	SRTS, administered by ODOT, focuses on infrastructure and non-infrastructure programs to improve access and safety for children to walk, roll, and/or bike to school. The City can continue to pursue grant funding through this program.	Pedestrian and bicycle-related projects within the vicinity of local schools.
Oregon Community Paths (OCP)	This State of Oregon program combines funds from the Multimodal Active Transportation Fund, Oregon Bicycle Excise Tax, and federal Transportation Alternatives Program to help communities create and maintain connections with primarily off-street pedestrian and bicycle facilities.	Off-street pedestrian and bicycle facilities (primarily).
ODOT Bridge Program	ODOTs Bridge Section coordinates selection and funding of Federal Highway Bridge Program bridges through the Local Agency Bridge Selection Committee, a committee of City, County, and state representatives. Local agency bridges are prioritized using a Technical Ranking System and selected in categories of Large (30,000+ square feet of deck area), Small On-System, and Small Off-System.	Bridges: The City does not currently have any bridges that fall into this category as the County maintains most bridges.
ODOT Emergency Operations Program Funding	A federal program that provides emergency funding for repair or reconstruction of highways and roads damaged during natural disasters or catastrophic failures. ODOT's Maintenance and Operations Branch administers the Emergency Operations Program and can assist local agencies navigate the Emergency Repair process.	Highway and bridge repair from natural disasters or catastrophic failures.
Transportation Options	The TO program focuses on implementation of the Oregon Transportation Options Plan, including: managing demand across the transportation system; educating students and the public on travel options and how to safely use them; connecting veterans, low income populations, communities of color, and others with ways to get to and from work or school; supporting vanpooling; and more.	Projects supporting implementation of the Oregon Transportation Options Plan.
State Transit Improvement Fund (STIF) and Public Transportation Funds	STIF is a newer dedicated source of funding under Section 122 of the House Bill (HB) 2017 Transportation Funding Package for improving or expanding public transportation service in Oregon.	Pedestrian and bicycle improvements that provide connections to transit.

Funding Source	Description	Potential Application
<p>State Highway Trust Fund/Bicycle Bill</p>	<p>When roads are constructed or reconstructed, Oregon law requires walkways and bikeways be provided. Additionally, all agencies receiving State Highway Funds are required to spend at least 1% of those funds on bicycle and/or pedestrian infrastructure improvements (ORS 366.514). Currently, cities and counties receive 20% and 30% of the state's highway trust funds, respectively, which can be used for walking and biking projects along roads.</p>	<p>Bicycle and pedestrian projects.</p>
<p>Sidewalk Improvement Program (SWIP)</p>	<p>ODOT's SWIP builds pedestrian and bicycle facilities on state roads and local roads that help people moving across or around the state system.</p>	<p>Bicycle and pedestrian projects.</p>
<p>Various Public or Private Grant Programs</p>	<p>Many public and private grant programs exist, such as People for Bikes, that offer funding support for transportation infrastructure. New such grant programs are formed often and should be regularly tracked by the City.</p>	<p>Various depending on the grant program.</p>
<p>Federal Funding Mechanisms</p>		
<p>Infrastructure Investment and Jobs Act (IIJA)</p>	<p>The IIJA (aka "Bipartisan Infrastructure Law," BIL) signed into law in November 2021 includes a five-year (FY 2022-26) reauthorization of existing federal highway, transit, safety, and rail programs as well as new programs (resilience, carbon reduction, bridges, electric vehicle charging infrastructure, wildlife crossings, and reconnecting communities) and increased funding. Oregon will receive over \$4.5 billion over the next five years.</p>	<p>Projects around the state that will benefit drivers, transit riders, cyclists, and pedestrians, and that help maintain roads and bridges, and address climate change.</p>
<p>Infrastructure for Rebuilding America (INFRA)</p>	<p>INFRA (known statutorily as the Nationally Significant Multimodal Freight & Highway Projects) awards competitive grants for multimodal freight and highway projects of national or regional significance to improve the safety, efficiency, and reliability of the movement of freight and people in and across rural and urban areas.</p>	<p>Projects that improve safety, generate economic benefits, reduce congestion, enhance resiliency, and hold the greatest promise to eliminate freight bottlenecks and improve critical freight movements.</p>
<p>Rebuilding American Infrastructure with Sustainability and Equity (RAISE)</p>	<p>The RAISE Discretionary Grant program invests in road, rail, transit, and port projects that promise to achieve national objectives. RAISE can provide capital funding directly to any public entity, including municipalities, counties, port authorities, tribal governments, MPOs, or others in contrast to traditional Federal programs which provide funding to very specific groups of applicants (mostly State DOTs and transit agencies).</p>	<p>Road, rail, transit, and port projects aimed toward national objectives with significant local or regional impact.</p>
<p>National Highway Performance Program (NHPP)</p>	<p>The NHPP provides support for the condition and performance of the National Highway System (NHS), for the construction of new facilities on the NHS, and to ensure that investments of Federal-aid funds in highway construction are</p>	<p>NHS roads and bridges (and non-NHS bridges so long as bridge condition provision requirements are satisfied).</p>

