

EXHIBIT A
Milwaukie McLoughlin Boulevard
STA Management Plan
February 1, 2005

**This plan has been prepared in accordance with direction provided
by Oregon Department of Transportation Region 1.**

I. Existing Plan Goals and Objectives for Land Use and Transportation¹

This section identifies goals and policies related to the downtown, riverfront, environmental and historic resources, and the transportation system within the downtown and proximate to the STA.

A. Milwaukie Comprehensive Plan

The Milwaukie Comprehensive Plan was adopted on November 5, 1979 and has been amended at various times since.² Significant amendments include incorporation of the City's Transportation System Plan, Town Center Plan, and Downtown Land Use and Riverfront Framework Plan, which are discussed below. Important Comprehensive Plan policies that apply within the Special Transportation Area not covered by the plans referenced above include the following:

1. Residential Land Use
 - a. Locate higher density residential uses to support transit and implementation of the Town Center Master Plan.
 - b. The Town Center Area shall be served by multimodal transportation options. Off-street parking shall be discouraged.
2. Economic Base and Industrial/Commercial Land Use Element³
 - a. The Town Center Master Plan and the Downtown and Riverfront Land Use Framework Plan provide the most current Council direction for the future of downtown and riverfront.
 - b. The City will increase overall economic activity.

¹ No new plan goals and objectives are needed or proposed for implementation of the STA or the STA Management Plan.

² Ordinance 1437

³ Objective 11- Commercial Land Use: Highway Oriented Center includes discussion about arranging land use and access along McLoughlin Boulevard and Expressway 224. This planning objective is superseded in the downtown by the Downtown and Riverfront Land Use Framework Plan.

- c. The City will lobby strongly for roadway and other improvements outside the City that bears heavily on the community's industrial complex, such as efforts to reduce traffic on McLoughlin Boulevard and Expressway 224 and to improve connections between Milwaukie and downtown Portland.
- d. The City will implement the Town Center Master Plan to promote economic development based on compatible mixed uses within the Town Center.

3. Historic Resources

Two resources included in the City's historic resource inventory are located along McLoughlin Boulevard. These are 10914 SE Main Street, and the Portland Traction Line. Historic resource protection is implemented through city zoning.

4. Open Space and Recreation

A significant portion of lands within the Special Transportation Area lying westerly of McLoughlin Boulevard south of 17th Avenue are in public ownership, and are designated for open space purposes. Relevant policies include the following:

- a. Open space will be provided through park and recreation and natural area policies and the Willamette Greenway Program.
- b. Passive recreation will be encouraged at the Willamette River and Kellog and Johnson Creeks including trails and nature parks.
- c. The City will work with Clackamas County to establish a continuous pedestrian connection linking the Willamette River and North Clackamas Park.
- d. Development within designated natural resource areas will be subject to review to reduce environmental impacts.
- e. Riparian buffers shall be used to protect important water resources.
- f. The City's most important scenic views are oriented towards the Willamette River. The City will work with Oregon Department of Transportation to ensure future improvements do not obstruct the visual relationship between downtown and the riverfront area and encourage

that the large trees [along McLoughlin Boulevard] be retained where possible.

- g. The recreational use of the Willamette River shoreland and waterways will be maximized.
- h. Public and private uses shall be combined in any future mixed-use development along the Willamette River. Development shall include public access and public open space.

5. Willamette River Greenway Element

This element calls for creation of Greenway Design Plan for the purpose of protecting, enhancing, and maintaining the natural, scenic, historical, economic, and recreational qualities of lands along the river. While this plan has not been adopted, regulations that govern riverside development are implemented through the City's zoning regulations.

