

MINUTES

MILWAUKIE CITY COUNCIL WORK SESSION

March 3, 2009

Mayor Ferguson called the work session to order at 5:30 p.m. in the City Hall Conference Room.

Council Present: Mayor Jeremy Ferguson, Council President Deborah Barnes, Councilors Greg Chaimov, Joe Loomis, and Susan Stone.

Staff Present: City Manager Mike Swanson, Engineering Director Gary Parkin, Resource and Economic Development Specialist Alex Campbell, Community Development and Public Works Director Kenny Asher, and Planning Director Katie Mangle.

Main Street Sewer Replacement Project and Grant Award

Mr. Campbell said the City adopted as part of its Capital Improvement Plan (CIP) process in the last budget process a replacement project that ran mid-block between Main and Hwy 99E from Scott to Jefferson St. The existing clay pipe line was built in the 1920's under an emergency ordinance, and over the years buildings were constructed over it. The City had no easements or rights-of-way. It was legally challenging and would be expensive to replace in the current location. The plan was to replace it in Main Street in the public right-of-way, but that was challenging because of how existing buildings were plumbed. A lot of the buildings fronting Main St. had connections out the back. In order to tap a new main in Main Street there had to be some disruptive plumbing work at a significant expense. They were concerned about expense and disruption to businesses. The plan was to get the new main in the ground as soon as possible and continue allowing people to use the existing main provided it did not fail over a 5-year period. Businesses can plan to incorporate the changes with tenant improvements over a 5-year period. On the financial side they were proposing a grant program where the utility would share some of the costs. In consultations with the city attorney there was no obligation to provide additional payments, or it could be a local improvement district (LID). The City could end up with a serious liability if the existing main under buildings were to fail with no easements. The grant program would provide opportunity to defray some of the costs and pay up to 50% with a \$5,000 cap per tax lot for the first 2 years. It would make it an incentive for property owners to figure out how to connect. The new main was designed to capture segments of the existing main and so the City could decommission the old main in segments. This was an unusual step for the utility, so staff brought it before City Council for direction.

Councilor Barnes asked if this is the only area with pipes this old.

Mr. Parkin replied there were other areas on the south side of Jefferson in similar condition, so staff would look at that as well. The subject line was the oldest part of the system, but there are similarly aged pipes elsewhere. This project was unusual because typically pipe is replaced in the same location but cannot be in this case.

Councilor Chaimov asked how affected property owners had responded.

Mr. Campbell replied people understand the situation. He had received one email from a property owner that was concerned about the cost. It was through conversations with property owners that made them think harder about the cost impact resulting in this proposal. Some property owners thought it was the City's responsibility to reconnect their buildings. The City responded that it was not its responsibility, but staff agreed to ask the City Council about sharing some of the cost since it was an unusual situation.

Councilor Stone asked the anticipated connection costs.

Mr. Campbell said there was a broad range. Some properties like the Collectors' Mall could connect to a new line on the side street and would probably cost a few thousand dollars. For a property that was mid-block, connection could cost \$10,000 or more.

Councilor Stone understood the City would reimburse up to \$5,000 maximum. This pipe had been in the ground for a long time, and she asked if it was leaking. The staff report said it was increasingly difficult to maintain, what made it difficult?

Mr. Campbell explained the joints had become offset over time so cleaning the lines was more difficult, and the lines were not airtight.

Councilor Stone asked if there was any evidence of leaking or failure.

Mr. Campbell responded in the older parts of the system groundwater was leaching into the sanitary sewer pipes. As a result the City was paying to have groundwater treated.

Councilor Stone understood the existing line was vitrified clay, which is still being produced. Staff proposed PVC, but it sounded like the clay pipe actually lasted longer and was stronger. Why was the City replacing the line with PVC instead of clay? She read an article on the internet where they compared how well they held up. Was it more expensive to do the clay?

Mr. Parkin said that PVC was standard, and more people installed it today because it was easier to use and had good watertight joints. He was not aware of any one installing new clay pipe because it was unusual and more expensive. The life expectancy of PVC was 75 years. It was resilient to all the chemicals, but it may be coated in some areas. Clay was not a typical application or suited for this application.

Councilor Stone said the article talked about the joints and leaking prior to 1950. She was wondering if there were problems with the joints or leaking.

Mr. Parkin replied leaking had not been an issue. The biggest issue was cleaning of the pipe, and there were sections that the camera could not reach because of the disjointed joint. Additionally the pipes were on a 6-month cleaning schedule because of problems while the rest of the system was on an annual or every two year schedule.

Councilor Loomis appreciated the City was not legally responsible but was willing help property owners. Maybe it was not enough, but he appreciated that staff had done the outreach. It seemed fair to him.

Mr. Campbell said Council could revisit the matter if the costs were on another order of magnitude.

Mayor Ferguson asked if the newer clay was water permeable.

Mr. Parkin said the material is not but the joints were.

CITY COUNCIL WORK SESSION – MARCH 3, 2009

APPROVED MINUTES

Page 2 of 4

Mr. Campbell added that the proposed resolution was on the consent agenda and wanted it to go on record to the property owners that the City was budgeting for this project.

Long Range Planning Projects: Comprehensive Plan and Local Aspirations

Ms. Mangle said staff was starting to think about updating the Comprehensive Plan that outlined a vision for the future of Milwaukie. The Comprehensive Plan included ancillary documents like the Downtown Plan and others. It was written in 1989 and was implemented in many different ways. Even though it was 20 years old there was a lot of good material in it. Why update it? Because it was part of the famous Oregon land use planning system. One of the key elements was for each city to have a Comprehensive Plan that was updated periodically. The Comprehensive Plan needed to meet certain requirements, which included protecting natural resources and implementing public facilities plans. They were just beginning this project and it would take a lot of staff work and even more public involvement.

