



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

**From:** Laura Weigel, AICP, Planning Manager

**Date:** October 12, 2023, for Thursday, October 19, 2023, TSPAC Meeting #1

**Subject:** Welcome and Introduction to the TSP Update Process

Dear Committee Members,

Welcome to the Transportation System Plan Advisory Committee and thank you for your commitment to participating in the City of Milwaukie's Transportation System Plan (TSP) 2023-2025 update. Your insights, ideas, and feedback will play a central role in shaping our city's transportation system.

Much has changed since the last comprehensive TSP update in 2007-2008. We have seen improvements in internal connectivity, including the addition of miles of new sidewalks, and the introduction of the MAX Orange Line has enhanced our connectedness regionally. These developments and the implementation of new state regulations related to housing, climate, and transportation, make this a pivotal moment to plan for the next twenty years of transportation investments.

October 19, 2023, will be the first of eight planned Advisory Committee meetings. The meetings will be held at key intervals throughout the process and will occur on the third Thursday of the month from 6:00 PM to 8:00 PM in the Community Room located in New City Hall on the 1<sup>st</sup> floor. One week before each meeting, you will receive a packet of materials for review. The packet will contain draft plan sections, an agenda, and a memo, like this one. The memo will provide context on the items in the packet and guide your attention to key components and questions, ensuring that our discussions are focused and productive.

This packet includes the draft Policy and Planning Framework, which outlines state, regional, and local plans, and regulations relevant to this TSP update. While the Framework is packed with useful information, please don't feel overwhelmed. During our initial meeting, we will provide an overview of the pertinent rules, plans, and governmental entities to ensure everyone is familiar with the landscape.

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. Technical Memorandum #1: Plans and Policy Framework



# EXHIBIT A | TECHNICAL MEMORANDUM #1: PLANS AND POLICY FRAMEWORK

**Date:** September 27, 2023

Project #: 27003.5

**To:** Laura Weigel, Steve Adams, Jennifer Garbely, Ryan Dyar, City of Milwaukie  
Seth Brumley, Avi Taylor, Kenneth Werth, Oregon Department of Transportation

**From:** Matt Hastie and Brandon Crawford, MIG  
Quincy Brown and Griffin Cloud Levine, We All Rise

**Project:** Milwaukie Transportation System Plan

**Subject:** Plans and Policy Framework

## INTRODUCTION

This memorandum presents a review of existing plans, regulations, and policies that affect transportation planning in the City of Milwaukie. The review explains the relationship between the documents and the current Transportation System Plan (TSP) update process, identifying key issues that will factor into the TSP update.<sup>1</sup> Of particular note are plans and policies that have been adopted or updated since the previous TSP update in 2013.

Some documents included in this review establish transportation-related standards, targets, and guidelines for which the TSP update must be coordinated and consistent with; others contain transportation improvements that will need to be factored into the future demand modeling and otherwise reflected in the draft TSP. Local policy and regulatory requirements described in this review – such as the Milwaukie Comprehensive Plan and Zoning Code – may be subject to recommended amendments in order to implement the recommendations of the updated TSP. This memorandum helps set the stage for those potential amendments.

The following documents were reviewed and are summarized in this memo:

- Climate Executive Order 20-04 – Climate Friendly and Equitable Communities,
- Metro's Climate Smart Strategy,
- Metro's 2018 Regional Transportation Plan,
- Regional and Local Growth Forecasts,
- Clackamas County Transportation System Plan,
- Trimet Southeast Service Enhancement Plan,
- The City of Milwaukie's:
  - Milwaukie 2040 Vision

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<sup>1</sup> Milwaukie Transportation System Plan: 2023-2025. <https://www.milwaukieoregon.gov/planning/transportation-system-plan>

- 2020 Comprehensive Plan,
- 2018 Climate Action Plan,
- Safe Access for Everyone,
- Neighborhood Hubs Project,
- Housing Capacity Analysis, Housing Production Strategy, and Milwaukie Housing Affordability Strategy
- Monroe Street Neighborhood Plan, and
- Central Milwaukie Bikeway Concept plans

The final section of this memo provides a table of relevant statewide policies and plans that summarizes the City's TSP compliance with state requirements.

## PLANS AND POLICY REVIEW

### Climate Executive Order 20-04 – Climate Friendly and Equitable Communities<sup>2,3</sup>

In March of 2020, former Oregon Governor Kate Brown issued an executive order directing several state agencies to establish new rules with the goal of reducing greenhouse gas emissions (GHG) emissions by at least 45 percent below 1990 emissions by 2035, and at least 80 percent below 1990 emissions levels by 2050. Part of the directive was for the Land Conservation and Development Commission (LCDC) to adopt amendments to the Transportation Planning Rule (TPR) that requires jurisdictions in metropolitan planning areas to meet GHG reduction goals. In addition, the Oregon Department of Transportation (ODOT) and the Department of Land Conservation and Development (DLCD) were directed to identify and implement new requirements for jurisdictions in metropolitan areas to amend their land use and transportation plans to meet the state's GHG reduction targets. In response to the Governor's directives, LCDC launched the Climate-Friendly and Equitable Communities (CFEC) rulemaking process. CFEC rulemaking led to LCDC adopting amendments to the TPR (OAR 660-012) that are intended to implement transportation-related strategies for emissions reduction in metropolitan areas. The new metropolitan TPR requirements are established in OAR 660-012-0100 through -0920. Some of the main CFEC TPR requirements include the following:

- Removal of minimum parking requirements or parking requirement reform
- Electric vehicle charging requirements
- New bicycle, pedestrian, and transit system requirements
- Establishment of "Climate-Friendly Areas" (CFA) and specific land use and transportation requirements for CFAs.

**Project Relevance:** The TSP update will need to comply with the new state CFEC requirements. The TSP updates must be consistent with OAR 660-012-0105 through OAR 660-012-0215 and

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<sup>2</sup> Executive Order 20-04. [https://www.oregon.gov/gov/eo/eo\\_20-04.pdf](https://www.oregon.gov/gov/eo/eo_20-04.pdf)

<sup>3</sup> Climate-Friendly and Equitable Communities. <https://www.oregon.gov/lcd/CL/Pages/CFEC.aspx>

include all the elements listed in OAR 660-012-0100.<sup>4</sup> In addition, the City will need to amend Title 19 (Zoning) of the Milwaukie Municipal Code to comply with TSP implementation requirements established in OAR 660-012-0060 and -0330 (Land Use Requirements), -0405 (Parking Regulation Improvements), -0410 (Electric Vehicle Charging), and -0630 (Bicycle Parking). Zoning Code updates will be addressed as a part of the Regulatory Solutions and Implementing Ordinances tasks of the TSP update. The Regulatory Solutions task will evaluate the City's compliance with these rules and identify needed Zoning Code updates, and the Implementing Ordinances task will support adoption of amendments to meet CFEC and TPR rules. In addition, the state is currently engaged in a rulemaking process to make minor amendments to the CFEC TPR requirements. The project should track the progress of those amendments and address them in the TSP update accordingly.<sup>5</sup>

**Equity Implications and Objectives:** CFEC includes TPR requirements for jurisdictions to “prioritize community-led engagement and decision-making, with specific attention to underserved populations.”<sup>6</sup> In addition, cities must consider “equitable outcomes” for land use and transportation planning and performance measures. Community engagement activities and planning for equitable outcomes will evaluate the potential trade-offs and equity impacts that may be associated with the CFEC requirements. To that effect, the TSP update will follow the state's guidance on conducting equitable engagement and planning for equitable outcomes.

## Climate Smart Strategy (2015)<sup>7</sup>

The Metro Climate Smart Strategy (Strategy) implements OAR 660-044 – Metropolitan Greenhouse Gas Reduction Targets.<sup>8</sup> The goal of the state mandate is to reduce greenhouse gas (GHG) emissions from cars and small trucks by 2035 in the Metro region. The Strategy is a transportation and land use scenario plan that is intended to reduce greenhouse gas emissions by 20% by 2035, consistent with the state's reduction targets for Metro. Jurisdictions must also identify performance measures for tracking progress and implementation must prioritize underserved populations.

The Strategy includes nine policies to help Metro jurisdictions meet the state's goals and targets:

1. *Implement adopted local and regional land use plans*
2. *Make transit convenient, frequent, accessible and affordable*
3. *Make biking and walking safe and convenient*
4. *Make streets and highways safe, reliable and connected*
5. *Use technology to actively manage the transportation system*
6. *Provide information and incentives to expand the use of travel options*

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<sup>4</sup> Transportation System Plans in Metropolitan Areas. <https://secure.sos.state.or.us/oard/viewSingleRule.action?ruleVrsnRsn=292997>

<sup>5</sup> 2023 CFEC Rulemaking. <https://www.oregon.gov/lcd/LAR/Pages/CFEC.aspx>

<sup>6</sup> Underserved Populations. <https://secure.sos.state.or.us/oard/viewSingleRule.action?ruleVrsnRsn=293002>

<sup>7</sup> Climate Smart Strategy. <https://www.oregonmetro.gov/climate-smart-strategy>

<sup>8</sup> OAR 660-044 Metropolitan Greenhouse Gas Reduction Targets.

\*\*\*\*\*[secure.sos.state.or.us/oard/displayDivisionRules.action?selectedDivision=3093](https://secure.sos.state.or.us/oard/displayDivisionRules.action?selectedDivision=3093)

7. *Make efficient use of vehicle parking and land dedicated to parking*
8. *Support Oregon's transition to cleaner, low carbon fuels and more fuel- efficient vehicles*
9. *Secure adequate funding for transportation investments*

**Project Relevance:** OAR 660-044-0130 requires the City's TSP to be consistent with and implement relevant portions of the Climate Smart Strategy.<sup>9</sup> The TSP update should incorporate transportation-related policies, projects, and funding strategies to support local implementation of the Climate Smart Strategy and OAR 660-044. In addition, the Performance Monitoring approach may be used to help inform the TSP Performance Measures and Methodology (TSP Task 5), particularly for greenhouse gas computations. Findings associated with adoption of the TSP should discuss consistency with these requirements.

**Equity Implications and Objectives:** Although this planning document does not directly address equity goals or requirements, local implementation of the policies in the plan should reflect other equity goals and policies embedded in the City's Comprehensive Plan and TSP, as well as other relevant local, regional and state guidance documents. In addition, TSP performance measures and methodology intended to comply with the Climate Smart Strategy should consider and prioritize underserved populations.