6. Air & Noise Quality

The plan is concerned with poor air quality along major transportation routes including McLoughlin Boulevard, Harrison Street, and Expressway 224 due to vehicle emissions. In addition, the greatest potential for noise problems is along these same transportation routes. Related policies include the following:

- a. Milwaukie will support regional transportation planning efforts aimed at controlling air pollution in downtown Portland and throughout the region.
- b. Milwaukie will encourage reduction of vehicle emissions by improving local [traffic] flow and seek ways to increase transit ridership.
- c. Local employment opportunities will be encouraged to reduce regional and inter-city work trips.
- d. The City will work with Oregon Department of Transportation to implement traffic management measures designed to improve traffic flow and thereby reduce roadway noise.

B. Milwaukie Transportation System Plan

The City's Transportation System plan was adopted into the Comprehensive Plan July 15, 1997.⁴ The plan includes elements as required by the state Transportation Planning Rule. The Milwaukie TSP was adopted in 1997 prior to adoption of the Town Center Plan and Downtown and Riverfront Land Use Framework Plan and accompanying Public Area Requirements. The TSP Walkway Network Plan, Bikeway Network Plan, and Transit Plan include all streets located within and providing access to the downtown including McLoughlin Boulevard. There are no TSP policies specific to the downtown. See Section 6 of this plan for additional information.

C. Milwaukie Town Center Master Plan

The Milwaukie City Council adopted the Town Center Master Plan into the Comprehensive Plan on December 2, 1997, as part of the Metro 2040 Urban Growth Management Functional Plan compliance process.⁵ Key elements of the plan include Housing, Transportation, and Commerce. The overall vision of the plan is to focus future mixed use, employment and housing development in the downtown with an emphasis on compact environment with pedestrian amenities and high quality transit service and multimodal street networks. Key objectives of the plan include the following:

1. Promote commercial activity by improving pedestrian access in the downtown.
2. Improve the City's image by fostering good streetscape along McLoughlin Boulevard.
3. Integrate riverfront planning into downtown planning.
4. Provide safe pedestrian, bicycle, and vehicle routes.
5. Ensure adequate transit service.
6. Promote economic revitalization.
7. Establish minimum residential densities.
8. Establish urban design standards.

⁴ Ordinance 1820.

⁵ Ordinance 1826. The Plan was originally adopted to meet planning requirements for a regional center. Subsequently, the center-design type was changed to Town Center at the request of the Milwaukie City Council.

9. Implement Milwaukie Transportation System Plan recommendations.

D. Downtown and Riverfront Land Use Framework Plan

1. The Milwaukie Downtown and Riverfront Framework Plan builds on the planning work completed for the Town Center Plan, and was adopted into the Milwaukie Comprehensive Plan on September 19, 2000.⁶ The plan lays out key policies for the mix and location of land uses in relation to the existing street network. The downtown core is to be strengthened by alignment of new land uses along Main Street. The plan calls for strong economic anchors at the north and south limits of the downtown to support first floor retail and upper floor office and housing. Building placement and access are oriented towards Main Street with curb cuts eventually being phased out along the east side of McLoughlin Boulevard.
2. A fundamental purpose of the plan is to improve pedestrian and visual connections between the downtown core and the riverfront. To implement this vision, the Plan calls for riverfront park and marina improvements, and economic redevelopment of the sewage treatment plant site. Access to these new features will be provided by a pedestrian under crossing of McLoughlin Boulevard between Monroe and Jefferson Streets, McLoughlin crossings and improved pedestrian facilities along the boulevard.
3. The Plan:
 - a. Ensures that McLoughlin Boulevard serves as a regional boulevard, yet does not separate the community from its greatest asset, the Willamette River.
 - b. Reestablishes Main Street as the retail heart of the Community.
 - c. Reestablishes the street grid north of Harrison Street to provide better transit, commercial, and housing access.
 - d. Provides a network of separate pedestrian and bicycle walkways and trails that links parks and open spaces with downtown and adjacent neighborhoods.

II. Provisions for Transition Areas bordering highway segments to introduce the motorist to different highway functions and speeds.

⁶ Ordinance 1880.