There were some core policies that rang true in the work we did. Protecting the natural environment, protecting neighborhoods, lively downtown, strong employment base, and multi-modal transportation. Another thing in the document was the importance of a strong, autonomous, independent local government that coordinated well with other agencies. The Plan envisioned growth that made the City stronger and a quality place to live. She did not see the need to do a full visioning process. She described the 3-phase plan. Staff was just starting to evaluate the Comprehensive Plan. Then they would develop and implement a work program. She noted many of the inventories and data were old. Based on the vision statement, Transportation System Plan (TSP) outreach, and City Council feedback, staff did not see the need to fundamentally change the vision but to update it. The Plan evaluation would be before the Planning Commission, City Council, and at an open house for the community to evaluate the program. It would be a slow process in figuring out what the project would look like, but there would be public involvement all along the way. Council would adopt the work program and decide what it wanted done. An important thing to know was that because of State requirements there was also a grant program through the Department of Land Conservation and Development (DLCD) to help fund significant elements of the project.

While staff had been evaluating the Comprehensive Plan they prepared a local aspirations memo that tied into the long-range planning and outlined what was important to Milwaukie and where efforts were being made. A lot came down to the overarching 4 policies. Staff would come back to Council with increasing frequency over the year as the project took shape. She said it would be helpful to get feedback on the visioning from Council.

Councilor Stone said visioning would be a good discussion in goal setting.

Councilor Chaimov he was comfortable with the current direction.

Mayor Ferguson asked how open houses would be advertised.

Ms. Mangle replied staff tries to get the word out in many ways including *The Pilot*, the City website, the database of interested people, *Mike's Friday Memo*, and postcards depending on the issue. If someone was interested in an issue the best thing to do would be to contact the City to make sure they were included in the database. They would have 3 years to implement the work program.

Councilor Stone asked about density right now. It looked like density would be 4 units per acre.

Ms. Mangle replied she would get the information to Councilor Stone.

Mayor Ferguson said Council recently interviewed Greg Hemer for the Planning Commission, and he was not appointed. He spoke with Mr. Hemer about a recent resignation on the Design and Landmarks Committee (DLC) and he was interested in serving. Did that meet with the approval of the rest of Council.

Councilor Stone asked if he had a background in graphic art design.

Mayor Ferguson did not know without looking at his application. He currently worked for Milwaukie Lumber and had applied twice for the Planning Commission.

Councilor Chaimov supported the appointment.

Councilor Stone wanted to know if there was anyone else out there that applied. She asked if it had been advertised.

Ms. DuVal said it had not been advertised extensively.

Councilor Stone preferred people who had design or historic preservation knowledge. She did not know if the committee was weighted currently.

Ms. Mangle said the group currently had a landscape designer, a graphic designer, and a member interested in historic buildings and urban design.

Councilor Stone said it seemed like it was well represented and would be fine with her. She wanted to make sure we get a good group of people that had some professional knowledge.

Councilor Loomis said it was fine with him as well. His reservation would be that staff had not advertised it and others would be interested in applying.

Councilor Stone suggested advertising for a couple of weeks to follow the process.

Ms. Mangle said she was comfortable with whatever Council decided. She said there were 2 vacancies over the past year, and the position was advertised for a long time before it was filled. The Committee would appreciate whatever could be done to keep the momentum going.

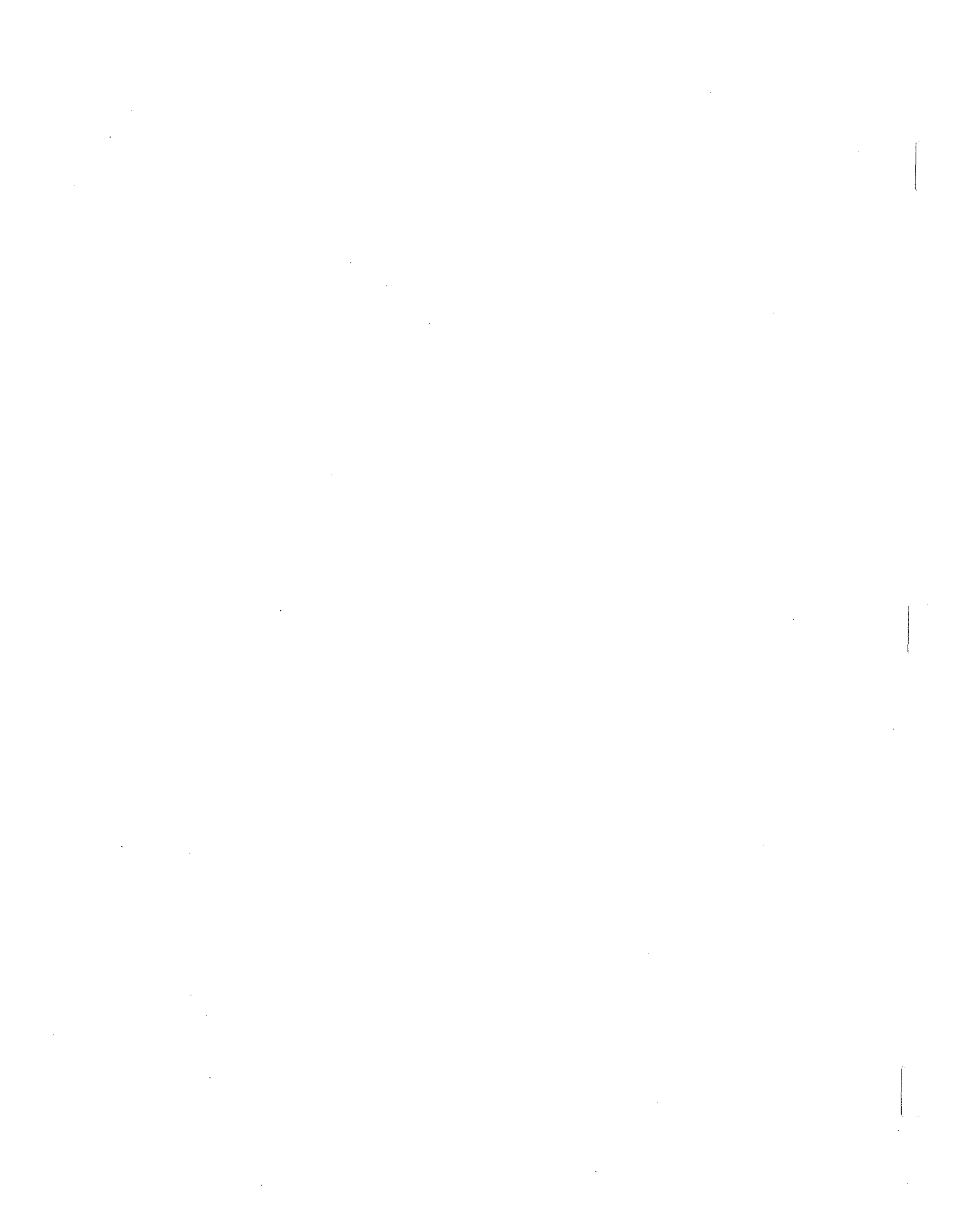
Council consensus was to appoint Mr. Hemer.