### **Metro Regional Transportation Plan (2018, 2023 pending)**

The Metro Regional Transportation Plan (RTP) guides and implements federally mandated regional transportation planning for Metro, which is the region's designated Metropolitan Planning Organization (MPO). Furthermore, Metro uses federal transportation funds to coordinate transportation and air quality planning in the region. The RTP is updated every five years to address changing transportation trends and conditions. When updating the RTP, transportation providers throughout the region coordinate with Metro to identify short term and long term transportation needs and investments with a 20-year time horizon.

The RTP also implements Oregon Transportation Planning Rule (TPR) requirements by serving as the regional TSP. Therefore, the RTP is required to be consistent with the Oregon Transportation Plan and various statewide modal/facility plans, and local TSPs within Metro must be consistent with the RTP.

The most recent RTP update was completed in 2018, and Metro is currently in the process of updating the RTP.<sup>10</sup> The RTP adoption process is expected to take place from September 2023 to November 2023.

**Project Relevance:** The updated TSP will need to be consistent with the 2023 RTP goals and policies. In addition, the RTP projects that are identified in Milwaukie should be incorporated into the TSP project list.<sup>11</sup> The TSP update should also consider funding sources and programs outlined in the RTP.

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<sup>9</sup> OAR 660-044-0130 Local Amendments to Implement Approved Land Use and Transportation Scenario Plan. [\\*\\*\\*\\*\\*secure.sos.state.or.us/oard/viewSingleRule.action?ruleVrsnRsn=293075](https://secure.sos.state.or.us/oard/viewSingleRule.action?ruleVrsnRsn=293075)

<sup>10</sup> 2023 Regional Transportation Plan. <https://www.oregonmetro.gov/public-projects/2023-regional-transportation-plan>

<sup>11</sup> 2023 Regional Transportation Plan Projects. <https://www.oregonmetro.gov/public-projects/2023-regional-transportation-plan/projects>

**Equity Implications and Objectives:** Goal 3 of the RTP is Equitable Transportation, which is articulated as follows:

*Transportation system disparities experienced by Black, Indigenous and people of color and people with low incomes, are eliminated. The disproportionate barriers people of color, people who speak limited English, people with low incomes, people with disabilities, older adults, youth and other marginalized communities face in meeting their travel needs are removed.*

. The TSP will need to address objectives articulated in this goal.

- Objective 1: Transportation Equity. Eliminate disparities related to access, safety, affordability, and health outcomes experienced by people of color and other historically marginalized groups.
- Objective 2: Barrier Free Transportation. Eliminate barriers that people of color, low income people, youth, older adults, and people with disabilities and other historically marginalized communities face to meet their travel needs.

Other goals which relate to transportation equity include vibrant communities, shared prosperity, transportation choices, reliability, efficiency, safety and security, healthy environment, healthy people, climate leadership, transparency and accountability.

The Metro Regional Travel Options (RTO) Racial Equity Strategy was developed in alignment with the RTP to identify equity-specific transportation goals and outcomes for the Regional Travel Options program.<sup>12</sup> TSP update policies and projects that are specific to equity should refer to the RTO Racial Equity Strategy goals and outcomes. Historically underserved community members have been unjustly impacted by previous transportation planning efforts. Removing barriers to transportation means centering and uplifting these communities' experiences and understanding that these communities will need increased support, engagement, and inclusion through the TSP planning process.

## Growth Forecast

The state requires Metro to provide 20-year population and employment forecasts at least every six years. The 2045 growth forecast was published in August 2023.<sup>13</sup> Population and employment forecasts for Milwaukie, Clackamas County, and the metro area are shown in Table 1 and Table 2. The City is forecast to add nearly 3,000 residents by 2045. The City's population is expected to grow at about half the rate (13%) of the entire region (26%). The City's employment growth rate is also projected to grow at a slightly faster rate (15%) than the population growth, but a lower rate than the rest of the region (22%).

**Table 1. 2045 Population Forecast for Milwaukie, Clackamas County, and Portland Metro Area**

	2020	2030	2045
Milwaukie	20,594	22,859	23,268
Clackamas County	428,614	493,892	593,665
Metro Area Total*	1,882,155	2,094,881	2,373,462

<sup>12</sup> Metro Regional Travel Options Racial Equity Strategy.

\*\*\*\*\*[.oregonmetro.gov/sites/default/files/2022/08/05/RTO%20Racial%20Equity%20Strategy\\_July%202022.pdf](https://www.oregonmetro.gov/sites/default/files/2022/08/05/RTO%20Racial%20Equity%20Strategy_July%202022.pdf)

<sup>13</sup> 2045 Distributed Growth Forecast. <https://www.oregonmetro.gov/2045-distributed-forecast>

\* The combined populations of Clackamas, Multnomah, and Washington Counties

**Table 2. 2045 Employment Forecast for Milwaukie, Clackamas County, and the Portland Metro Area**

	2020	2030	2045
Milwaukie	13,273	13,274	15,221
Clackamas County	173,891	181,792	212,341
Metro Area Total*	1,026,032	1,091,568	1,255,143

**Project Relevance:** The TSP update will consider population and employment growth forecasts to help identify transportation service and facility needs. In addition, TSP Task 7 – Transportation System Conditions and Need/Gaps Analysis – will include a summary of population and land use distribution/patterns, which should draw from Metro's population estimates and forecasts.

**Equity Implications and Objectives:** TSP update policies and projects that are informed by population and employment forecasts need to consider the City's demographic profile, which is documented in a separate memo. These TSP policies and projects should prioritize the needs of underserved groups and be sensitive to and minimize potential negative impacts that any TSP recommendations may have on disadvantaged community members.

## Clackamas County Transportation System Plan (2022)

The Clackamas County TSP serves as the transportation element of the County Comprehensive Plan, which guides transportation planning for unincorporated Clackamas County.<sup>14</sup> The County TSP establishes the following goals:

- *Goal 1: Provide a transportation system that optimizes benefits to the environment, the economy and the community.*
- *Goal 2: Plan the transportation system to create a prosperous and adaptable economy and further the economic well-being of businesses and residents of the County.*
- *Goal 3: Tailor transportation solutions to suit the diversity of local communities.*
- *Goal 4: Promote a transportation system that maintains or improves our safety, health, and security.*
- *Goal 5: Provide an equitable transportation system.*
- *Goal 6: Promote a fiscally responsible approach to protect and improve the existing transportation system and implement a cost-effective system to meet future needs.*

<sup>14</sup> Clackamas County TSP. <https://www.clackamas.us/transportation/tsp>

The County TSP contains a number of policies organized by major topic or transportation mode, including the following:

- Foundation and Framework
- Land Use and Transportation
- Active Transportation
- Roadways
- Transit
- Freight, Rail, Air, Pipeline, and Water Transportation

The County TSP also establishes transportation/roadway facility design standards (e.g., cross sections, intersection dimensions, etc.) and identifies numerous projects.<sup>15</sup> TSP projects are categorized by Long Term Capital Projects, 20-Year Capital Projects, Regional Capital Projects, Non-Capital Projects, and Preferred Projects.

**Project Relevance:** The TSP update should avoid developing any goals, policies, or strategies that conflict with the goals and policies in the County TSP as they relate to County transportation facilities located in Milwaukie. In addition, TSP projects that overlap or align with County facilities should be coordinated with the County. TSP project identification should also consider any projects that may have the potential to connect with County projects or existing County facilities, such as regional multi-use paths, regional roadways, or public transit facilities.

**Equity Implications and Objectives:** Goal 5 of the County TSP calls for provision of an equitable transportation system, consistent with a number of goals and policies related to transportation found in the Milwaukie Comprehensive Plan. In addition, Goal 3 encourages transportation options to be tailored to suit the diversity of the community. These goals should help provide a guiding framework to ensure TSP policies and projects center the needs and experiences of underserved community members.

### TriMet Southeast Service Enhancement Plan (2016)<sup>16</sup>

The Southeast Service Enhancement Plan identifies needed bus transit service improvements for the Southeastern region of TriMet's Service District. The Plan was informed by extensive outreach and engagement, particularly in underrepresented communities in the Southeast Service District. Service enhancement needs were also informed by transit ridership patterns, concentration of jobs and housing, and other demographic information. The Plan provides three primary recommendations for service improvements:

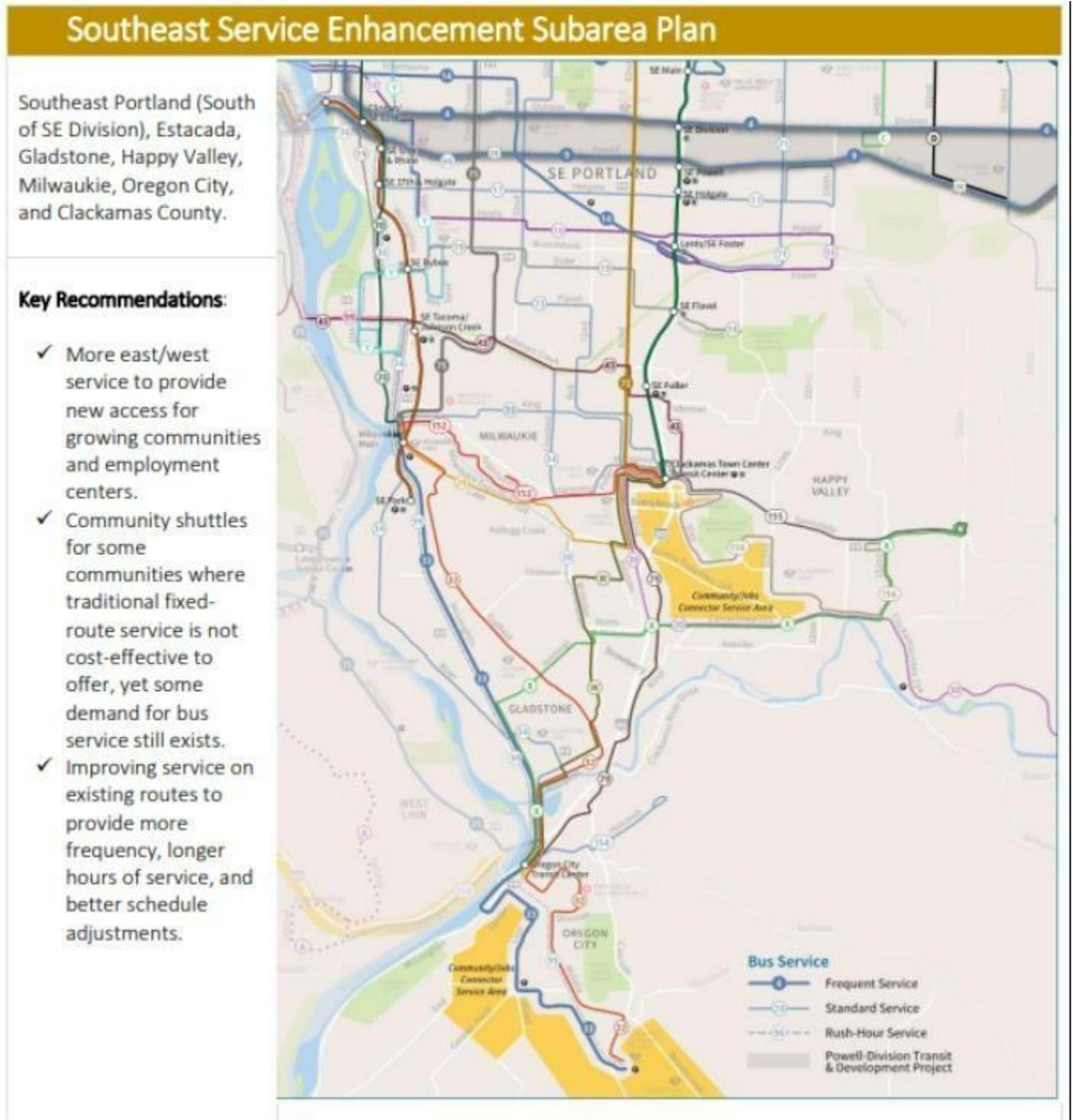
1. More East-West Service
2. Access to Opportunities
3. Community/Jobs Connector Services