Funding Source	Description	Potential Application
	directed to support progress toward the achievement of performance targets established in a State's asset management plan for the NHS.	
Highway Safety Improvement Program (HSIP)	The HSIP is a core Federal-aid program with the purpose to achieve a significant reduction in traffic fatalities and serious injuries on all public roads, including non-State-owned roads and roads on tribal land. The HSIP requires a data-driven, strategic approach to improving highway safety on all public roads with a focus on performance.	Safety projects.
Congestion Mitigation and Air Quality Improvement Program (CMAQ)	CMAQ is a federally-funded program for surface transportation improvements designed to improve air quality and mitigate congestion. CMAQ funds are apportioned annually to each State according to the severity of its air quality problems. The program is jointly administered by Federal Highway Administration and the Federal Transit Administration.	All types of transportation projects that improve air quality and mitigate congestion.
Transportation Alternatives (TA)	The Bipartisan Infrastructure Law continues the TA set-aside from the Surface Transportation Block Grant (STBG) program. Eligible uses of the set-aside funds include all projects and activities that were eligible under the previous spending bill. This encompasses a variety of smaller-scale transportation projects.	Pedestrian and bicycle facilities, recreational trails, safe routes to school projects, community improvements such as historic preservation and vegetation management, and environmental mitigation related to stormwater and habitat connectivity.
Federal Lands Access Program (FLAP)	The FLAP was established to improve transportation facilities that provide access to, are adjacent to, or are located within Federal lands. The FLAP supplements State and local resources for public roads, transit systems, and other transportation facilities, with an emphasis on high-use recreation sites and economic generators.	Projects accessing high-use Federal recreation sites or Federal economic generators.
Congressionally Directed or Discretionary Funds	Congressionally Directed funds may be received through either highway program authorization or annual appropriation processes. These funds are generally described as "demonstration" or "earmark" funds.	Highway freight projects on the National Highway Freight Network, NHS highway/bridge projects/project in National Scenic Areas, freight rail/intermodal/port projects, rail-highway grade crossings or grade separation projects.

Funding Source	Description	Potential Application
<p>National Highway Freight Program (NHFP)</p>	<p>The NHFP was created by the FAST Act to invest in freight projects on the National Highway Freight Network. This program is apportioned to States by formula and a State must have had a freight plan in place beginning FY 2018 in order to receive formula funding.</p>	<p>Construction, operational improvements, freight planning, and performance measures.</p>

NEXT STEPS

This memorandum documents the estimated types and amounts of revenue the City will have through 2044 for implementing prioritized projects and programs. It will be reviewed by the Project Management Team, the TSP Advisory Committee, and the TSP Technical Committee and updated to produce a final financial forecast. This financial forecast will be used when developing the financially constrained capital project lists.