Mayor Ferguson noted the 2009 City Hall Day at the State Capitol was April 1, 2009.

Mayor Ferguson adjourned the work session at 6:10 p.m.



Pat DuVal, City Recorder



WORK SESSION

AGENDA
WORK SESSION
MILWAUKIE CITY COUNCIL
MARCH 3, 2009

MILWAUKIE CITY HALL

Second Floor Conference Room
10722 SE Main Street

A light dinner will be served.

WORK SESSION – 5:30 p.m.

Discussion Items:

	<u>Time</u>	<u>Topic</u>	<u>Presenter</u>	<u>Page #</u>
1.	5:30 p.m.	Main Street Sewer Replacement Project and Grant Program	Gary Parkin & Alex Campbell	1
2.	6:00 p.m.	Long Range Planning Projects: Comprehensive Plan and Local Aspirations	Katie Mangle	10
3.	6:45 p.m.	Adjourn		

EXECUTIVE SESSION

Executive Session: The Milwaukie City Council may go into Executive Session pursuant to ORS 192.660(2). All discussions are confidential and those present may disclose nothing from the Session. Representatives of the news media are allowed to attend Executive Sessions as provided by ORS 192.660(3) but must not disclose any information discussed. No Executive Session may be held for the purpose of taking any final action or making any final decision. Executive Sessions are closed to the public.

Public Notice

- The Council may vote in work session on non-legislative issues.
- The time listed for each discussion item is approximate. The actual time at which each item is considered may change due to the length of time devoted to the one previous to it.
- For assistance/service per the Americans with Disabilities Act (ADA) please dial TDD (503) 786-7555.
- The Council requests that all pagers and cell phones be either set on silent mode or turned off during the meeting.



To: Mayor and City Council

**Through: Mike Swanson, City Manager, and
Kenneth Asher, Community Development & Public Works Director**

**From: Alex Campbell, Resource & Economic Development Specialist
Gary Parkin, Engineering Director**

Subject: Main Street Sewer Main Replacement Project and Grant Program

Date: February 13, 2009 for March 3 Regular Session

Action Requested

Adopt a Resolution establishing a grant program to defray private sewer re-connection costs associated with the Main Street Sewer Main Replacement Project.

History of Prior Actions and Discussions

December 2008: Council directed staff to seek Community Development Block Grant funds to support the project.

Spring 2008: Council approved the project as part of the regular budget process.

Background

The blocks immediately east of McLoughlin Boulevard, between Scott Street and Jefferson Street, are served by an aging sewer main. This area contains about fifteen buildings, several with multiple tenants. The existing main is an 8-inch vitrified clay pipe, which was installed in the 1920's. Because of its current location, material and age,

maintenance of the pipe is increasingly difficult and there is potential for serious failure. Replacing this pipe would be an important investment in preventative maintenance.

The original sewer main was constructed mid-block in what used to be a public alley. However, that alley was vacated and several buildings have been constructed over the top of the pipe. (The main was constructed under an emergency ordinance, passed in 1926.)

In the case of a failure of the existing main, the City could face a choice between either: declaring an emergency in order to enter private properties and repair the main with enormous potential for disruption (the main is underneath several buildings), and conducting expensive repairs to a line that is not in the correct location and has a limited life; or leaving multiple properties uninhabitable and rushing a capital project to provide new service to the area.

The current situation leaves the City vulnerable to liability if the main were to fail underneath a building and damage the building. In addition, this situation limits new investment or re-development in the area because of large potential costs and uncertainty.

The current City Capital Improvement Plan (CIP) includes a project to correct this situation by constructing a new main in Main Street, with ancillary mains down Scott, Harrison, Jackson and Monroe. The primary main would be a 10-inch PVC pipe and would accommodate future potential increases in capacity. The planned project includes "service laterals," the portion of the sewer lateral in the public right-of-way, which have been included at the most logical locations to serve the existing buildings.

The project engineering firm (AKS) was tasked with visiting each property to ascertain the best location for the service branches. In addition, the preliminary design was mailed to each property owner with a request to meet to discuss the project and possible lateral locations. (A sample letter is provided as Attachment 2.) Through these efforts, staff has had discussions with most of the property owners in the project area. An additional mailing was sent to alert property owners to the fact Council would be discussing the project at the March 3 Work Session; flyers were also delivered to business tenants in the area. Briefings and updates have been provided at several "Downtown Issues & Coffee" meetings.

Additional outreach to the broader downtown business community is planned once a construction schedule is fixed. There will be some impacts from construction, of course. However, sidewalk access to businesses will be maintained throughout the project and one-way traffic on Main Street (at a minimum) will be maintained. The total construction period will span several months (planned for April-June).

City staff is preparing to bid the project. The first portion of the project to be constructed would be from Jefferson to Monroe. The bid request will include the rest of the project as a "bid option," which could be pursued immediately if the bids come in at a very competitive price, or could be re-bid in the next fiscal year. Staff expects bids could range from \$400,000 to \$600,000 for the entire project.

After constructing the new main, the City will continue to maintain the existing line, with the goal of decommissioning the existing sewer main five years after the completion of the new sewer main. However, once the new Main is in the ground, the City would not take extraordinary steps to repair a line failure. The five year delay of decommissioning would allow property owners flexibility to transition to the new main as properties redevelop or have significant improvements made. During that time the City will:

- Inspect ("TV") the old line every 6 months,
- Continue regular maintenance as needed,
- Make emergency repairs to the main,
- Not allow any new taps to be made on the old line, and
- Allow emergency repairs to laterals.

All buildings will be required to connect to the new main before the old line is decommissioned.

Because the new sewer main will be in a different location than the existing main, this project does pose some unusual difficulties for property owners, particularly those that front only Main Street (and not a side street). Several buildings that are currently plumbed out the rear to the existing line do not have basements, so re-orienting their internal plumbing to connect on the Main Street side could be a significant expense (i.e., \$5,000 or more).