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<sup>15</sup> Clackamas County Index to Maps, Tables, and Figures. <https://www.clackamas.us/planning/maptoc.html>

<sup>16</sup> Making Transit Better in Southeast. <https://trimet.org/future/southeast.htm>

Figure 1. Bus Transit Service and Key Recommendations for Southeast Service Area



**Project Relevance:** The TSP transit projects should include any unfinished or unaddressed service enhancements that are in Milwaukie. In addition, the TSP should also include an inventory of existing transit lines in Milwaukie and identify any planned improvements.

**Equity Implications and Objectives.** TriMet utilized a multi-level engagement strategy which uplifted the experiences of marginalized people, consistent with Title VI requirements. The TSP update process should recognize and utilize similar engagement strategies to support new transportation connections. Residents in the greater-Portland area continue to experience barriers in traveling from Clackamas County to Multnomah County and Washington County. Utilizing TriMet's strategy to increase east-west connections will continue to address these barriers. TSP update policies and project may also address commute challenges related to public transportation and promote improved transit experience for underserved residents.

### Milwaukie Community Vision and Action Plan (2040 Vision)

The Milwaukie Community Vision and Action Plan (2040 Vision) establishes near-term priorities that were determined through a community visioning process that was completed in 2017. The Milwaukie City Council, City Manager, and City departments will use the 2040 Vision as a guiding framework to develop and expand local programs and policies. The complete 2040 Vision is described below:

*In 2040, Milwaukie is a flourishing city that is entirely equitable, delightfully livable, and completely sustainable. It is a safe and welcoming community whose residents enjoy secure and meaningful work, a comprehensive educational system, and affordable housing. A complete network of sidewalks, bike lanes, and paths along with well-maintained streets and a robust transit system connect our neighborhood centers. Art and creativity are woven into the fabric of the city.*

*Milwaukie's neighborhoods are the centers of daily life, with each containing amenities and community-minded local businesses that meet residents' needs. Our industrial areas are magnets for innovation, and models for environmentally-sensitive manufacturing and high wage jobs. Our residents can easily access the training and education needed to win those jobs.*

*Milwaukie nurtures a verdant canopy of beneficial trees, promotes sustainable development, and is a net-zero energy city. The Willamette River, Johnson Creek, and Kellogg Creek are free flowing, and accessible. Their ecosystems are protected by a robust stormwater treatment system and enhanced by appropriate riparian vegetation. Milwaukie is a resilient community, adaptive to the realities of a changing climate, and prepared for emergencies, such as the Cascadia Event.*

*Milwaukie's government is transparent and accessible, and is committed to promoting tolerance and inclusion and eliminating disparities. It strongly encourages engagement and participation by all and nurtures a deep sense of community through celebrations and collective action. Residents have the resources necessary to access the help they need. In this great city, we strive to reach our full potential in the areas of education, environmental stewardship, commerce, culture, and recreation; and are proud to call it home.*

The 2040 Vision is also organized into "Goal Areas" which are depicted in **Figure 2**.

**Figure 2. Diagram of Community Vision, Goal Areas, and Actions**



To achieve the Vision and Goal Areas, a series of Priority Actions were identified to achieve the Vision and Goal Areas. Each Priority Action identifies a city department to lead as well as potential partner agencies/organizations. Priority Actions were also used as the organizational framework for the 2020 Comprehensive Plan update. The Priority Actions are categorized into the following five “Superactions”:

1. *Make Milwaukie a Model of Resiliency, Environmental Stewardship and Disaster-Preparedness*
2. *Continually Improve our Transportation System so that it Provides Safety and Connectivity for All Users*
3. *Create Complete Neighborhoods that Offer a Range of Housing Types and Amenities and Enhance Local Identity and Character*
4. *Support Local Businesses and Entrepreneurship through Training, Programs and Partnerships*
5. *Cultivate a Sense of Community, Culture, and Belonging by Encouraging Public Involvement, Diversity, Equity, and Inclusion*

**Project Relevance:** The TSP update should consider the guiding framework in the 2040 Vision to ensure goal/policy updates and projects are consistent with the Vision Goal Statements and Priority Actions. Specifically, the second goal listed above and the following Goal Area Statement should serve as a guiding principle for the TSP update:

*“Milwaukie has a complete, clean and attractive network of sidewalks, bike lanes and paths that enable accessibility, mobility, and safety for all. Streets are tree-lined, well-lit and designed*

*to promote a healthy and active lifestyle. There is a seamless transition between walking, biking, and transit to key amenities and neighborhood centers."*

TSP policies and projects should be consistent with the nine actions identified under this Goal Area Statement. These actions may also be incorporated directly into the TSP as potential projects, programs, or funding sources, depending on their status. The most relevant actions include the following:

- *1.1: Improve walkability and bikeability within the network by creating dedicated bike paths and walking trails that connect transit, neighborhood business hubs and public spaces, including Milwaukie Bay Park*
- *1.2: Utilize the Safe Access for Everyone (SAFE) Program to fill in sidewalk gaps construct ADA improvements in support of the Safe Routes to School Program*
- *1.3: Make pedestrian and bicycle safety improvements along and across the 224 and 99E corridors and major arterials, such as separated paths, bridges and tunnels.*
- *1.4: Research and consider developing a Vision Zero program that seeks to eliminate traffic deaths and life changing injuries on Milwaukie's streets*
- *1.5: Develop walking and cycling tour maps connecting points of interest such as parks, plazas, art installations and historical markers.*
- *1.6: Implement road paving and funding strategies that improve road maintenance in Milwaukie.*
- *1.9: Research and examine funding strategies for innovative local transit options that complement the regional transit network and help connect residents and employees to local amenities, employment areas, and neighborhoods throughout the city*

### **Equity Implications and Objectives:**

The 2040 Vision includes the following Goal Area Statement:

*"Milwaukie is an inclusive community of diverse people from a variety of backgrounds that honors our differences and shared similarities. We are engaged and come together in many ways through various events and community gathering places, where we can celebrate our interests and passions."*

This Goal Area Statement includes a Priority Action to "Form a committee dedicated to equity, diversity, and inclusion that evaluates City decisions and actions based on City standards and reviews programs and policies for protected classes." The Equity Steering Committee (ESC) was formed in 2020 and should be involved in all aspects of the TSP update process and should help inform key decisions associated with the project. In addition, TSP update policies and projects related to walkability, bikeability, safety, and complete streets should consider how these Priority Actions can benefit underserved communities and avoid negative impacts on transportation disadvantaged groups.

## Milwaukie Comprehensive Plan (2020)

The Milwaukie Comprehensive Plan establishes goals and policies that are intended to guide growth and development in the City on a 20-year horizon. The Vision, Goals, and Priorities identified in the Milwaukie 2040 Vision and Action Plan provide the framework for the most recent Comprehensive Plan update. Section 13 of the Comprehensive Plan provides transportation goals, including the following:

- Goal 13.1: Livability – Design and construct transportation facilities in a manner that enhances the livability of Milwaukie's community.
- Goal 13.2: Safety – Develop and maintain a safe and secure transportation system.
- Goal 13.3: Travel Choices – Plan, develop, and maintain a transportation system that provides travel choices and allows people to reduce the number of trips made by single-occupant vehicles.
- Goal 13.4: Quality Design – Establish and maintain a set of transportation design and development regulations that are sensitive to local conditions.
- Goal 13.5: Reliability and Mobility – Develop and maintain a well-connected transportation system that reduces travel distance, improves reliability, and manages congestion.
- Goal 13.6: Sustainability – Provide a sustainable transportation system that meets the needs of present and future generations.
- Goal 13.7: Efficient and Innovative Funding – Efficiently allocate available funding for recommended transportation improvements, and pursue additional transportation funding that includes innovative funding methods and sources.
- Goal 13.8: Compatibility – Develop a transportation system that is consistent with the city's Comprehensive Plan and coordinates with County, State, and regional plans.
- Goal 13.9: Economic Vitality – Promote the development of Milwaukie's, the region's and state's economies through the efficient movement of people, goods and services, and the distribution of information.
- Goal 13.10: Barriers – Update the Transportation System Plan (TSP) to address the transportation barriers and safety concerns resulting from Hwy 224, Hwy 99E, and the railroads bisecting the city.

**Project Relevance:** The Comprehensive Plan transportation section essentially serves as a placeholder for TSP update goals and policies, which will be incorporated directly into the Comprehensive Plan. The TSP update goals and policies will also need to be consistent with relevant goals and policies related to land use, stewardship and resilience, complete neighborhoods, and economic development. Some of the specific goals and policies that the TSP should address include the following:

- Policy 3.6.4: Encourage or require building and landscape design, land use patterns, and transportation design that limit or mitigate negative noise impacts to building users and residents, particularly in areas near freeways, regional freight ways, rail lines, major city traffic streets, and other sources of noise.