- A. For the northern transition area, which starts at the ramp to eastbound Highway 224 (MP 5.47), the right shoulder begins to narrow from 10 feet, down to five feet at MP 5.62, which is 0.05 miles north of the northern limit of the STA (MP 5.67 at Scott Street). The narrowing of the roadway provides motorists with an adequate transition as they enter the STA from the north. There is also a transition from a median barrier to a mountable curb separating the developing left turn lane from the opposing traffic.
- B. As of the date this STA management plan was written, construction of improvements to the southern segment of the STA is not planned, designed or programmed. Transitional area location and transitional design elements will be addressed for the southern STA approach at the time of conceptual design or preliminary engineering for the southernmost STA segment. Also, two other potential projects near the southern STA boundary – a Tri-Met transit center and a reconfiguration of the River Road/99E intersection – may provide opportunities to create transitional design elements to ensure traffic is entering the STA at an appropriate speed. This potential will be addressed when and if these projects are designed.

III. Design standards to improve local access and community functions, as applicable. These may include highway mobility standards, street spacing standards, signal spacing standards and street treatments.

- A. Milwaukie Zoning Ordinance Section 1400 Section establishes intersection performance standards in accordance with the Regional Transportation System Plan and roadway design standards for all areas outside of the area covered by Downtown Public Area Requirements, which subject to separate design standards. The code also requires traffic impact analyses for development proposals that exceed certain trip generation thresholds.
- B. Milwaukie Downtown and Riverfront Plan Public Area Requirements
The Downtown Plan is implemented in part by the Milwaukie Downtown and Riverfront Plan Public Area Requirements, which provides important details for the following:
 - 1. Circulation Framework including:⁷

⁷These changes facilitate a land consolidation needed for development of a grocery store between McLoughlin Boulevard and Main Street and to accommodate future high density housing on the east side of Main Street, north of Harrison Street. Other transportation improvements that support the downtown include a Main Street Pedestrian Walk, Main Street Streetscape Improvements and a Rail Trail along the Tillamook Branch.

- a. McLoughlin “boulevard design type” improvements. These have been refined in current engineered drawings dated 11/23/2004 and entitled OR 99E: Kellogg Creek- S.E. Harrison Street (Milwaukie) Sec. Pacific Highway East (McLoughlin Blvd.) Clackamas County, Oregon March 2005 as well as Intergovernmental Agreement #19032 between ODOT and City of Milwaukie
 - b. Scott Street relocation.
 - c. Adams street vacation.
 - d. 21st Avenue extension.
 - e. Planned Bikeways for McLoughlin, Main, Harrison, 21st, Monroe, Lake, and Washington.
 - f. Transit Routes along McLoughlin, 17th, Main, Harrison, 21st & Lake, and Washington.
 - g. On Street Parking location and design for all streets other than McLoughlin Boulevard, on which parking is prohibited.
2. Street Standards including
- a. Street Classifications including the following
 - 1) Regional Boulevard: McLoughlin
 - 2) Arterials: Main Street; Jackson and Jefferson between McLoughlin and 21st; Monroe and Jackson McLoughlin to east of 21st.
 - 3) Collectors: Harrison, 17th, 21st and Lake.
 - 4) Local Streets: The relocated Scott Street and 21st Avenue extension.
 - b. Street right-of-way width for downtown streets.
 - c. Cross section designs including sidewalks, planter strips, parking, bike lane, and travel lanes.
 - d. Per Section 1.14, prohibition on McLoughlin Blvd. of curb cuts, driveways, garage entries and access ways to avoid dangerous and congesting-inducing auto turning conflicts. The section recognizes existing auto-oriented uses with curb cuts on McLoughlin, and states that these are non-conforming access points under the city’s existing zoning

ordinance, and that these non-conforming access points may remain until alteration of the existing use.

IV. Strategies for addressing freight and through traffic including traffic speed, possible signalization, parallel or other routes, and actions in other parts of the corridor, which address through traffic needs.

