

AN ORDINANCE OF THE CITY OF MILWAUKIE, OREGON REGULATING
DEVELOPMENT IN FLOOD HAZARD AREAS.

WHEREAS, the Legislature of the State of Oregon has in
ORS 227.215 delegated to local government the responsibility
for adopting regulations for the development of land and

WHEREAS, the flood hazard areas of the City of Milwaukie
are subject to periodic inundation which results in loss of
life and property, health and safety hazards, disruption of
commerce and governmental services, extraordinary public
expenditures for flood protection and relief, and impairment of
the tax base, all of which adversely affect the public health,
safety and general welfare, and

WHEREAS, these flood losses are caused by the cumulative
effect of obstructions in areas of special flood hazards which
increase flood heights and velocities, and when inadequately
anchored, damage uses in other areas. Uses that are inadequately
floodproofed, elevated or otherwise protected from flood damage
also contribute to the flood loss, therefore,

THE CITY OF MILWAUKIE DOES ORDAIN AS FOLLOWS:

ARTICLE I
STATEMENT OF PURPOSE AND OBJECTIVES

Section 1. Statement of purpose. It is the purpose of
this ordinance to promote the public health, safety, and
general welfare, and to minimize public and private losses
due to flood conditions in specific areas by provisions designed:

- A. To protect human life and health;
- B. To minimize expenditure of public money and costly
flood control projects;
- C. To minimize the need for rescue and relief efforts
associated with flooding and generally undertaken at the expense
of the general public;
- D. To minimize prolonged business interruptions;
- E. To minimize damage to public facilities and utilities
such as water and gas mains, electric, telephone and sewer lines,
streets and bridges located in areas of special flood hazard;
- F. To help maintain a stable tax base by providing for the
sound use and development of areas of special flood hazard so
as to minimize future flood blight areas;
- G. To ensure that potential buyers are notified that
property is in an area of special flood hazard; and,

H. To ensure that those who occupy the areas of special flood hazard assume responsibility for their actions.

Section 2. Methods of Reducing Flood Losses. In order to accomplish its purposes, this ordinance includes methods and provisions for;

A. Restricting or prohibiting uses which are dangerous to health, safety, and property due to water or erosion hazards, or which result in damaging increases in erosion or in flood heights or velocities;

B. Requiring that uses vulnerable to floods, including facilities which serve such uses, be protected against flood damage at the time of initial construction;

C. Controlling the alteration of natural flood plains, stream channels, and natural protective barriers, which help accomodate or channel flood waters;

D. Controlling filling, grading, dredging, and other development which may increase flood damage; and

E. Preventing or regulating the construction of flood barriers which will unnaturally divert flood waters or which may increase flood hazards in other areas.

ARTICLE II DEFINITIONS

Unless specifically defined below, words or phrases used in this ordinance shall be interpreted so as to give them the meaning they have in common usage and to give this ordinance its most reasonable application.

"APPEAL" means to request review of the City's interpretation of any provision of this ordinance or a request for a variance.

"AREA OF SPECIAL FLOOD HAZARD" means the land in the flood plain within a community subject to a one percent or greater chance of flooding in any given year.

"BASE FLOOD" means the flood having a one percent chance of being equalled or exceeded in any given year.

"CITY" means the City of Milwaukie, Oregon.

"DEVELOPMENT" means any man-made change to improved or unimproved real estate, including but not limited to buildings or other structures, mining, dredging, filling, grading, paving, excavation or drilling operations.

"EXISTING MOBILE HOME PARK OR MOBILE HOME SUBDIVISION" means a parcel (or contiguous parcels) of land divided into two or more mobile home lots for rent or sale for which the construction of facilities for servicing the lot on which the mobile home is to be affixed (including, at a minimum, the installation of utilities, either final site grading or the pouring of concrete pads, and the construction of streets) is completed before the effective date of this ordinance.

"EXPANSION OF AN EXISTING MOBILE HOME PARK OR MOBILE HOME SUBDIVISION" means the preparation of additional sites by the construction of facilities for servicing the lots on which the mobile homes are to be affixed (including the installation of utilities, either final site grading or pouring of concrete pads, or the construction of streets).

"FLOOD" or "FLOODING" means a general and temporary condition of partial or complete inundation of normally dry land areas from:

- A. The overflow of inland or tidal waters, or
- B. The unusual and rapid accumulation of runoff of surface waters from any source.

"FLOOD INSURANCE RATE MAP" (FIRM) means the official map on which the Federal Insurance Administration has delineated both the areas of special flood hazards and the risk premium zones applicable to the community.