- Policy 4.5.3: Within the Willamette Greenway, accommodate a trail system along the river that is intended to connect with future Willamette Greenway trails to the north and south of the City. Develop a trail plan, acquire right-of-way, and build trail segments as funding becomes available.
- Policy 4.5.4: Connect City bicycle and pedestrian trail systems with the trail system through the Willamette Greenway.
- Goal 4.6 – Public Access and View Protection: Provide, improve, and maintain public access and visual access to the lands and water that make up the Willamette River Greenway.
- Policy 4.7.1: Provide safe pedestrian connections between downtown Milwaukie and the Willamette River consistent with the Downtown and Riverfront Land Use Framework Plan.
- Policy 6.1.6: Encourage the creation of compact, walkable neighborhoods and neighborhood hubs throughout the city that provide a mix of uses and help reduce transportation emissions and energy usage.
- Goal 6.2– Transportation and Utility Infrastructure: Maintain and expand Milwaukie's transportation and utility infrastructure in a manner that facilitates greater redundancy, resiliency, energy conservation, and emissions reductions.
- Policy 6.2.5: Aim to increase the use of electric and other clean energy vehicles through a mix of infrastructure improvements, incentives, and development requirements.
- Policy 7.3.4: Promote the use of active transportation modes and transit to provide more reliable options for neighborhood residents and help reduce driving.
- Policy 7.3.9: Advocate for additional frequent transit service in areas with the potential for significant residential growth.
- Policy 7.4.2: Require that new development improves the quality and connectivity of active transportation modes by providing infrastructure and connections that make it easier and more direct for people to walk or bike to destinations such as parks, schools, commercial services, and neighborhood gathering places.
- Various area/zone-specific transportation policies in the Plan include the following:
  - Provide a high-quality pedestrian environment that supports safe, convenient access to the Downtown area's multiple transportation modes.
  - Prioritize pedestrian access and movement in the downtown while also improving safety and access for cyclists. **Establish targets in the Transportation System Plan (TSP) for all transportation modes.**
  - Ensure that new development and redevelopment supports better transportation connectivity, especially for pedestrians and cyclists. Increased connectivity should include pedestrian and bicycle improvements through large sites.
  - Enhance Highway 224 intersections to increase the safety and comfort for pedestrians and cyclists traveling on cross streets. Implement these safety improvements through the TSP.

- Ensure buildings and sites are designed to support a pedestrian-friendly streetscape and establish a storefront environment along key streets as set out in the Central Milwaukie Land Use and Transportation Plan.
- Require that new development connect to surrounding neighborhoods for pedestrians and others using active transportation modes to travel to and within the Neighborhood Mixed Use district.
- Ensure that new mixed-use and commercial buildings provide a commercial storefront environment with sidewalks and amenities appropriate to create an active, pedestrian-focused streetscape in the Neighborhood Mixed-Use district.
- Work to ensure districts are well-served by public transportation options and that transit stops and shelters are safe, comfortable, and easy to access.
- Make Downtown Milwaukie a regional destination with uses and amenities that capitalize on its proximity to the Willamette waterfront and multimodal transportation options.
- Provide opportunities for higher intensity development in areas within walking distance of existing or planned frequent transit service.
- Policy 8.2.1- a) – j): Pedestrian and bicycle environment design policies
- Policy 8.2.4.b: Design streets to provide for the equitable allocation of space for different modes including pedestrians, bicycles, and transit.
- Goal 9.3 – Transportation and Connectivity: Increase safe and convenient access to and between natural areas, parks, and recreation opportunities for community members of all ages and abilities through a variety of transportation options.
- Goal 10.1 – Public Services: Provide high quality public services to current and future Milwaukie residents.
- Policy 10.7.3: Provide transportation improvements such as sidewalks and bikeways that promote safe access to schools.
- Policy 10.7.6: Establish a Transportation Demand Management (TDM) program for schools and other large institutions and businesses.
- Policy 10.9.3: Encourage the provision of electric vehicle charging stations in appropriate locations.
- Policy 11.1.11: Aim to reduce Milwaukie's carbon footprint by encouraging local food production, import substitution, rail access, clean and carbon-free energy, and active transportation.
- Policy 11.2.2: Improve infrastructure and utilities throughout the city in a manner that facilitates greater economic development.

**Equity Implications and Objectives:** The TSP update process should reflect the Comprehensive Plan Community Engagement goals and policies. The overarching goal of this section of Comprehensive Plan goals and policies is to “Engage in inclusive, collaborative, transparent, accountable, and equitable decision-making through a broad range of strategies that inform

and involve a full spectrum of community members, in particular those traditionally left out of the planning process." TSP projects and policies should prioritize removing barriers to transportation options, particularly for underserved community members.

### Milwaukie Climate Action Plan (2018)

The Milwaukie Climate Action Plan (CAP) provides a roadmap for the City to become carbon neutral by 2049 through a variety of mitigation strategies. The CAP outlines the science behind climate action goals, the City's carbon footprint, the timeline to change, projected impacts from identified climate actions, and the needs to achieve identified actions. These factors informed the identification of a series of "Topic-specific" climate strategies and actions, which includes Land Use and Transportation Planning. This Topic section notes that transportation emissions account for 29% of the City's carbon footprint. To mitigate the City's land use and transportation emissions, the CAC identifies ten Mitigation Strategies described in **Table 3**.

**Table 3. Land Use and Transportation – City-led Mitigation Strategies**

MITIGATION STRATEGIES   Land Use and Transportation Planning					
Action	How will this be implemented?	Implementation timescale	Potential GHG reductions	Cost/savings per MTCO <sub>2</sub> e reduced	Co-benefits
IN PROGRESS Implement the Safe Access for Everyone (SAFE) street and sidewalk improvement program to expand bike and pedestrian access	O C	Short term	Emissions already incorporated into BAU forecast		3 - High 2 - Medium 1 - Low Addresses Milwaukee's superactions Opportunity for social equity Mitigates and adapts in one action Revenue generation of cost avoidance Leverages existing efforts Community support
Partner with Metro and TriMet to increase transit service, particularly to underserved employment areas	C	Short term	██████████	\$\$	3 - High 2 - Medium 1 - Low Addresses Milwaukee's superactions Opportunity for social equity Mitigates and adapts in one action Revenue generation of cost avoidance Leverages existing efforts Community support
Implement a Transportation Management Agency (TMA) with area partners	C	Short term	██████████	\$\$	3 - High 2 - Medium 1 - Low Addresses Milwaukee's superactions Opportunity for social equity Mitigates and adapts in one action Revenue generation of cost avoidance Leverages existing efforts Community support
Implement "electric vehicle ready" zoning regulations for commercial buildings and multifamily housing	L E	Short term	██████████	Data unavailable	3 - High 2 - Medium 1 - Low Addresses Milwaukee's superactions Opportunity for social equity Mitigates and adapts in one action Revenue generation of cost avoidance Leverages existing efforts Community support
Incentivize employers to encourage active transportation and transit	E C	Short term	██████████	\$\$	3 - High 2 - Medium 1 - Low Addresses Milwaukee's superactions Opportunity for social equity Mitigates and adapts in one action Revenue generation of cost avoidance Leverages existing efforts Community support
IN PROGRESS Promote the purchase of sidewalk credits in areas outside of pedestrian corridors and redirect funds to areas needing this infrastructure	L	Short term	██████████	\$\$	3 - High 2 - Medium 1 - Low Addresses Milwaukee's superactions Opportunity for social equity Mitigates and adapts in one action Revenue generation of cost avoidance Leverages existing efforts Community support

Action	How will this be implemented?	Implementation timescale	Potential GHG reductions	Cost/savings per MTCO <sub>2e</sub> reduced	Co-benefits
Promote "neighborhood hubs" through Comprehensive Plan policies	L	Short term	Medium	\$\$	High
Implement parking pricing in downtown	L	Short term	Medium	Data unavailable	Medium
Implement variable system development charges to encourage accessory dwelling unit development	L	Short term	Medium	\$\$\$\$	High
Lower parking ratios near high capacity corridors	L	Short term	Data unavailable	Data unavailable	High

City operations	City law/code	City educates	City partners for collective action	Partners lead, City participates	City partners to lobby state/feds	Short term	net savings	3 high
Addresses Milwaukee's superactors	Opportunity for social equity	Mitigates and adapts in one action	Revenue generation of cost avoidance	Leverages existing efforts	Community support	Mid term	net expenditure	2 medium
						Long term		1 low

The Land Use and Transportation Topic Area section notes that these mitigation actions and strategies will account for a 9% local emissions reduction by 2049. This Topic Area includes twelve implementation recommendations, including recommendations to integrate the CAC into the Comprehensive Plan and relevant areas of the City's Code.

**Project Relevance:** The TSP update policies, projects, and funding should all consider and/or incorporate relevant CAP strategies, actions and recommendations. In addition to all of the Land Use and Transportation Topic Areas, the TSP update should also consider relevant actions identified in the Vehicles and Fuels Topic Area, including the following:

- Support outreach efforts to encourage shift to electric vehicles.
- Create a program to install electric vehicle charging infrastructure at multi-family housing complexes.
- Work with Clackamas County, TriMet, and Metro to develop micro-transit from park-and-ride or light rail stations to local destinations.
- Incentivize workplace electric vehicle charging in parking lots.