Staff recommends a grant program to assist property owners with the private re-connection costs. Staff proposes grants to reimburse 50% of private re-connection costs, with a cap of \$5,000 per tax lot. The grants will be available for two years after completion of construction to encourage earlier transitions to the new line. With 15 developed tax lots served by the project, the potential cost of such a program is \$80,000.

While such a grant program is a burden for the utility as a whole, staff does believe it is justified by the unusual nature of the situation:

- The impacted properties currently have service. When the properties were purchased, the buyers believed that the existing sewer service was adequate and did not expect to lose that service as it currently is configured.

- As opposed to a reimbursement district or new connection, the City is driving the time-line because of the City's interest in decommissioning the existing line.
- The impacted area is limited.

Concurrence

The City Attorney provided input on both the City's obligation/liability under the existing situation and on the grant program. The City Attorney did not find any legal obligation for the City to pay for the private costs necessary to connect to the new main. Program development and outreach has involved CD, Engineering, Community Services, and Planning staff. The Finance Director has provided his concurrence.

Fiscal Impact

Including the grant program would add 10 to 15% to the total project cost. The additional cost (up to \$80,000) would be funded from wastewater SDCs, from the "reimbursement portion" of previous collections. The formal appropriation would take place as part of the budget process. The resolution provided here would commit Council to support that budgetary action.

Work Load Impacts

Construction management for the project will be carried out within existing Engineering Department work plans. Administration of the grant program would take place within existing Community Development Admin and Finance Department staff levels.

Alternatives

Council might direct staff to provide funds on loan basis rather than a grant basis; set a different cap level for individual grants or the total grant amount; or eliminate the time requirement.

Attachments

1. Draft project fact sheet
2. October 2008 letter to property owners
3. Resolution

Milwaukie Main Street Sewer Main Relocation Project



Background:

The blocks immediately east of McLoughlin, between Scott Street and Jefferson Street, are served by an aging sewer main. The existing main is an 8-inch vitrified clay pipe, which was installed in the 1920's. Because of the location, material and age of the pipe, maintenance is increasingly difficult and there is potential for serious failure. The main was constructed mid-block in what used to be a public alley. However, that alley was vacated and several buildings have been constructed over the top of the pipe.

In the case of a failure of the existing main, the City the businesses served by the main could be disrupted for an extended period while the City rushed an emergency repair – or replacement project. This potential, of course, complicates new investment or re-development in the area.

Replacement Main:

The City will construct a new primary main in Main Street, with additional mains down Scott, Harrison, Jackson and Monroe. The primary main would be a 10-inch PVC pipe and would accommodate future potential increases in capacity. The planned project includes “service laterals,” the portion of the sewer lateral in the public right-of-way, which have been included at the most logical locations to serve the existing buildings.

The City will continue to maintain the existing line as long as it is fiscally prudent to do so. However, the intent is to get the new main in the ground as soon as possible to maximize the opportunities for a gradual transition to the new main as properties redevelop or have significant improvements made.

Schedule & Construction:

City staff is preparing to bid the project. The first portion of the project to be constructed would be from Jefferson to Monroe. The bid request will include the rest of the project as a “bid option,” which could be

pursued immediately depending upon the bid price, or in the fall, if necessary. Sidewalk access to businesses will and one-way traffic on Main Street (at a minimum) will be maintained. Construction period will span several months (planned for April-June).

Implementation:

The City will decommission the existing sewer main five years after the completion of the new sewer main.

During that time the City will:

- Inspect (“TV”) the old line every 6 months,
- Continue regular maintenance as needed,
- Make emergency repairs to the main,
- Not allow any new taps to be made on the old line,
- Allow emergency repairs to laterals.

Lots will be required to connect before the old line is decommissioned.

New Laterals:

Laterals may be constructed across adjacent lots through easements accepted by the County, and, in turn, the City. Laterals will not be allowed to be plumbed together to servie multiple taxlots. Party connections, or the practice of having multiple connections per lateral, are no longer allowed by the State of Oregon 2008 Oregon Specialty Plumbing Code. (City code does allow shared connections if multiple buildings exist on the same tax lot.)

Costs:

The public cost of the full project is estimated to be between \$400,000 and \$600,000. Private costs to reconfiguring on-site plumbing will likely range from a few thousand dollars to over \$10,000, depending upon the complexity of the changes required. A grant program is available to cover up to 50% of private re-connection costs, up to a maximum of \$5,000.

Main Street Sewer Concept Plan

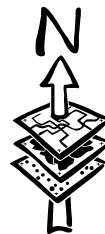


Questions:

Alex Campbell, Resource and
Economic Development Specialist
Office: 503 786.7608
Cell: 971 227.4193
campbella@ci.milwaukie.or.us

Legend

- Milwaukie Sewer Manhole
- Milwaukie Sewer Main
- New Manholes
- New Mainline
- citylots07



1 inch equals 100 feet



October 17, 2008

Subject: Main Street Sanitary Sewer Project

ALDERWOODS GROUP
250 H ST
BLAINE, WA 98230

Dear Downtown Property Owner:

As you may already be aware, your property at 1915 SE SCOTT ST is connected to the City's sanitary sewer collection system via a main that runs north-south, mid-block between McLoughlin Blvd. and Main Street. That main runs beneath several buildings between Scott Street and Jefferson Street and is nearing the end of its useful life. Repairing or replacing that main in its current location, were it to fail, would not be practical.

In order to minimize any future disruption to your business and prepare for the inevitable, the City will be constructing a new sanitary sewer line within the public right-of-way of Main Street (and side streets). This letter is to provide you an opportunity to comment on the likely location of your future sewer lateral.

The project will construct a sewer service branch for each property to the edge of the sidewalk, to allow future connections to be made without having to dig into the street. The City's design contractor, AKS, has made an attempt to visit every location and visually inspect the building. Based on those visits, AKS has made their best judgment of the most logical location for future service (your property and proposed service branch is high-lighted on the enclosed plan view). This letter is to provide you an opportunity to comment on the plan.

City staff is preparing to bid the project the first week of November; if you have concerns about the location of the sewer service branch in relation to your property, please contact Jason Rice in the City Engineering Department as soon as possible at (503) 786-7605 or <ricej@ci.milwaukie.or.us>.