"FLOOD INSURANCE STUDY" means the official report provided by the Federal Insurance Administration that includes flood profiles, the flood Boundary-Floodway Map, and the water surface elevation of the base flood.

"FLOODWAY" means the channel of a river or other watercourse and the adjacent land areas that must be reserved in order to discharge the base flood without cumulatively increasing the water surface elevation more than one foot.

"HABITABLE FLOOR" means any floor usable for living purposes, which includes working, sleeping, eating, cooking or recreation, or a combination thereof. A floor used only for storage purposes is not a "habitable floor".

"MOBILE HOME" means a structure that is transportable in one or more sections, built on a permanent chassis, and designed to be used with or without a permanent foundation when connected to the required utilities. It does not include recreational vehicles or travel trailers.

"NEW CONSTRUCTION" means structures for which the "start of construction" commenced on or after the effective date of this ordinance.

"NEW MOBILE HOME PARK OR MOBILE HOME SUBDIVISION" means a parcel (or contiguous parcels) of land divided into two or more mobile home lots for rent or sale for which the construction of facilities for servicing the lot (including, at a minimum, the installation of utilities, either final site grading or the pouring of concrete pads, and the construction of streets) is completed on or after the effective date of this ordinance.

"START OF CONSTRUCTION" means the first placement of permanent construction of a structure (other than a mobile home) on a site, such as the pouring of slabs or footings or any work beyond the stage of excavation. Permanent construction does not include land preparation, such as clearing, grading, and filling, nor does it include the installation of streets and/or walkways; nor does it include excavation for a basement, footings, piers or foundations or the erection of temporary forms; nor does it include the installation on the property of accessory buildings, such as garages or sheds not occupied as dwelling units or not as part of the main structure. For a structure (other than a mobile home) without a basement or poured footings, the "start of construction" includes the first permanent framing or assembly of the structure or any part thereof on its piling or foundation. For mobile homes not within a mobile home park or mobile home subdivision, "start of construction" means the affixing of the mobile home to its permanent site. For mobile homes within mobile home parks or mobile home subdivision, "start of construction" is the date on which the construction of facilities for servicing the site on which the mobile home is to be affixed (including, at a minimum, the construction of streets, either final site grading or the pouring of concrete pads, and installation of utilities) is completed.

"STRUCTURE" means that which is built or constructed, an edifice or building of any kind, or any piece of work artificially built up or composed of parts joined together in some definite manner.

"SUBSTANTIAL IMPROVEMENT" means any repair, reconstruction, or improvement of a structure, the cost of which equals or exceeds 50 percent of the market value of the structure either:

A. before the improvement or repair is started, or

B. if the structure has been damaged and is being restored, before the damage occurred. For the purposes of this definition "substantial improvement" is considered to occur when the first alteration of any wall, ceiling, floor, or other structural part

of the building commences, whether or not that alteration affects the external dimensions of the structure.

The term does not include either:

A. any project for improvement of a structure to comply with existing state or local health, sanitary, or safety code specifications which are solely necessary to assure safe living conditions, or

B. any alteration of a structure listed on the National Register of Historic Places or a State Inventory of Historic Places.

"VARIANCE" means a grant of relief from the requirements of this ordinance which permits construction in a manner that would otherwise be prohibited by this ordinance.

ARTICLE III GENERAL PROVISIONS

Section 1. Lands to Which This Ordinance Applies

This ordinance shall apply to all areas of special flood hazards within the jurisdiction of the City of Milwaukie.

Section 2. Basis for Establishing the Areas of Special Flood Hazard.

The areas of special flood hazard identified by the Federal Insurance Administration in the scientific and engineering report entitled "The Flood Insurance Study for the City of Milwaukie," to be dated June 18, 1980, with accompanying Flood Insurance Rate Maps is hereby adopted by reference and declared to be a part of this ordinance. The Flood Insurance Study is on file at 10722 S.E. Main Street, Milwaukie, Oregon.

Section 3. Compliance.

No structure or land shall hereafter be constructed, located, extended, converted, or altered without full compliance with the terms of this ordinance and other applicable regulations. Violation of the provisions of this ordinance shall be punishable by a fine of not more than \$1000. Nothing contained in this subsection shall prevent the City from taking such other lawful action as is necessary to remedy any violation.

Section 4. Abrogation and Greater Restrictions

This ordinance is not intended to repeal, abrogate, or impair any existing easements, covenants, or deed restrictions. However, where this ordinance and another ordinance, easement, covenant, or deed restriction conflict or overlap, whichever imposes the more stringent restrictions shall prevail.