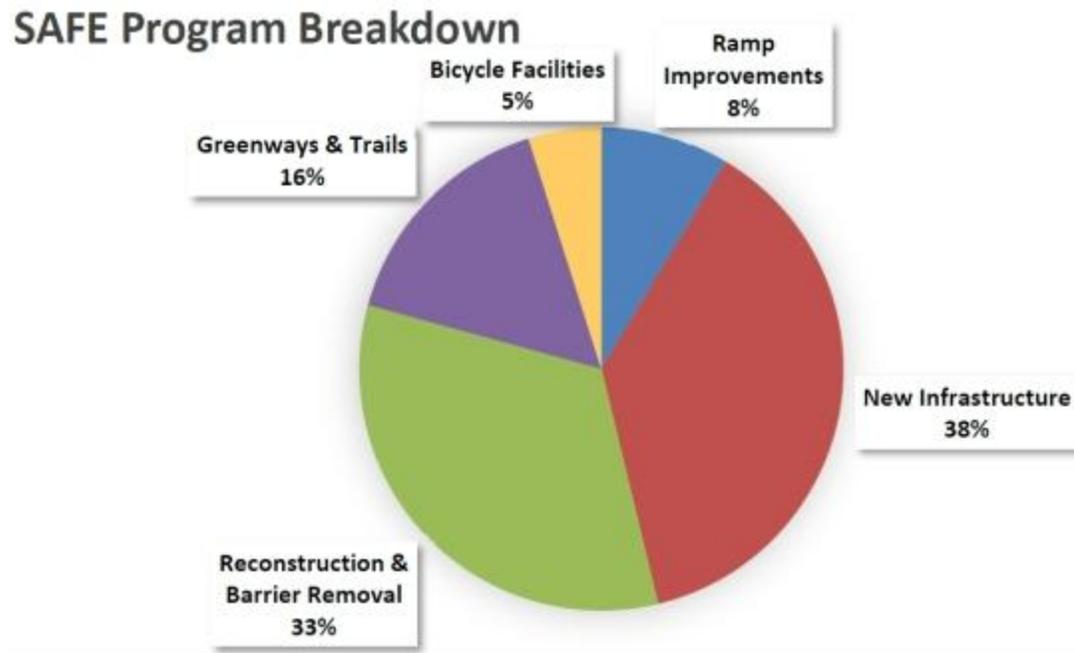
The TSP implementing ordinances will include amendments to the City's Municipal Code – specifically Title 17 (land Division) and Title 19 (Zoning). Transportation-related CAC actions that are implemented via City law/code should be addressed in the TSP implementing ordinances.

**Equity Implications and Objectives:** The TSP update should prioritize incorporating relevant CAC actions that provide the greatest benefit to underserved community members. The TSP update should also ensure CAC actions are coordinated with relevant Climate Friendly and Equitable Communities (CFEC) requirements that are related to equity and transportation.

## Safe Access for Everyone (SAFE)<sup>17</sup>

The Safe Access for Everyone (SAFE) program is a City initiative to improve safety for pedestrians, bicyclists, and other users of the City's transportation system. The program began in 2019 with the goal of building 27.9 miles of sidewalk/multi-use paths and 900 ADA ramps in nine years. **Figure 3** shows the distribution of SAFE project types.

**Figure 3. SAFE Program Project Distribution**



The SAFE program costs \$51.1 million and receives funding from the City's "SAFE" fees, Urban Renewal funding, and Grants/PVT Development (**Figure 4**).

**Figure 5** illustrates the program's progress to date, and **Figure 6** shows the location and timeline for remaining projects.

<sup>17</sup> Safe Access for Everyone. <https://www.milwaukieoregon.gov/engineering/safe>

Figure 4. SAFE Funding Breakdown (dollar amount in millions)

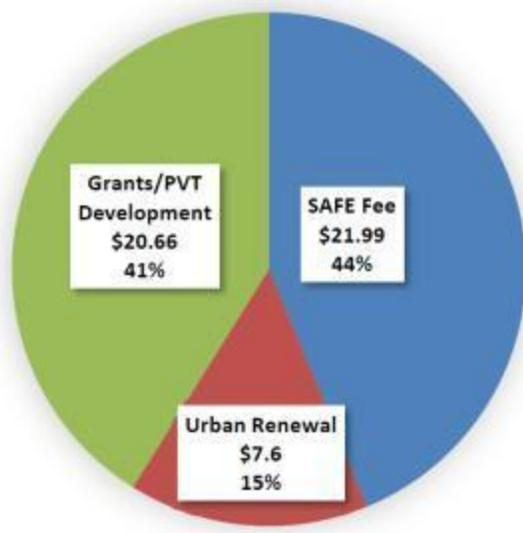
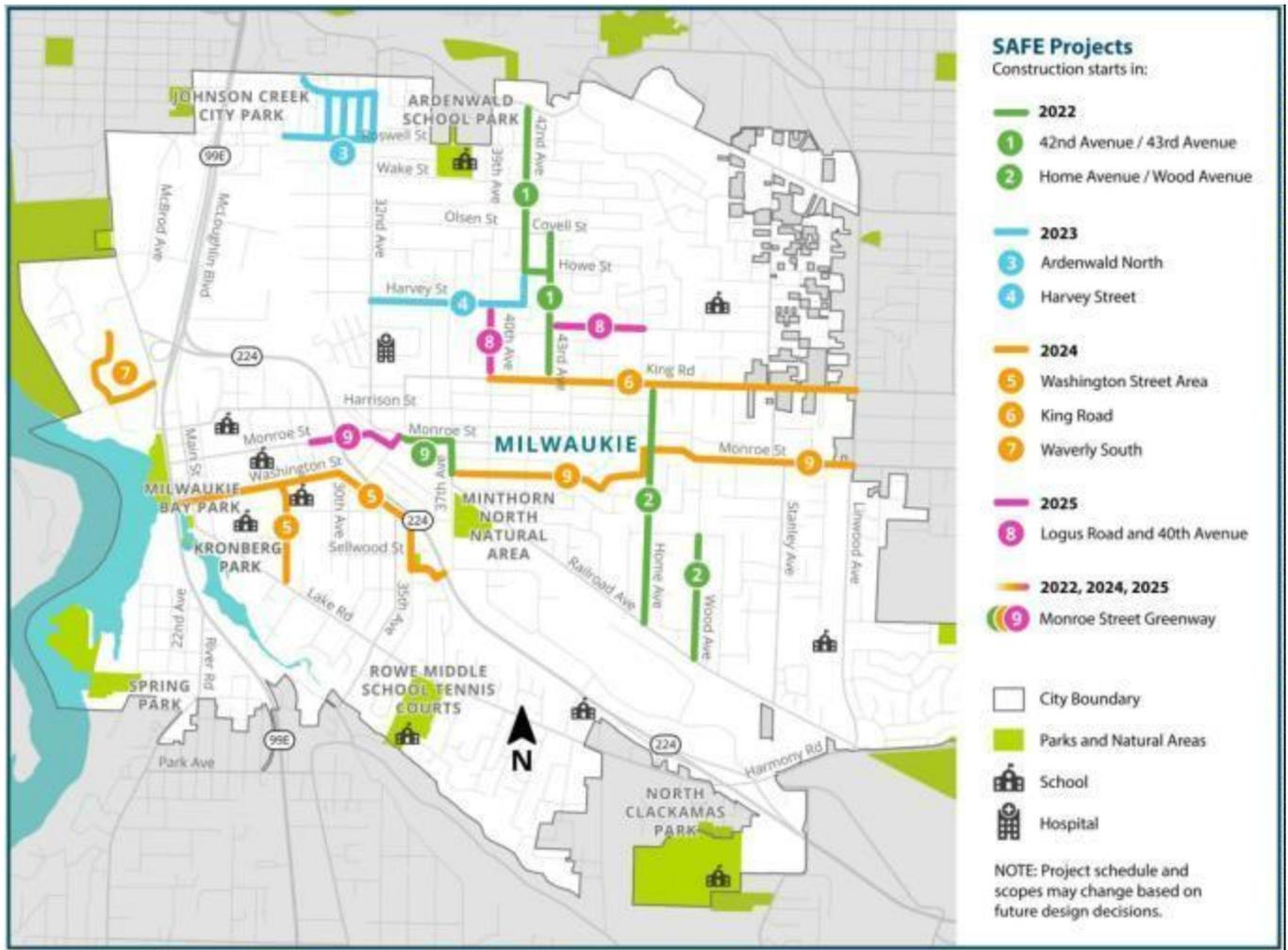


Figure 5. SAFE Program Progress Measures

Figure 6. Remaining SAFE Project Locations and Timeline<sup>18</sup>



**Project Relevance:** The TSP update projects should incorporate any remaining SAFE projects as potential safety-related TSP projects.

**Equity Implications and Objectives:** The City of Milwaukie continues to address the challenges presented by historical land-use and housing policies which have caused barriers to the creation of equitable transportation access. The Safe Program has increased access for those who do not have access to a car or have mobility challenges benefit from the project. The measures of success for the SAFE program include the number ADA ramps that are installed and the number of public engagement opportunities that are held. These new ramps are primarily located areas of high-volume traffic, which historically contained limited accessible transportation facilities. The TSP should utilize and incorporate lessons learned from the SAFE Project.

<sup>18</sup> Milwaukie SAFE Project Locations and Descriptions: <https://maps.ila.us.com/milwaukie-safe>

## Neighborhood Hubs Project<sup>19</sup>

The Neighborhood Hubs project combines planning, placemaking, and economic development programs to increase access to goods and services in residential areas. Hubs are envisioned to be local gathering destinations for residents to have access to various goods and services, including open space or other places to socialize within walking or biking distance.

The Neighborhood Hubs project will result in program and policy changes that will make it easier for Neighborhood Hubs to become a reality in the near and long-term future. The project is exploring a variety of tools that will help develop Hubs at various stages of growth while allowing a path for new Hubs to emerge.

Hubs will vary in size and intensity, some can be as small as a neighborhood amenity like a tool library or pop-up event. Others could be larger like a cluster of buildings with housing located above shops and services. Hubs take time to develop; some may take several years and some may never develop.