ALDERWOODS GROUP

10/17/2008

2

City staff is developing a set of policies to address issues such as under what conditions (such as redevelopment) properties would be required to connect to the new line. More information on how the City plans to deal with this unusual situation will be provided over the coming months. However, staff feels strongly that these discussions should not delay action to get the new sewer main in the ground.

This project is being undertaken to both minimize any possible disruption a future failure of the existing main could cause and also to allow new development and redevelopment to take place in a manner that does not limit the utility's ability to maintain and repair sewer mains. Thank you for your attention to this matter.

Sincerely,



Alex Campbell

Resource & Economic Development Specialist
(503) 786-7608 / campbella@ci.milwaukie.or.us

Enclosure: Main Street Wastewater Ext. plan view

Cc: M. Swanson, K. Asher, G. Parkin, J. Rice

RESOLUTION NO. _____

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF MILWAUKIE, OREGON, ESTABLISHING A GRANT PROGRAM TO DEFRAY PRIVATE SEWER RE-CONNECTION COSTS ASSOCIATED WITH THE MAIN STREET SEWER MAIN REPLACEMENT PROJECT.

WHEREAS, the City is preparing to replace and decommission an aging sewer main serving the blocks between Scott and Jefferson Streets, between Main Street and McLoughlin Boulevard; and

WHEREAS, the existing main is not within public right-of-way and travels underneath several buildings, necessitating a re-location of the new main; and

WHEREAS, re-connecting sewer service at the new location will require significant plumbing alterations and costs to the owners of existing buildings in the area;

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Milwaukie, Oregon: The City shall establish a grant program to partially defray the private re-connection costs associated with the Main Street Sewer Main Replacement Project. The grant program shall provide a public contribution of no more than fifty percent (50%) of the private plumbing costs necessary to re-connect to the new main and no more than five thousand dollars (\$5,000) per tax lot served.

Introduced and adopted by the City Council on March 3, 2009.

This resolution is effective on March 4, 2009.

Jeremy Ferguson, Mayor

ATTEST:

APPROVED AS TO FORM:
Jordan Schrader Ramis PC

Pat DuVal, City Recorder

City Attorney



To: Mayor and City Council

Through: Mike Swanson, City Manager
Kenneth Asher, Community Development and Public Works Director

From: Katie Mangle, Planning Director

Subject: Long-Range Planning Projects: Comprehensive Plan Update and Local Aspirations

Date: February 16, 2009 for March 3, 2009 Work Session

Action Requested

None. This is a briefing for discussion only. The purpose of this briefing will be to inform Council about the upcoming Comprehensive Plan Update project and a related effort to define Milwaukie's local aspirations for managing growth. In October 2009, Council will be asked to approve a work program to guide the Comprehensive Plan update process over the next three years.

History of Prior Actions and Discussions

May 2008: Planning staff briefed Council on the Downtown Plan, Council concurred with the City's ongoing efforts to fund and implement this plan.

February 2008: Council directed staff to continue developing the Kellogg for Coho project.

2007- 2008 - Various actions and discussions related to the South Corridor Phase 2 Light Rail Project, also called Portland-to-Milwaukie Light Rail, including adoption of a locally preferred alternative and an Umbrella Agreement with TriMet regarding transit improvements and expectations in the City of Milwaukie over the next ten years.

December 2007: City Council adopted the Transportation System Plan by ordinance 1975.

September 2000: City Council adopted the Downtown and Riverfront Land Use Framework Plan and Public Area Requirements by ordinance 1880.

Background

Comprehensive Plan Update Project

This year Milwaukie is beginning a project to update its Comprehensive Plan. The Comprehensive Plan sets the course for many aspects of how the City is run, provides services, and grows. It is the City's 20-year policy document to plan for economic and physical development, protect natural resources, and provide public services. There are six chapters addressing various topics from citizen involvement to natural resources protection (see Attachment 1). The Plan includes both policy text and maps.

Milwaukie's last major Plan update was completed in 1989, though minor amendments have been adopted since then. In the almost 20 years since the original Plan was prepared, some things have changed a lot and many things have been accomplished. Some aspects, such as the community's heritage and "small town" culture, are still held in high regard. However, other elements such as the natural resources inventories and policies related to stormwater management are out of date. The Comprehensive Plan Update project will enable the community to reaffirm its values and vision while updating information to make the plan easier to implement.

The Comprehensive Plan Update project will be carried out as part of a state-mandated process to periodically review its Comprehensive Plan. Periodic Review is the name of the evaluation and update process administered by the Department of Land Conservation and Development (DLCD) and required by state law as described in ORS 197.628-197.644 and OAR 66, Division 25. Periodic Review requires that local governments review their plan to ensure that it continues to provide for the growth and development needs of the community and that the Plan and regulations remain consistent with Oregon Revised Statutes, Oregon Administrative Rules, programs of state agencies, and statewide planning goals. Because the project is mandated by the state, some steps of the project will need to follow procedures and deadlines established by the Oregon Legislature.

The schedule for this project follows:

Phase A – Evaluation of the Existing Comprehensive Plan (January – April 2009)

City staff is currently conducting an evaluation of the Plan. The staff-level evaluation will include an inter-departmental assessment of how the Plan addresses the following:

- Federal requirements such as the Fair Housing and Clean Air Acts.
- Changing trends in economic development.
- Climate change.
- Population growth and Milwaukie's capacity for development of housing and industry.
- Whether the Plan adequately reflects the current community vision, or if there are changes needed to guide community development for the next 20 years.
- Whether the existing public facility plans adequately support the City's development over the next 20 years.
- Whether the Urban Growth Management Area and annexation policies need to be updated.
- Whether implementing ordinances are obstacles to achieving local and state goals, or do not comply with state requirements.

Based on staff's preliminary work, and what was learned during the 2007 Transportation System Plan update project, most of the goals and policies in the Plan seem consistent with the community's aspirations today. However, many background elements and resource inventories are out-of-date. Staff will brief Council on the results of this evaluation prior to developing the work program for the project.

Phase B - Work Program Preparation (April 2009 – October 2009)

The City will prepare a work program that addresses the needs discussed during the Plan Evaluation. The work program must include work *needed to comply* with state requirements, but also may include work *desired* by the City. The work program should only include tasks that the City can complete within three years.