A. Design Features within the STA

1. The McLoughlin Boulevard reconstruction project includes the following design features that facilitate truck freight mobility.
 - a. It provides for a median, pedestrian refuge and/or turn lane on the roadway. Low to moderate vehicle speeds are to be expected.
 - b. Parallel freight routes include Highway 224 and Interstate 205. The RTP also identifies McLoughlin Blvd. as a freight road connector.

B. Plans Addressing the McLoughlin Corridor

1. Oregon Highway Plan (OHP)
 - a. The OHP identifies McLoughlin Boulevard north of the Clackamas Highway 171 (MP 5.46) as a state freight route.
 - b. South of milepost 5.46 McLoughlin is not designated as a state freight route.
2. Milwaukie Transportation System Plan
 - a. McLoughlin Boulevard and Expressway 224 are designated TSP major freight routes for all segments of these roadways within the City.
 - b. The following routes, which connect to both McLoughlin Boulevard and Expressway 224 and provide access to areas outside the City of Milwaukie, are designated "minor preferred truck routes":
 - 1) 17th Avenue
 - 2) Harrison Street
 - 3) King Road

- 4) Johnson Creek Boulevard east of Johnson Creek Boulevard
 - 5) Linwood Avenue
 - 6) Lake Avenue between Expressway 224 and Harmony Road
- c. The Milwaukie Transportation System Plan specifies the following truck and rail freight goals; specific objectives that carry out these goals are specified in the plan.
- 1) Ensure a safe, accessible and efficient rail freight system that facilitates the movements of goods to Milwaukie and through the region and State while minimizing conflicts with other travel modes.
 - 2) Provide a safe, cost effective and efficient truck route system that facilitates the movement of goods and services to Milwaukie and the through the region.
3. Regional Transportation Plan

McLoughlin Boulevard is designated a freight road connector in accordance with Figure 1.17 of the RTP.⁸ The RTP Regional Freight System Plan include the following summarized objectives:⁹

- a. Provide high quality access between freight transportation corridors and the region's freight intermodal facilities and industrial sanctuaries.
- b. Maintain a reasonable and reliable travel time for freight moving through the region in freight corridors.
- c. Coordinate public process to reduce or eliminate conflicts between current and future land uses, transportation uses, and freight mobility needs.
- d. The RTP street design classification for McLoughlin is "regional street" north of Highway 224 and south of River Road. The regional street classification is intended to accommodate significant vehicle traffic at moderate speeds, while also providing for transit, bicycle and pedestrian modes

⁸ This designation was changed from a "Main Roadway Route" to the "Connector " designation per Metro Ordinance 04-1045A.

⁹ RTP Policy 15.0

4. Clackamas County Comprehensive Plan

- a. The County Comprehensive Plan induces the following transportation goals related to freight:
 - 1) Provide efficient, cost-effective and safe movement of freight in and through the County.
 - 2) Maintain and enhance the County's competitive advantage in freight distribution through the efficient use of a flexible, continuous, multi-modal transportation network that offers competitive choices for freight movement.
 - 3) Maintain a truck circulation plan for movement of freight on arterial roads where minimum impact will occur to neighborhoods, and industrial areas will have the service they need.
- b. County designated freight routes include McLoughlin Boulevard and Expressway 224.
- c. The Clackamas Comprehensive Plan, Chapter 10: McLoughlin Corridor Design Plan addresses part of the southern transition area, specifically SE Lakewood Drive (MP 6.57) to Oak Grove (MP 7.88). It states the goals for the corridor, which include:
 - 1) Design and improve McLoughlin to serve the needs of all travelers by all modes of transportation along and across the roadway;
 - 2) Design McLoughlin to serve a balance between regional and through traffic, including public transportation, bicycle and pedestrian travel;
 - 3) Enhance safety for all modes and improve the aesthetic appeal of McLoughlin;
 - 4) Create a high quality pedestrian environment, convenient access to transit, and a mix of land uses that implement the RTP's "corridor" design type.
- d. The plan includes cross-sections and access management recommendations, which are designed to promote through traffic and maintain, freight mobility. The standard arterial cross-section calls for four 12-foot travel lanes and a 14-foot center turn lane, six-foot bike lanes, 10-foot

landscaped buffers, eight-foot sidewalks and five-foot utility easements in a 120-foot right of way. The topographically constrained cross-section calls for the same roadway dimensions with the exception of the 10-foot landscaped buffers.