Community input was gathered to help develop Neighborhood Hub concepts throughout the City. The City's Comprehensive Plan adopted policies to promote the development of Neighborhood Hubs, including the following transportation-related policies:

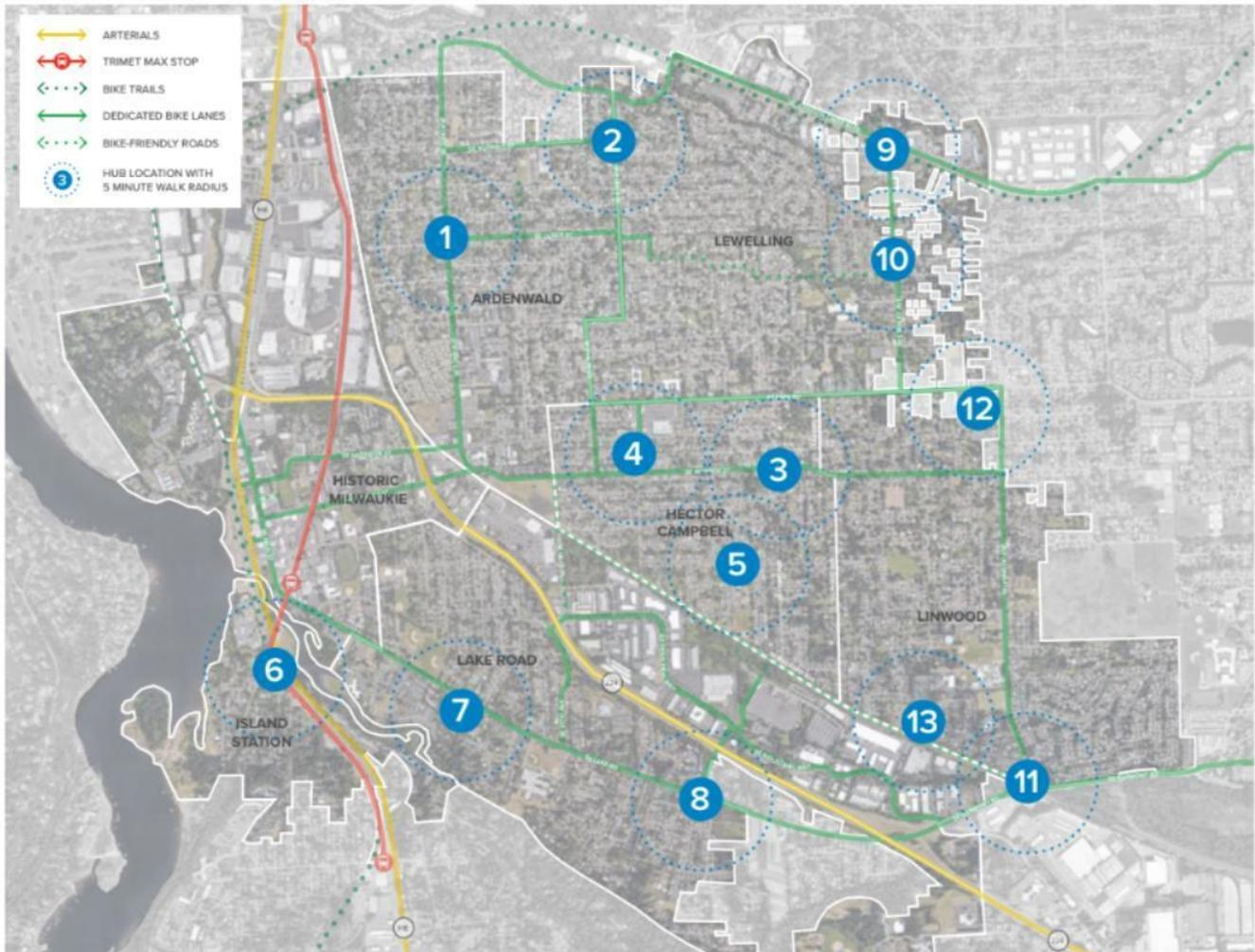
- Policy 6.1.6: Encourage the creation of compact, walkable neighborhoods and neighborhood hubs throughout the city that provide a mix of uses and help reduce transportation emissions and energy usage.
- Policy 6.2.2: Work with local businesses and regional partners to increase transit usage and develop last mile solutions to Milwaukie homes, businesses, and neighborhood hubs.
- Policy 8.1.4 – Neighborhood Hubs
  - c) Ensure new development contributes to a pedestrian friendly environment along the property frontage.
- Policy 8.2.1.g: Use urban design features to reduce trips or slow traffic through areas where pedestrian safety is especially a concern, e.g., NMU districts and neighborhood hub areas.
- Policy 11.1.9: Foster a series of distinct neighborhood hubs that include services and amenities such as childcare, gathering places, restaurants and fresh food sources to which residents can walk, bike, or ride transit.

**Error! Reference source not found.** shows the locations of suggested Neighborhood Hubs and bike and transit routes.

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<sup>19</sup> Neighborhood Hubs Project – Phase II. <https://engage.milwaukieoregon.gov/hubs-phase2/widgets/71545/faqs#11550>

**Figure 7. Neighborhood Hubs Locations and Transit and bike Routes**



**Project Relevance:** The TSP update should prioritize projects that enhance bike, pedestrian, or transit connectivity and access to Neighborhood Hubs. In addition, the TSP update should consider policies to promote safe, multimodal access to Neighborhood Hubs, consistent with the Comprehensive Plan Neighborhood Hub policies.

**Equity Implications and Objectives:** Neighborhood Hubs were created to promote continued development of more complete neighborhoods that include opportunities to shop, eat, drink and gather in a more geographically equitable way. They provide a neighborhood level planning focus to promote multi-modal options. TSP policies and projects that support access to Neighborhood Hubs should prioritize safety and access for underserved groups, including multimodal connections (e.g., bike routes, pedestrian/sidewalk connectivity, transit access) and ADA accessibility. In addition, TSP policies and projects should address any concerns related to mobility in Neighborhood Hubs.

### Housing Capacity Analysis and Housing Production Strategy (2023)<sup>20</sup>

The Milwaukie Housing Capacity Analysis (HCA) compares residential land supply and housing unit capacity with the City’s forecasted 20-year housing needs. As shown in **Table 4**, the City has sufficient capacity to accommodate forecasted housing needs over the next 20 years. However, the City has a deficit of capacity for high density housing over the next 20 years, and the HCA also identified a greater need for housing that is affordable to renters and homeowners.

**Table 4. Milwaukie Housing Capacity and Housing Needs Comparison**

Plan Designation	Capacity (Dwelling Units)		Demand (Dwelling Units)	Capacity less Demand (Dwelling Units)	
	Low	High		Low	High
Moderate Density	748	1,748	969	(221)	779
High Density	92	92	450	(358)	(358)
Commercial Mixed Use	2,118	2,118	251	1,867	1,867
<b>Total</b>	<b>2,958</b>	<b>3,958</b>	<b>1,670</b>	<b>1,288</b>	<b>2,288</b>

The HCA estimates that over one-third of new units in the next 20 years will need to be affordable to residents with low or extremely low incomes. The City’s Housing Production Strategy (HPS) identifies actions and strategies that are intended to help Milwaukie meet its housing needs.<sup>21</sup> The HPS builds upon the Milwaukie Housing Affordability Strategy (MHAS)<sup>22</sup> by identifying funding, key partnerships, and implementation timelines for each of the housing actions. Overall, the HPS includes the following ten actions:

- A. Develop a Land Bank Strategy and Partnerships to Support Affordable Housing Development
- B. Reduce SDCs or Planning Fees
- C. Implement the Multiple-Unit Limited Tax Exemption Program
- D. Increase Capacity in the HDR Zone
- E. Evaluate Incentives for Affordable Housing Development such as Density Bonuses
- F. Develop Pre-Approved Plan Sets for ADUs and Middle Housing Typologies
- G. Develop Housing Options and Services to Address and Prevent Houselessness
- H. Establish and Implement a Revolving Loan Fund for Homeownership Assistance
- I. Use Urban Renewal/Tax Increment Finance (TIF)
- J. Administer a Construction Excise Tax

<sup>20</sup> Milwaukie Housing Capacity Analysis and Production Strategy. <https://www.milwaukieoregon.gov/housingaffordability/housing-capacity-analysis/housing-production-strategy>

<sup>21</sup> Milwaukie Housing Production Strategy. [https://www.oregon.gov/lcd/UP/Documents/20230802\\_HPS\\_Milwaukie.pdf](https://www.oregon.gov/lcd/UP/Documents/20230802_HPS_Milwaukie.pdf)

<sup>22</sup> Milwaukie Housing Affordability Strategy (MHAS) 2018-2023 Action Plan. [https://www.milwaukieoregon.gov/sites/default/files/fileattachments/community\\_development/page/78261/final\\_mhas\\_report.pdf](https://www.milwaukieoregon.gov/sites/default/files/fileattachments/community_development/page/78261/final_mhas_report.pdf)

**Project Relevance:** The HPS includes several actions focused on boosting affordable housing and increasing density. The TSP update should consider areas in the City that will anticipate housing growth over the next 20 years to determine potential travel demand associated with residential growth. Transportation projects identified for certain areas that will experience growth should also consider the type of housing growth and anticipated density to determine appropriate modal projects and facility capacity (e.g., areas that will support more multi-family development may be candidates for transit or bike/ped improvements).

**Equity Implications and Objectives:** A significant portion of the City's housing needs are for low income and extremely low-income residents. TSP update policies and projects should be coordinated with the HPS strategies that are intended to meet the needs of low income or disadvantaged residents. TSP policies and projects should also coordinate with HPS strategies that are intended to mitigate residential displacement risk associated with public facility or transportation investments.

### Monroe Street Neighborhood greenway Concept Plan (2015)

The Monroe Street Neighborhood Greenway Concept Plan provided a series of street design, safety, and traffic calming treatments that are intended to improve safety for pedestrians and bicyclists as well as enhance the overall neighborhood environment. The Greenway is currently under phased construction.

As an important east-west route across Milwaukie, Monroe Street connects several neighborhoods and downtown Milwaukie, and has been identified in the city's Transportation System Plan (TSP) as a "neighborhood greenway." Neighborhood greenways are low-volume, low-speed routes that provide safe, quiet routes for motorists, pedestrians, and cyclists. Neighborhood greenways often include improvements that reduce vehicle speeds (for example, with curb extensions or mini traffic circles), which makes them safer and more inviting for neighbors, walkers, and bikers, while also reducing cut-through traffic from outside the neighborhood.

The Monroe Street Greenway will run from the Trolley Trail at Milwaukie Bay Park through downtown Milwaukie and all the way to the multi-use paths constructed along Linwood Ave. Separately, Clackamas County will extend the Linwood multi-use paths to the Springwater Corridor and is undertaking design and construction of the Monroe Street Greenway from Linwood Avenue to Fuller Road (construction in 2024-25).

**Project Relevance:** The Concept Plan includes a number of identified improvements that are organized into three phases based on anticipated implementation timeline;

- The Downtown Segment runs from 21st Avenue to 29th Avenue. It runs from downtown, across the light rail and ends at 29th Avenue. Milwaukie is currently looking into funding this segment.
- The Central Segment runs from 29th Avenue to 34th Avenue. It crosses Highway-224 and turns onto Campbell Street to use the Oak Street railroad crossing. Milwaukie is in the process of signing an agreement with ODOT to contribute \$1.55 Million dollars (Statewide Transportation Improvement Program: STIP) to the construction of this segment. This segment is scheduled to be completed in 2025-2026.
- The East Segment runs from 34th Avenue to Linwood Avenue. It will run along the Seven Acre Apartments and turn onto 37th Avenue and Washington Street for a safer route. The Seven Acre Apartments is completing their part in 2023. ODOT and Milwaukie segment is scheduled to be constructed in 2025-2026.