Section 5. Interpretation.

In the interpretation and application of this ordinance, all provisions shall be:

- A. Considered as minimum requirements;
- B. Liberally construed in favor of the city; and,
- C. Deemed neither to limit nor repeal any other powers granted under state statutes.

Section 6. Warning and Disclaimer of Liability.

The degree of flood protection required by this ordinance is considered reasonable for regulatory purposes and is based on scientific and engineering considerations. Larger floods can and will occur on rare occasions. Flood heights may be increased by man-made or natural cases. This ordinance does not imply that land outside the areas of special flood hazards or uses permitted within such areas will be free from flooding or flood damages. This ordinance shall not create liability on the part of the City of Milwaukie, any officer or employee thereof, or the Federal Insurance Administration, for flood damages that result from reliance on this ordinance or any administrative decision lawfully made thereunder.

ARTICLE IV ADMINISTRATION

Section 1. Establishment of Development Permit.

A development permit shall be obtained before construction or development begins within any area of special flood hazard established in Article III Section 2. The permit shall be for all structures including mobile homes, as set forth in the "DEFINITIONS," and for all other development including fill and other activities, also as set forth in the "DEFINITIONS". Application for a development permit shall be made on forms furnished by the Public Works Director and may include, but not be limited to: plans in duplicate drawn to scale showing the nature, location, dimensions, and elevations of the area in question; existing or proposed structures, fill, storage of materials, drainage facilities, and the location of the foregoing. Specifically, the following information is required:

- A. Elevation in relation to mean sea level, of the lowest floor (including basement) of all structures;
- B. Elevation in relation to mean sea level to which any structure has been floodproofed;

C. Certification by a registered professional engineer or architect that the floodproofing methods for any nonresidential structure meet the floodproofing criteria in Article V, Section 2.B.; and,

D. Description of the extent to which any watercourse will be altered or relocated as a result of proposed development.

Section 2. Designation of the Public Works Director.

The Public Works Director is hereby appointed to administer and implement this ordinance by granting or denying development permit applications in accordance with its provisions.

Section 3. Duties and Responsibilities of the Public Works Director.

Duties of the Public Works Director shall include, but not be limited to:

A. Permit Review.

(1.) Review all development permits to determine that the permit requirements of this ordinance have been satisfied.

(2.) Review all development permits to determine that all necessary permits have been obtained from those federal, state or local governmental agencies from which prior approval is required.

(3.) Review all development permits to determine if the proposed development is located in the floodway. If located in the floodway, assure that the encroachment provisions of Article V, Section 3.A. are met.

B. Use of Other Base Flood Data.

When base flood elevation data has not been provided in accordance with Article III, Section 2, BASIS FOR ESTABLISHING THE AREAS OF SPECIAL FLOOD HAZARD, the Public Works Director shall obtain, review, and reasonably utilize any base flood elevation data available from a federal, state or other source, in order to administer Article V, Section 2.A., SPECIFIC STANDARDS, Residential Construction, and Article V, Section 2.B., SPECIFIC STANDARDS, Nonresidential Construction.

C. Information to be Obtained and Maintained.

(1.) Obtain and record the actual elevation (in relation to mean sea level) of the lowest habitable floor (including basement) of all new or substantially improved structures, and whether or not the structure contains a basement.

(2.) For all new or substantially improved flood proofed structures:

a. verify and record the actual elevation (in relation to mean sea level), and

b. maintain the floodproofing certifications required in Article IV, Section 1.C.

(3.) Maintain for public inspection all records pertaining to the provisions of this ordinance.

D. Alteration of Watercourses.

(1.) Notify adjacent communities and the Federal Emergency Management Agency (FEMA), Insurance and Mitigation Division prior to any alteration or relocation of a watercourse, and submit evidence of such notification to the Federal Insurance Administration.

(2.) Require that maintenance is provided within the altered or relocated portion of said watercourse so that the flood carrying capacity is not diminished.

E. Interpretation of FIRM Boundaries.

Make interpretations, where needed, as to exact location of the boundaries of the areas of special flood hazards (for example, where there appears to be a conflict between a mapped boundary and actual field conditions). The person contesting the location of the boundary shall be given a reasonable opportunity to appeal the interpretation as provided in Article IV, Section 4.

Section 4. Variance Procedure.

A. Appeal Board.

(1.) The Planning Commission as established by the City of Milwaukie shall hear and decide appeals and requests for variances from the requirements of this ordinance.