5. Portland Transportation System Plan

McLoughlin Boulevard is designated a regional traffic way/major city traffic street and regional truck street in the Portland TSP. Regional truck routes are intended to provide interstate and interregional truck movements. McLoughlin has a street design classification of urban throughway (i.e. designed to provide high-speed travel for longer motor vehicle trips throughout the region, lane widths that accommodate freight and high-speed travel, completely divided with no left turns, grade-separated street access, four to six lanes).

V. Parking Strategies, which address the design characteristics of the STA.

- A. No on-street parking is proposed within the McLoughlin Boulevard STA. Existing on-street parking along the west side of McLoughlin Boulevard will be eliminated as part of the boulevard reconstruction project.
- B. On-street and a number of public and private surface lots provide parking within the downtown area of the Town Center. On-street parking supply is un-metered; allowed parking periods vary by location and block face. The City contracts with a private vendor for issuance of paid parking permits on cit-owner lots.
- C. In June 2003, the City developed the Downtown Milwaukie Parking and Traffic Management Plan, which is pending adoption by the City Council. Key features of the plan include the following:
 - 1. Recommendations for balancing shopper, resident, commuter, and employee parking.
 - 2. Near-, Mid-, and Long-Term recommendations for managing parking supply in response to changes in parking demand, and traffic management strategies that respond to changes increased traffic due to downtown redevelopment.
 - 3. Institute a special traffic calming district in the downtown and surrounding neighborhood.

VI. Provisions for a network of local traffic, transit, pedestrian, and bicycle circulation.

Provisions from the Milwaukie Transportation System Plan:

- A. The structure of the roadway network includes the following connectors:
 - 1. McLoughlin Boulevard; 32nd Avenue, 34th Avenue; Stanley Avenue, and Linwood Avenue as north –south connectors.
 - 2. Expressway 224, Harrison Street, Lake Road, Railroad Avenue, and King Road as east - west connectors.
- B. Downtown Milwaukie destinations are accessible by way of a network of streets (depicted on attached map) as well as McLoughlin Boulevard.
- C. The TSP Walkway Network Plan includes all streets located within and providing access to the downtown including McLoughlin Boulevard.
- D. The TSP Bikeway Network plan in the area of the STA includes McLoughlin Boulevard, 17th Avenue, and River Road. An existing off-street bike path is located in two segments along the Willamette Riverfront. Planned bikeway routes in the area of the STA and downtown include Main Street, Harrison, 21st Avenue, Monroe, and Washington.
- E. The TSP Transit Plan (route and bus top locations) includes major streets in the downtown and the STA, including McLoughlin, Harrison, 17th Avenue, Jackson, Monroe, and Washington. Neither the TSP nor other adopted city plans identify new stops on McLoughlin Boulevard within the STA. Planning consideration has been given to on-street bus stops that will serve the combined bus and light rail transit center to be located on the east side of McLoughlin Boulevard opposite 22nd Avenue subject to project approval and funding. Preliminary design concepts contemplate pullouts on both sides of McLoughlin at the transit center site.