**Equity Implications and Objectives.** This Concept Plan represents a community-based planning initiative to increase active transportation and address safety concerns. This project should be a base line and example for future transportation projects which look to do the same. Understanding and replicating the neighborhood-based alignment needed to develop this concept plan can address the economic and social impacts that underserved community members may face with Greenway projects. However, as the community continues to change it will be important to review previous project decisions, engagement, and community feedback to ensure this project aligns with new equity strategies.

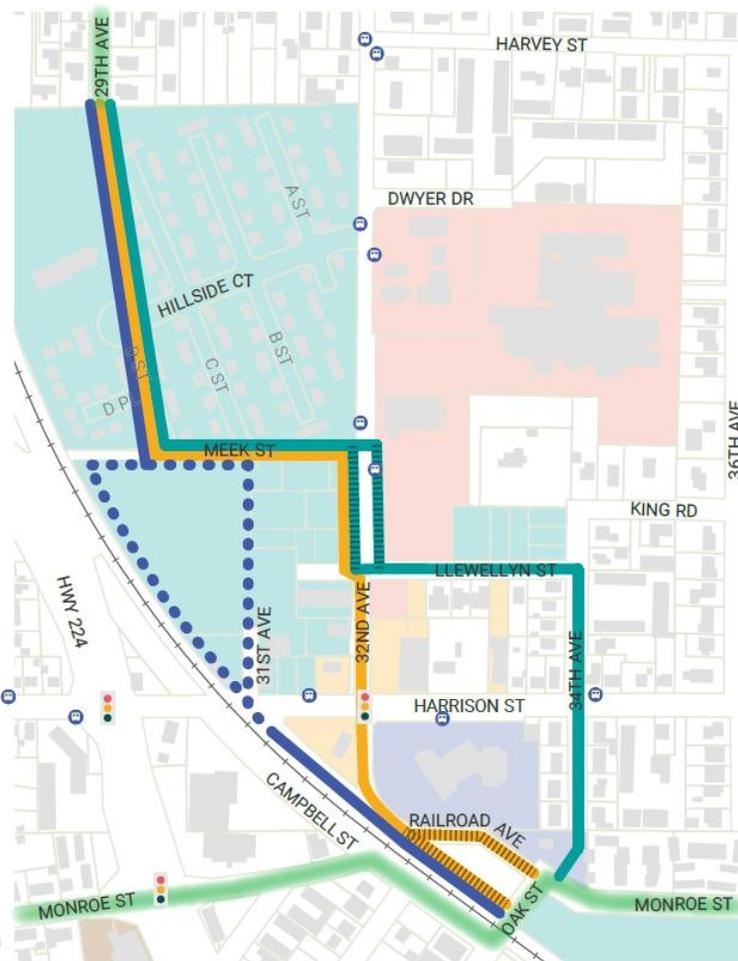
### Central Milwaukie Bikeway Connections Plan

The Central Milwaukie Bikeway Connections (CMBC) Plan identifies a safe and comfortable bikeway connection through Central Milwaukie. The bikeway connects the 29<sup>th</sup> Avenue Neighborhood Greenway to the north and the Monroe Neighborhood Greenway to the south and east. The Plan evaluated three route options and scored the options based on various criteria, including traffic safety, route comfort, costs, and several other factors. The three route options were studied further in 2021, however City Council did not select a preferred route. The preferred route should be discussed as part of the TSP update.

**Figure 8. CMBC Bikeway Preferred Alternative**

#### ALL ROUTE OPTIONS CENTRAL MILWAUKIE BIKEWAY CONNECTIONS

- Railroad
  - Development Site
  - Providence Hospital
  - School
  - Key Businesses
  - City Property
  - Building
  - Property Lines
  - Traffic Signal
  - Original TSP Option\*
  - Route Option 2\*\*
  - Route Option 3\*\*
  - Neighborhood Greenway connection
  - Bus Stop
- \*Dotted line indicates route location still to be determined or unknown
- \*\*Hash marks indicate multiple options exist in these locations



0 250 500 Feet

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



**Project Relevance:** The TSP update should consider incorporating unfinished CMBC improvements as new TSP projects. The TSP update process may also identify the gaps needed to complete unfinished projects.

**Equity Implications:** The Central Milwaukie Bikeway Connection Plan represents a neighborhood-based planning initiative to increase active transportation and address safety concerns. This project should be an example for future transportation projects which look to do the same. Understanding and replicating the neighborhood-based alignment needed to develop this plan can address the economic and social impacts that underserved community members may face with Bike projects. However, as the community continues to change it will be important to review previous project decisions, engagement, and community feedback to ensure this project aligns with new equity strategies.

## STATEWIDE PLANS AND POLICIES

State Plan/Policy	Plan/Policy Summary	TSP Relevance
Oregon Transportation Plan (2006)	The Oregon Transportation Plan (OTP) is the state's long-range multi-modal transportation plan that addresses the future transportation needs of the State of Oregon through the year 2030. The primary function of the OTP is to establish goals, policies, strategies, and initiatives that are translated into a series of modal plans, such as the Oregon Highway Plan and Oregon Bicycle and Pedestrian Plan.	The OTP's key initiatives will guide the TSP update, specifically in the areas of system management, maximizing performance of the existing transportation system using technology and creative design solutions, pursuing sustainable funding sources, and investing strategically in capacity projects. Consistent with a central OTP policy, the TSP update will seek to maximize the performance of the existing local transportation system by the use of technology and system management before considering larger and costlier additions to the system.
Oregon Highway Plan (1999, Amended 2015)	The Oregon Highway Plan (OHP) is a modal plan of the OTP that guides planning, operations, and financing for ODOT's Highway Division. Policies in the OHP emphasize the efficient management of the highway system to increase safety and to extend highway capacity, partnerships with other agencies and local governments, and the use of new techniques to improve road safety and capacity.	OHP policies provide guidance related to the accessibility, mobility, and function of state highways. The TSP planning process will consider policies in the OHP to guide proposed improvements, modifications, or local policies that could affect any of the state facilities in the City.

State Plan/Policy	Plan/Policy Summary	TSP Relevance
Oregon Bicycle and Pedestrian Plan (2016)	The intent of the Oregon Bicycle and Pedestrian Plan (OBPP) is to create a policy foundation that supports decision-making for walking and biking investments, strategies, and programs that help to develop an interconnected, robust, efficient, and safe transportation system. The OBPP establishes the role of walking and biking as essential modes of travel within the context of the entire transportation system and recognizes the benefit of these modes to the people and places in Oregon.	The policies and design guidance in the OBPP apply to state highway facilities in Milwaukie. State policy and design guidance will be considered in evaluating and planning for the TSP's local street standards and bicycle and pedestrian system elements.
Oregon Rail Plan (2020)	The Oregon State Rail Plan is a state modal plan under the OTP that addresses long-term freight and passenger rail planning in Oregon. The plan provides a comprehensive assessment of the state's rail planning, freight rail, and passenger rail systems. It identifies specific policies concerning rail in the state, establishes a system of integration between freight and passenger elements into the land use and transportation planning process, and calls for cooperation between state, regional, and local jurisdictions in planning for rail.	The TSP will consider the needs of the freight and modal connections to the rail system within the City while developing recommended policies and projects related to improving safety, mobility, and freight efficiency.
Oregon Freight Plan (2023)	The Oregon Freight Plan (OFP) is the modal plan that guides the movement of goods and commodities on the State highway system. Its purpose statement identifies the intent to "improve freight connections to local, Native American, state, regional, national and global markets in order to increase trade-related jobs and income for workers and businesses." The objectives of the plan include prioritizing and facilitating investments in freight facilities (including rail, marine, air, and pipeline infrastructure) and adopting strategies to maintain and improve the freight transportation system.	Maintaining and enhancing efficiency of the truck freight system in the study area will be an objective of the updated TSP. The project advisory committee should include members that represent freight interests.
Oregon Public Transportation Plan (2017)	The Oregon Public Transportation Plan (OPTP) provides guidance for ODOT and public transportation agencies regarding the development of public transportation systems. The OPTP is intended to establish a common foundation for local, regional, and	The TSP will consider the needs of transit in Milwaukie while developing recommended policies and projects related to improving transit service. In addition, the project advisory committee will include a representative from

State Plan/Policy	Plan/Policy Summary	TSP Relevance
	state agencies by establishing a public transportation vision and goal and providing a policy and strategy framework to inform decision making.	ODOT and TriMet who will advise on transit needs and improvements.
Oregon Transportation Safety Action Plan (2021)	An element of the OTP, the Oregon Transportation Safety Action Plan (TSAP) provides long-term goals, policies and strategies and near-term actions to eliminate deaths and life-changing injuries. The TSAP addresses all modes on all public roads in Oregon.	The TSAP will be used as a resource while updating the TSP, in particular when developing local goals, policies, and strategies to improve safety in Milwaukie and prioritizing projects related to enhancing multi-modal safety. The City's planning project includes a safety goal that will inform the development of the TSP update, including the identification of transportation improvements that improve safety for all road users.
Oregon Transportation Options Plan (2015)	The Oregon Transportation Options Plan (OTOP) is a topic plan that establishes policies, strategies, and programs that promote efficient use of existing transportation system investments, thereby reducing reliance on the single-occupancy vehicle and facilitating more transportation by walking, biking, taking transit, and ridesharing.	The updated TSP will draw on program and strategy ideas in the OTOP as appropriate in order to enhance opportunities for non-motorized transportation modes and transit in Milwaukie.
Access Management Rule (OAR 734-051) (2014)	Oregon Administrative Rule (OAR) 734-051 defines the State's role in managing access to highway facilities in order to maintain functional use and safety and to preserve public investment. OHP Policy 3A and OAR 734-051 set access spacing standards for driveways and approaches to the state highway system.	Analysis for the TSP update and final project recommendations will need to reflect state requirements for state facilities; the updated TSP will comply with, or move in the direction of compliance for meeting access management standards on state highway facilities in Milwaukie. Implementation measures that will be developed for the TSP update may entail amendments to city code to ensure local development requirements are consistent with state access management requirements as well as reflect the draft TSP recommendations related to safety and access management.
ORS 366.215 (Freight Routes – Vehicle Carrying Capacity)	State statutes dictate that the Oregon Transportation Commission may not permanently reduce the “vehicle-carrying capacity” of an identified Freight Route (Reduction Review Route) unless safety or access considerations require the reduction, or a local government requests an exemption	US 224 (Clackamas Hwy No. 171) and US 99 E (Pacific Hwy No. 081) are listed on TransGIS as Reduction Review Routes. Planning documents that propose features that could be a reduction of vehicle-carrying capacity must be in compliance with the statute. Where necessary for safety or access considerations,