(2.) The Planning Commission shall hear and decide appeals when it is alleged there is an error in any requirement, decision, or determination made by the Public Works Director in the enforcement or administration of this ordinance.

(3.) Those aggrieved by the decision of the Planning Commission or any taxpayer, may have the determination reviewed by the City Council and then under ORS 34.010 to 34.100.

(4.) In passing upon such applications, the Planning Commission shall consider all technical evaluation, all relevant factors and standards specified in other section of this ordinance, and:

- a. the danger that materials may be swept onto lands to the injury of others;
- b. the danger of life and property due to flooding or erosion damage;
- c. the susceptibility of the proposed facility and its contents to flood damage and the effect of such damage on the individual owner;
- d. the importance of the services provided by the proposed facility to the community;
- e. the necessity to the facility of a waterfront location, where applicable;
- f. the availability of alternative locations, for the proposed use which are not subject to flooding or erosion damage;
- g. the compatibility of the proposed use with existing anticipated development;
- h. the relationship of the proposed use to the comprehensive plan and flood plain management program for that area;
- i. the safety of access to the property in times of flood for ordinary and emergency vehicles;
- j. the expected heights, velocity, duration, rate of rise, and sediment transport of the flood waters and the effects of wave action, if applicable, expected at the site; and,
- k. the costs of providing governmental services during and after flood conditions, including maintenance and repair of public utilities and facilities such as sewer, gas, electrical, and water systems, and streets and bridges.

(5.) Generally, variances may be issued for new construction and substantial improvements to be erected on a lot of one-half acre or less in size contiguous to and surrounded by lots with existing structures constructed below the base flood level, providing items (a-k) in Article IV, Section 4.A.(4.) have been fully considered. As the lot size increases beyond the one-half acre, the technical justification required for issuing the variance increases.

(6.) Upon consideration of the factors of Article IV, Section 4.A.(4.) and the purposes of this ordinance, the Planning Commission may attach such conditions to the granting of variances as it deems necessary to further the purposes of this ordinance.

(7.) The Public Works Director shall maintain the records of all appeal actions and report any variances to the Federal Insurance Administration upon request.

B. Conditions for Variances.

(1.) Variances may be issued for the reconstruction, rehabilitation or restoration of structures listed on the National Register of Historic Places or the State Inventory of Historic Places, without regard to the procedures set forth in the remainder of this section.

(2.) Variances shall not be issued within any designated floodway if any increase in flood levels during the base flood discharge would result.

(3.) Variances shall only be issued upon a determination that the variance is the minimum necessary, considering the flood hazard, to afford relief.

(4.) Variances shall only be issued upon:

- a. a showing of good and sufficient cause;
- b. a determination that failure to grant the variance would result in exceptional hardship to the applicant, and,
- c. a determination that the granting of a variance will not result in increased flood heights, additional threats to public safety, extraordinary public expense, or create nuisances, cause fraud on or victimization of the public as identified in Article IV, Section 1.A., or conflict with existing local laws or ordinances.

(5.) Any applicant to whom a variance is granted shall be given written notice that the structure will be permitted to be built with a lowest floor elevation below one foot above base flood elevation and that the cost of flood insurance will be commensurate with the increased risk resulting from the reduced lowest floor elevation.

ARTICLE V
PROVISIONS FOR FLOOD HAZARD PROTECTION

Section 1. General Standards.

In all areas of special flood hazards the following standards are required:

A. Anchoring.

(1.) All new construction and substantial improvements shall be anchored to prevent floatation, collapse or lateral movement of the structure.

(2.) All mobile homes shall be anchored to resist floatation, collapse, or lateral movement by providing over-the-top and frame ties to ground anchors. Specific requirements shall be that:

a. over-the-top ties be provided at each of the four corners of the mobile home, with two additional ties per side at intermediate locations, with mobile homes less than 50 feet long requiring one additional tie per side;

b. frame ties be provided at each corner of the home with five additional ties per side at intermediate points, with mobile homes less than 50 feet long requiring four additional ties per side;

c. all components of the anchoring system be capable of carrying a force of 4,800 pounds; and,

d. any addition to the mobile home be similarly anchored.

(3.) An alternative method of anchoring may involve a system designed to withstand a wind force of 90 miles per hour or greater. Certification must be provided to the Public Works Director that this standard has been met.

B. Construction Materials and Methods.

(1.) All new construction and substantial improvements shall be constructed with materials and utility equipment resistant to flood damage.

(2.) All new construction and substantial improvements shall be constructed using methods and practices that minimize flood damage.