The City will provide opportunities for interested persons to participate in developing the work plan. At a minimum, this will include a public open house and hearings at Planning Commission and City Council. Both City Council and the County must adopt the work program. Then DLCD will approve it and grant approval to begin carrying out the work.

Phase C – Undertake Work Program (October 2009 – October 2012)

The City will complete the work program over three years. The outcome of the project will be a Comprehensive Plan that complies with state and regional requirements and is

also a more effective plan to guide the City's growth and operations for the next 20 years. The plan will be more effective if it is easier to use, based on current conditions, and reflects Milwaukie's aspirations for shaping growth, protecting natural resources, and strengthening the social fabric of the community.

Milwaukie's Local Aspirations

While evaluating the existing Comprehensive Plan, staff has also begun an effort to define Milwaukie's aspirations for growth. To help City and regional planners understand Milwaukie's aspirations for growth and development, the Planning Director prepared a memo that summarizes where and how Milwaukie aspires to grow and change over the next 20 years (see attachment 2), based on three resources:

- The *Milwaukie Vision Statement* adopted into the Comprehensive Plan in 1995 after extensive community involvement
- Community input received during the 2007 Transportation System Planning process
- Current planning and implementation projects underway in Milwaukie
- Elements of adopted plans that staff know to be the focus of implementation by City Council.

The attached memo describes where Milwaukie is planning to accommodate employment and population growth, how the City is protecting the environment, and what infrastructure investments are needed to support healthy development in the city.

Concurrence

Though Planning staff will lead this evaluation, Community Development, Community Services, Engineering, and the Public Works departments are all participating in the initial evaluation of the Comprehensive Plan.

Fiscal Impact

Work during the current fiscal year will be accomplished within the adopted budget for the involved departments. For phases B and C, the City will seek Periodic Review Grants from DLCD to help cover the costs of completing the work program and work tasks in the work program. The City will contribute staff time as its local match for these grants. Staff will apply for the grants while we develop our work program.

Work Load Impacts

This project will be a significant focus for Planning and Community Development staff during 2009 and for the next several years.

Alternatives

None. This is a briefing for information only.

Attachments

1. Table of Contents for the existing Comprehensive Plan
2. Local Aspirations Memo

TABLE OF CONTENTS

INTRODUCTION Intro-1

CHAPTER 1—CITIZEN INVOLVEMENT 1-1

CHAPTER 2—PLAN REVIEW AND AMENDMENT PROCESS 2-1

CHAPTER 3—ENVIRONMENTAL AND NATURAL RESOURCES 3-1

- Title Page..... 3-1
- Natural Hazards Element 3-2
- Historic Resources Element..... 3-7
- Open Spaces, Scenic Areas, and Natural Resources Element 3-13
- Agricultural and Forest Lands Element..... 3-21
- Air, Water and Land Resources Quality Element..... 3-22

CHAPTER 4—LAND USE 4-1

- Title Page..... 4-1
- Residential Land Use and Housing Element..... 4-2
- Economic Base and Industrial/Commercial Land Use Element 4-19
- Recreational Needs Element..... 4-30
- Willamette Greenway Element..... 4-36
- Neighborhood Element..... 4-41

CHAPTER 5—TRANSPORTATION, PUBLIC FACILITIES AND ENERGY CONSERVATION..... 5-1

- Title Page..... 5-1
- Transportation Element..... 5-2
- Public Facilities and Services Element..... 5-4
- Energy Conservation Element 5-14

CHAPTER 6—CITY GROWTH AND GOVERNMENTAL RELATIONSHIPS..... 6-1

- Title Page..... 6-1
- City Growth Element 6-3

APPENDICES:

- Appendix 1—Historic Resources Property List..... APX1-1
- Appendix 2—Natural Resources Property List APX2-1

ANCILLARY DOCUMENTS (not included in this document; available for additional charge):

- Ardenwald Park Master Plan
- Downtown and Riverfront Land Use Framework Plan
- Elk Rock Island Natural Area Management Plan
- Furnberg Park Master Plan
- Homewood Park Master Plan
- Johnson Creek Resources Management Plan
- Lake Road Multimodal Connection Plan
- Lewelling Community Park Master Plan
- Milwaukie Vision Statement
- North Clackamas Urban Area Public Facilities Plan (4 volumes)
- Regional Center Master Plan
- Scott Park Master Plan
- Spring Park Master Plan
- Springwater Corridor Master Plan
- Transportation System Plan
- Water Tower Park Master Plan
- Wichita Park Master Plan

ANCILLARY MAPS (not included in this document; available for additional charge):

- Title 4 Lands Map

List of Tables and Maps

Tables	Page
Table 1—Population Projections by Metro.....	Intro-4
Table 2—Estimate of Dwelling Unit Capacity on Vacant Lands by Zone.....	4-6
Table 3—Main Heating Sources for Homes.....	5-14
Table 4—Type of Energy Used for Residential Purposes.....	5-15

Maps	After Page
Map 1—Location Map	Intro-5
Map 2—Neighborhood District Association Boundaries.....	1-5
Map 3—Natural Hazards.....	3-5
Map 4—Historic Resources.....	3-11
Map 5—Natural Resource Sites	3-19
Map 6—Buildable Lands.....	4-17
Map 7—Land Use.....	4-51
Map 8—King Road Neighborhood Center	4-53
Title 4—Lands Map.....	Ancillary



MILWAUKIE

Dogwood City of the West

To: Chris Deffebach, Metro
Through: Katie Mangle, Planning Director
Date: February 6, 2009
Subject: Local Aspirations Information Request

This memo is in response to Metro's request that local jurisdictions prepare a summary of "local aspirations" to inform regional efforts to understand how the region will grow over the next 20 years. Metro's request asked the City to respond to the following questions:

1. What are your plans for growth in your city in general and in your centers, corridors and employment areas in particular?
 - What is your planned capacity? Is our understanding of your current planned capacity correct?
 - What are your aspirations for capacities beyond current adopted plans, if any?
 - What are your plans for growth in the 50 year timeframe, if any?
2. What kind of community are you planning for?
 - Are you planning for an 18- hour community or other community shown on the Activity Spectrum?
 - Are you planning for a particular quality of environment, such low-rise or high-rise?
3. What policy and investment choices will it take for you to achieve these aspirations?
 - What type of transportation or other infrastructure?
 - What type of financial assistance?
 - What type of regulatory or other tools?