State Plan/Policy	Plan/Policy Summary	TSP Relevance
	and the Commission determines it is in the best interest of the state and freight movement is not unreasonably impeded.	the TSP may identify a need to obtain approval for proposed future actions by following the ORS 366.215 Review Process.
ODOT Highway Design Manual (2023)	The Highway Design Manual (HDM) provides ODOT with uniform standards and procedures for planning studies and project development for the state's roadways. It is intended to provide guidance for the design of all projects on the State's highways. The ODOT Blueprint for Urban Design (BUD) was recently incorporated into the HDM.	The ODOT HDM and BUD provide design standards and guidance applicable to state highway facilities in Milwaukie. Proposed improvements on these state facilities as part of the Milwaukie TSP update will be informed by the HDM and BUD.
ODOT Analysis Procedures Manual (2020)	The Analysis Procedures Manual (APM) provides the current methodologies, practices, and procedures for conducting long term analysis of ODOT plans and projects. The APM is generally based on methodologies found in the Highway Capacity Manual (HCM).	The Milwaukie TSP update will use APM methodology to forecast future transportation growth rates and analyze safety at study intersections and to assess the quality of the pedestrian network and the quality of the bicycle facility inventory (using Bicycle Level of Traffic Stress methodology).
Statewide Planning Goals	The foundation of Oregon's statewide land use planning program is a set of 19 Statewide Planning Goals. The goals express the state's policies on land use and other related topics, such as citizen involvement, housing, and natural resources. Oregon's statewide goals are achieved through local comprehensive planning, including the development and implementation of TSPs.	The TSP update analysis will ensure consistency with the Statewide Planning Goals listed above. The TSP adoption findings will describe how each of the relevant goals are satisfied by the Milwaukie TSP.
Statewide Transportation Improvement Program (2021-2024) & Draft Update (2024-2027)	The State Transportation Improvement Program (STIP) is the four-year programming and funding document for transportation projects and programs on state and regional transportation systems, including federal land and Indian reservation road systems, interstate, state, and regional highways, bridges, and public transit. It includes improvements that have approved state and federal funding and that are expected to be undertaken during the upcoming four-year period.	The TSP update analysis will take into account projects that are programmed in the STIP. An expected outcome of this planning process is proposed recommendations to amend the STIP to include projects from the updated TSP. Projects recommended in the updated TSP may be eligible for funding through the ODOT Enhance program, which awards funding through a competitive application process. The TSP update will also consider proposed projects that are a part of the 2024-2027 STIP.
Oregon Statewide Transportation Strategy (2013)	The Statewide Transportation Strategy (STS) is a state-level scenario planning effort that examines all aspects of the transportation system, including the movement of people	The TSP planning process will consider the strategies identified in the STS and will help articulate the City of Milwaukie's commitment

State Plan/Policy	Plan/Policy Summary	TSP Relevance
	and goods, and identifies a combination of strategies to reduce greenhouse gas, or GHG emissions. The STS identifies a variety of effective GHG emissions reduction strategies in transportation systems, vehicle and fuel technologies, and urban land use patterns.	to reducing GHG emissions in the development of plan recommendations.
Transportation Planning Rule (OAR 660-012)	The Transportation Planning Rule (TPR), OAR 660-012, implements Statewide Planning Goal 12: Transportation. The TPR contains numerous requirements governing transportation planning and project development, including the required elements of a TSP. In addition to guiding local plan development, the TPR requires each local government to amend its land use regulations (e.g., development code) to implement its TSP.	As mentioned, the state's Climate Friendly and Equitable Communities (CFEC) requirements included updates to the TPR to account for climate change in land use and transportation planning in metropolitan areas. The TSP update will need to comply with the CFEC rules. See the discussion on the Climate Executive Order and CFEC for more information.
Oregon Roadway Departure Implementation Plan (2017)	Roadway Departures (RwD) are defined by the Federal Highway Administration as a highway accident that "occurs after a vehicle crosses an edge line or a center line, or otherwise leaves the traveled way." The Oregon Roadway Departure Implementation Plan identifies RwD safety measures. It also identifies the locations, deployment levels, and expected safety benefits of systemic implementation of RwD countermeasures.	To the extent that the crash data for highway facilities in Milwaukie reveals a significant number of RwD accidents, RwD countermeasures will be considered for Milwaukie TSP Safety projects.
Oregon Intersection Safety Implementation Plan (2012)	Oregon's Transportation Safety Action Plan (TSAP) includes an overall goal of reducing the roadway fatality rate, and the Oregon Intersection Safety Action Plan seeks to advance this goal by offering a systematic approach of cost-effective countermeasures for moderate- to high-crash intersections. The Plan provides a comprehensive analysis of intersection types and their historic crash patterns and suggests a suite of countermeasures that may be appropriate for the various intersection types.	The Milwaukie TSP should evaluate the countermeasures presented in the Oregon Intersection Safety Action Plan and their applicability for moderate- and high-crash intersections in Milwaukie. Appropriate countermeasures may be considered for TSP intersection and safety projects.
Oregon Bicycle and Pedestrian Safety Implementation Plan (2014)	The Oregon Bicycle and Pedestrian Safety Implementation Plan includes a systematic analysis of bicycle and pedestrian safety of Oregon's highway network. This analysis includes a comprehensive review and	The Milwaukie TSP process will consider the methods and results from the Oregon Bicycle and Pedestrian Implementation Plan when evaluating bicycle and pedestrian safety issues in Milwaukie. The TSP will also consider the

State Plan/Policy	Plan/Policy Summary	TSP Relevance
	evaluation of bicycle and pedestrian crash data across Oregon. Based on the results of the bicycle and pedestrian crash analysis, the Plan provides a countermeasure selection process for high-risk locations for bicycle and pedestrian crashes.	counter-measures provided from the Plan to help determine the appropriate improvements and interventions for bicycle and pedestrian safety projects.
Oregon Standard Specifications for Construction (2021)	The Oregon Standard Specifications for Construction provide the construction and design guidelines for all ODOT construction projects. ODOT contractors must follow practices that are consistent with the specifications included in the Specifications manual.	Planned projects that involve facilities under ODOT or the City of Milwaukie's jurisdiction will ultimately need to be constructed pursuant to the applicable design specifications included in the Oregon Standard Specifications for Construction. The required specifications for a specific improvement may also help determine project timelines and cost estimates.
TSP Guidelines (2023)	The TSP Guidelines were created to assist local jurisdictions in the preparation and update of city and county Transportation System Plans and Regional Transportation System Plans (RTSPs). The guidelines have helped cities, counties, and metropolitan planning organizations develop plans that meet local needs and comply with state regulation and policy direction, including applicable elements of the TPR, the OTP, and associated mode and topic plans, such as meeting the OHP's Mobility Policy 1F. The TSP Guidelines have been periodically updated to reflect various State modal plan updates; an update is currently underway that will address the most recent TPR updates.	The Milwaukie TSP process will reflect the phases and steps that are outlined in the Transportation System Plan Guidelines. As needed, the TSP planning process will also account for any revisions to the Guidelines that are intended to incorporate any TPR amendments or other modal plan updates that occur during this project.
ODOT Traffic Manual (2023)	The ODOT Traffic Manual offers policy guidance for traffic engineering and provides methods and procedures for ODOT facility design and development. The Traffic Manual is organized by general highway development procedures, safety guidance, traffic control tools, intersection control measures, and other traffic operations.	The TSP update will consider the Traffic Manual guidance for proposed policies and projects related to highway facilities in Milwaukie.
ODOT Active Transportation	The ATNI compiles existing active transportation facilities on state highways to assess needs and deficiencies. <sup>23</sup> It prioritizes	The ATNI web map includes prioritization scores for bicycle and pedestrian needs on ODOT

<sup>23</sup> Statewide Active Transportation Needs Inventory. <https://www.oregon.gov/odot/RPTD/Pages/Statewide-Active-Transportation-Needs-Inventory.aspx>

State Plan/Policy	Plan/Policy Summary	TSP Relevance
Needs Inventory (ATNI)	active transportation on State facilities based on evaluation criteria. Evaluation criteria are based on safety, connectivity, demand, equity, stakeholder input, and existing conditions.	facilities. <sup>24</sup> The TSP's needs and deficiencies inventory should take the ATNI prioritization scores for highway facilities in Milwaukie into account. In addition, the TSP update should consider the ATNI evaluation criteria and prioritization methods when identifying additional bicycle and pedestrian deficiencies and needs.
Oregon Resilience Plan (2013)	The Oregon Resilience Plan (ORP) identifies critical state facilities and needed improvements to prepare for the Cascadia earthquake.	The TSP update will account for transportation facilities in Milwaukie identified in the ORP. Critical facilities in the ORP may be considered for TSP projects.
Oregon Wildlife Corridor Action Plan (2023)	The Oregon Wildlife Corridor Action Plan is intended to help preserve long-term habitat connectivity for wildlife and provide guidance for the state to develop strategies to protect wildlife corridors. <sup>25</sup> The Plan includes an inventory of Priority Wildlife Connectivity Areas <sup>26</sup> that were identified by the Oregon Department of Fish and Wildlife (ODFW), and it contains recommendations for conservation actions and coordination with ODOT to reduce wildlife-vehicle collisions on the state's transportation facilities.	The TSP update will account for ODFW mapped Priority Wildlife Connectivity Areas that intersect existing or planned transportation facilities.

<sup>24</sup> ODOT ATNI – Evaluation Criteria and Prioritization Web Map. [\\*\\*\\*\\*\\*kai.maps.arcgis.com/apps/MapSeries/index.html?appid=fd738594718a403aa58d5faa033fc044](https://kai.maps.arcgis.com/apps/MapSeries/index.html?appid=fd738594718a403aa58d5faa033fc044)

<sup>25</sup> Wildlife Corridor Action Plan. [https://oregon.public.law/statutes/ors\\_496.272](https://oregon.public.law/statutes/ors_496.272)

<sup>26</sup> Priority Wildlife Connectivity Areas. <https://experience.arcgis.com/experience/6979b6598f904951bd0af1821e1595f1/>