VII. Identification of needed improvements within the segment, or improvements that will support access to the segment, and designation of the party responsible for implementation, likely funding source and anticipated time frame

- A. The Milwaukie TSP includes the following project recommendations
 - 1. Study access control measures on McLoughlin Boulevard and Expressway 224.
 - a. Responsible jurisdiction: City of milwaukie (COM) and ODOT
 - b. Likely Funding Source: state

- c. Time Frame: 2007
2. Improve truck route roadways and intersections to adequately serve trucks.
 - a. Responsible jurisdiction: COM and ODOT
 - b. Likely Funding Source: State and federal
 - c. Time Frame: 2010
3. Consider Transportation Demand Management strategies for implementation city-wide.
 - a. Responsible jurisdiction: COM
 - b. Likely Funding Source: state and local
 - c. Time Frame: 2007
4. McLoughlin Boulevard Access Control (unspecified improvements)
 - a. Responsible jurisdiction: COM and ODOT
 - b. Likely Funding Source: state and local
 - c. Time Frame: >2007
5. Expressway 224 Access Control (unspecified improvements))
 - a. Responsible jurisdiction: COM and ODOT
 - b. Likely Funding Source: state and federal
 - c. Time Frame: >2008
6. Improve River Road and McLoughlin Intersection (upgrade traffic signals, roadway geometry and pedestrian connections)
 - a. Responsible jurisdiction: ODOT
 - b. Likely Funding Source: state
 - c. Time Frame: >2008
7. Improve McLoughlin/Harrison intersection (unspecified improvements)
 - a. Responsible jurisdiction: COM and ODOT
 - b. Likely Funding Source: state
 - c. Time Frame: >2010
8. Improve Harrison Street from McLoughlin to King (unspecified improvements)
 - a. Responsible jurisdiction: COM
 - b. Likely Funding Source: local
 - c. Time Frame: >2010

9. 17th Avenue Pedestrian Improvements (unspecified improvements)
 - a. Responsible jurisdiction: COM
 - b. Likely Funding Source: local
 - c. Time Frame: >2010

B. Regional Transportation Plan Projects

1. #1001& #1103 Light Rail Expansion
 - a. Responsible jurisdiction: Tri-Met
 - b. Likely Funding Source: Federal
 - c. Time Frame: >2009-2013
2. #5029 Highway 99E/224 Corridor Plan
 - a. Responsible jurisdiction: ODOT
 - b. Likely Funding Source: state
 - c. Time Frame: 2007-09
3. #5035 McLoughlin Boulevard Rapid Bus
 - a. Responsible jurisdiction: Tri-met
 - b. Likely Funding Source: federal
 - c. Time Frame: >2010
4. #5047 Mcloughlin boulevard reconstruction (Scott Street to Harrison Street)
 - a. Responsible jurisdiction: ODOT and COM
 - b. Likely Funding Source: federal
 - c. Time Frame: 2008-10
5. #5049 McLoughlin boulevard reconstruction (Kellogg Creek to River Road)
 - a. Responsible jurisdiction: ODOT and COM
 - b. Likely Funding Source: federal
 - c. Time Frame: 2012
6. #5062 Milwaukie Transportation Management Association Startup.
 - a. Responsible jurisdiction: COM
 - b. Likely Funding Source: local
 - c. Time Frame: >2009

VIII. Identify maintenance and operational strategies to be employed

- A. Maintenance responsibilities for the STA segment between Harrison Street and Kellogg Creek are described in Intergovernmental Agreement #19032 between the City of Milwaukie and ODOT. ODOT is responsible for maintenance between Harrison Street and Scott Street, and Between Kellogg Creek and River Road. Maintenance responsibilities for these segments will be negotiated and included in future agreements that implement boulevard improvements on these segments.

REFERENCES:

- Oregon Highway Plan, 1999 , ODOT
- McLoughlin Boulevard Retrofit Project-Technical Memo #3-Final Draft, March 11, 2003. DKS Associates.
- Milwaukie Transportation System Plan, 1997
- Regional Transportation Plan, 2000, METRO
- Clackamas County Comprehensive Plan, 2001, Clackamas County Department of Transportation and Development
- City of Portland Transportation System Plan, 2002, Office of Transportation-City of Portland