The purpose of this memo is to address these questions with information currently available. Milwaukie is beginning Periodic Review of its Comprehensive Plan in 2009. During this process, the City will update both environmental and development information, and review policies to guide the growth and development of the city. The local aspirations described below are staff's summary of the following:

- a) Current projects underway in the city,
- b) Elements of adopted plans that staff know to be the focus of implementation by City Council, and
- c) Elements of the adopted plans that staff anticipates will be the subject of review during the upcoming Periodic Review process.

The Milwaukie Comprehensive Plan includes a Vision Statement that was prepared with extensive community input in 1995 (see Attachment 1). Though it was prepared many years

ago, it still captures the aspirations of the community and is the basis for ongoing planning and implementation work. Additional site-specific aspirations are described below, and illustrated in the attached diagram (see Attachment 2).

Where would Milwaukie like to encourage growth?

Milwaukie Town Center

Employment and population growth will be focused in the designated Milwaukie Town Center area. Within this area, there are three distinct sub-areas – downtown, “Central Milwaukie”, and residential neighborhoods. The downtown and Central Milwaukie sub-areas are where growth is most encouraged.

- Downtown – The City is focused on supporting the realization of the *Downtown and Riverfront Land Use Framework Plan*, which envisions a lively downtown area that is a cultural and commercial center for the community, comprised of a welcoming and attractive mix of uses and amenities. Additionally, downtown is projected to be the location of significant residential and employment growth. People will come downtown to work and to experience an environment that is unique, active and diverse. The City is planning for Town Center/Station Community-level activity, as exemplified in the Sellwood /Moreland area today.
- Central Milwaukie (the eastern part of the Town Center area, east of Hwy 224) - The City is planning for a level activity similar to the Hollywood area today. This area includes many opportunity sites, including:
 - Hillside Park (owned by the Housing Authority of Clackamas County)
 - the vacant brownfield Murphy and McFarland sites
 - underutilized residential properties on Myrtle Street north of Hwy 224
- Some infill development is anticipated in the neighborhoods, but maintaining the neighborhood feel of these areas is a priority for the City. One of the City’s primary land use policies is to maintain stable, healthy residential neighborhoods. This policy includes allowing some infill residential development, primarily through land divisions and accessory dwelling units.

Industrial Areas

Employment growth will be encouraged through the development of industrial and office uses in the City’s three industrial areas: North Industrial Area, Johnson Creek Blvd, and International Way. The City considers the North Industrial Area, with access to both Hwy 99E and Hwy 224, to be a valuable location for centrally-located manufacturing and warehousing uses. There is some potential for redevelopment in this area due to the age of the existing facilities. However, it is limited due to access constraints. The ODOT maintenance facility represents a future redevelopment opportunity site. The City intends to protect and nurture the employment-intensive focus of the North Industrial Area. The Tacoma light rail station and park and ride will be just north of this area.

The International Way area, which is zoned BI – Business Industrial is zoned to allow taller buildings (up to 35 feet) and more employment density than is currently built. This capacity may be theoretical, however, because most buildings are relatively new and well-kept.

Annexation

Over the next 20 years, the City intends to follow existing Comprehensive Plan policies and the existing Urban Growth Management Agreement with Clackamas County to provide urban services to and annex properties within Dual Interest Areas A and B.

Corridor Development

Following the existing Comprehensive Plan and zoning, encourage neighborhood-oriented commercial development along 32nd Ave and in King Road Center area.

What is Milwaukie's planned capacity for growth?

In 1997, the City of Milwaukie identified a capacity for 3,188 new dwelling units within the city limits.¹ This capacity was determined by looking at both the land available for new construction and development densities that were allowed by the various zoning codes in place throughout the City at the time.

Based on a recent review of Milwaukie's growth capacity, given both current zoning and the construction of new housing units between 1997- 2008,² staff can make the following conclusions about Milwaukie's planned capacity for growth. The conclusions that follow are not the result of an in-depth review of the housing capacity as determined by the Planning Staff back in 1998.

- The combination of current zoning and new units built since 1997 ensures a growth capacity in Milwaukie of approximately 3,233 housing units, or 45 more than the City's self-imposed requirement under the Functional Plan.³
- 2008 downtown zoning allows the construction of up to approximately 1,270 housing units.
- 2008 zoning of the larger Town Center area, excluding downtown, allows the construction of up to approximately 980 units.⁴
- 2008 zoning in the rest of the residential zones (R10, R7 and R5), allows the construction of up to approximately 680 units through partitions and subdivisions. We estimate that three percent of the 680 units will add accessory dwelling units, for an additional 20 dwelling units.
- Assuming every last one of these housing units were built, residential density in the City would generally range from between 3.5 to 4.0 units per acre, with actual densities differing around town based partially on where (i.e. in which zone) the housing was built.⁵

¹ See the City of Milwaukie's Functional Plan Compliance Report, 1998.

² Since 1997, the City adopted the following changes to the base zones: in 2000, Downtown zoning was changed from General Commercial with Mixed Use Overlay to the current Downtown Zones; in 2005, a block northwest of the corner of Oak Street and Hwy 224 was re-zoned from R-2 to C-G.

³ This estimate excludes potential redevelopment of public right-of-way, existing open space, religious and educational institutions, public facilities, historic properties, and lots significantly covered by water or wetlands. It also excludes lots of substandard size. It assumes new housing units would be built on lots that could meet current minimum standards for lot size and shape.

⁴ Milwaukie's designated Town Center includes the area roughly between Bluebird Street to the south and Balfour Street to the north, from the Willamette River to 42nd Street.

⁵ While this is generally true, some areas of Milwaukie have large lot sizes and would have fewer units per acre. Some parts of Downtown may ultimately average 60 units per acre, which is the average density of North Main Village.

In 1998, Milwaukie's Functional Plan Compliance Report estimated a 2017 capacity of 2,218 new jobs within the city. The report observes that the capacity for jobs growth is limited because there is little vacant commercial land available. The situation has not changed since then, but the City will review this as part of the upcoming Comprehensive Plan update.

What locations are not achieving planned capacity?