C. Utilities.

(1.) All new and replacement water supply systems shall be designed to minimize or eliminate infiltration of flood waters into the system;

(2.) New and replacement sanitary sewage systems shall be designed to minimize or eliminate infiltration of flood waters into the systems and discharge from the systems into flood waters; and,

(3.) On-site waste disposal systems shall be located to avoid impairment to them or contamination from them during flooding.

D. Subdivision Proposals.

(1.) All subdivision proposals shall be consistent with the need to minimize flood damage;

(2.) All subdivision proposals shall have public utilities and facilities such as sewer, gas, electrical, and water systems located and constructed to minimize flood damage;

(3.) All subdivision proposals shall have adequate drainage provided to reduce exposure to flood damage; and,

(4.) Base flood elevation data shall be provided for subdivision proposals and other proposed development which contain at least 50 lots or 5 acres(whichever is less).

E. Review of Building Permits.

Where elevation data is not available, applications for building permits shall be reviewed to assure that proposed construction will be reasonably safe from flooding. The test of reasonableness is a local judgment and includes use of historical data, high water marks, photographs or past flooding, etc., where available.

Section 2. Specific Standards.

In all areas of special flood hazards where base flood elevation data have been provided as set forth in Article III, Section 2. BASIS FOR ESTABLISHING THE AREAS OF SPECIAL FLOOD HAZARD or Article IV, Section 3.B., Use of Other Base Flood Data, the following provisions are required:

A. Residential Construction.

New construction and substantial improvement of any residential structure shall have the lowest floor, including basement, elevated one (1) foot above base flood elevation.

B. Nonresidential Construction.

New construction and substantial improvement of any commercial, industrial or other nonresidential structure shall either have the lowest floor, including basement, elevated one (1) foot above base flood elevation; or, together with attendant utility and sanitary facilities, shall:

(1.) be floodproofed so that below one (1) foot above the base flood level the structure is watertight with walls substantially impermeable to the passage of water;

(2.) have structural components capable of resisting hydrostatic and hydrodynamic loads and effects of bouyancy; and,

(3.) be certified by a registered professional engineer or architect that the standards of this subsection are satisfied. Such certifications shall be provided to the official as set forth in Article IV, Section 3.C. (2).

C. Mobile Homes.

(1.) Mobile homes shall be anchored in accordance with Article V, Section 1.A.

(2.) For new mobile home parks and mobile home subdivisions; for expansions to existing mobile home parks and mobile home subdivisions; for existing mobile home parks and mobile home subdivisions where the repair, reconstruction or improvement of the streets, utilities and pads equals or exceeds 50 percent of value of the streets, utilities and pads before the repair, reconstruction or improvement has commenced; and for mobile homes not placed in a mobile home park or mobile home subdivision, it is required that:

a. stands or lots are elevated on compacted fill or on pilings so that the lowest floor of the mobile home will be elevated one (1) foot above base flood elevation;

b. adequate surface drainage and access for a hauler are provided; and,

c. in the instance of elevation on pilings, that:
--lots are large enough to permit steps,
--piling foundations are placed in stable soil no more than ten feet apart, and

--reinforcement is provided for pilings
more than six feet above the ground level.

(3.) No mobile home shall be placed in a floodway,
except in an existing mobile home park or existing mobile
home subdivision.

Section 3. Floodways.

Located within areas of special flood hazard established in
Article III, Section 2. are areas designated as floodways. Since
the floodway is an extremely hazardous area due to the velocity
of flood waters which carry debris, potential projectiles, and
erosion potential, the following provisions apply:

A. Encroachments, including fill, new construction, sub-
stantial improvements, and other development are prohibited
unless certification by a registered professional engineer or
architect is provided demonstrating that encroachments shall
not result in any increase in flood levels during the occurrence
of the base flood discharge.

B. If Article V, Section 3.A. is satisfied, all new con-
struction and substantial improvements shall comply with all
applicable flood hazard reduction provisions of Article V-PROVIS-
IONS FOR FLOOD HAZARD REDUCTION.

C. The placement of any mobile homes is prohibited, except
in an existing mobile home park or existing mobile home subdivision.

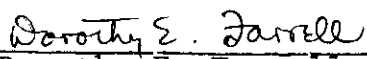
Read the first time on May 19, 1980, and moved to second
reading by unanimous vote of the City Council.

Read the second time and adopted by the City Council on
May 19, 1980.

Signed by the Mayor on May 19, 1980.


Allen Manuel, Mayor

ATTEST:


Dorothy E. Farrell, City Recorder

Approved as to form:


Greg Eades, City Attorney