Existing development within several zones falls far short of planned capacity:

- Downtown zones – zoning for 2-5 story mixed use buildings; most buildings are one story; most land contains parking lots.
- Residential – Office- Commercial zone - zoning allows for 3 story mixed use buildings; land is vacant.

Aspirations for capacities beyond current adopted plans?

None.

Do you have special planning areas or planned redevelopment areas?

- Downtown Milwaukie Land Use Framework Plan was developed in 2000 for downtown Milwaukie. The City is actively implementing this plan through MTIP-funded streetscape projects, design review of development projects, and other capital improvement projects.
- The City is currently studying the South Downtown area and developing a concept plan to guide redevelopment and restoration of the urban and natural areas south of Washington Street.
- The City is beginning a master planning process for the southwest corner of the Ardenwald neighborhood to guide redevelopment of Hillside Park and the vacant Murphy site north of Harrison in the Central Milwaukie portion of the Town Center.
- City Council has directed staff to begin working on a preliminary urban renewal proposal and a public involvement strategy. An initial package will be presented in 2009, focusing on implementing the Downtown and Riverfront Framework Plan.
- The City is actively pursuing a Kellogg-for-Coho initiative, which includes removing the Kellogg Lake culvert at Hwy 99E and restoring the natural hydraulic function of Kellogg Creek. The goal of the project is removal of the temporal fish passage barrier constituted by the existing box culvert and fish ladder underneath the OR-99E bridge over Kellogg Lake. Secondary goals of the project include improved bike and pedestrian mobility and supporting downtown development.

Do you have a completed a Goal 9 Economic Opportunities Analysis that you would like Metro to consider in estimating employment capacity?

No – we will do this during Periodic Review.

What aspirations do you have for your employment areas?

- Strengthen the North Industrial area as an employment-intensive area.
- Strengthen the International Way as an office park and light industrial area.
- Strengthen downtown as an employment center and location for small retail stores.
- Redevelop Kellogg Treatment Plant for office or hotel use.

Investment Actions needed to achieve Milwaukie's aspirations

- Downtown area:
 - New 99E bridge over Kellogg Lake to replace the existing culvert.
 - High capacity transit service to downtown.
 - Removal of bus layovers and commuter parking from downtown.

- Decommissioning and removal of the Kellogg Treatment Plant to support revitalization of downtown and the livability of the Island Station neighborhood.
- Streetscape improvements (as defined in the Downtown and Riverfront Plan Public Area Requirements) to Main Street and 21st Ave.
- Development of Riverfront Park
- 17th Ave bicycle and pedestrian facility improvements to connect downtown with Sellwood
- Central Milwaukie area:
 - Grade separation of Highway 224 and Harrison St to support redevelopment in central Milwaukie and connections between the Town Center and the neighborhoods to the east.
 - Grade separation of the UPRR Railroad and street crossings.
 - Development of bicycle facilities on Monroe St and Lake Rd
 - Completion of Railroad Ave
 - Railroad crossing safety improvements necessary to achieve Quiet Zone status
- Throughout Milwaukie
 - Street improvements and sidewalks on most arterial, collector and local streets. The lack of facilities and need to provide street improvements has the effect of discouraging infill development.
 - Higher frequency bus service on Lake Road, Hwy 224, Johnson Creek Blvd, and King Road.
- North Industrial Area
 - Access improvements to the North Industrial area, such as a new overpass at Ochoco.

Milwaukie’s Aspirations for growth in Centers and Corridors

	Which type of community best reflects your aspirations?	What is the theme that your community wants to retain
Town Center		
● Downtown Milwaukie (between 99E and railroad)	Sellwood – specialty retail, office, vertically mixed uses	Vibrant small town downtown
● Historic Milwaukie (residential area between railroad and 224)	Hillsdale – mix of SFR, apartments	Historic single family neighborhood
● Central Milwaukie (east of 224)	Regional hospital and shopping center, some mixed use, office, and higher density residential	
King Road corridor	Hillsdale	
North Industrial Area	Industrial Sanctuary	
City as a whole		Small town feel – strong walkable neighborhoods with access to open space, retail services, and low traffic levels

Policies and investment actions needed to achieve aspirations

	What kind of transit services?	Other infrastructure?	Financial Strategies
Town Center			
<ul style="list-style-type: none"> Downtown Milwaukie 	High capacity connections to downtown Portland and CTC. Frequent bus connections to neighborhoods.	Removal of Kellogg Treatment Plant	Local funding source, such as urban renewal.
<ul style="list-style-type: none"> Historic Milwaukie (residential) 	Frequent bus connections		
<ul style="list-style-type: none"> Central Milwaukie 	High capacity connection to downtown Milwaukie or Portland, and CTC. Frequent bus connections	<ul style="list-style-type: none"> Hwy 224 – multimodal improvements to crossings Railroad crossings – safety/ quiet zone improvements 	
King Road corridor	Frequent bus connections	Sidewalks and pedestrian safety improvements	
North Industrial Area		Access improvements (overpass at Ochoco)	

Attachments:

1. Local Aspirations Map
2. 1995 Vision Statement

Milwaukie Vision Statement

In the year 2015, Milwaukie is known as a friendly, full-service city where people want to live and visit. A legacy of established neighborhoods and a street grid system define Milwaukie as part of the region's inner core. The City has successfully transitioned to an urban character. This is a safe community where cultural and business diversity flourishes.

Milwaukie's Expanded City Center extends from the upland geography near 37th Avenue to the shoreline of the Willamette River. A larger-scale complex of housing units and medical facilities, linked by pedestrian networks, anchors this eastern edge. Typical commercial design for Milwaukie's Expanded City Center emphasizes retail on the first floor and office and/or residential on second or third floors. Parking is underground or in structures, which accommodates the pedestrian-oriented atmosphere.

With the return of public rail transit to Milwaukie, the Expanded City Center has taken on a bold look, with mixed office, commercial, and residential activity. People enjoy spending time in Milwaukie, strolling along the revitalized riverfront and taking advantage of a variety of options. Cultural events attract people from the region. The many public spaces are well used. Commercial activity mixes with residential use for people who now call city center "home." Transit options and commercial places keep the Expanded City Center alive after five o'clock. People feel secure and are surrounded with the positive energy that public places can provide.

Milwaukie's stable neighborhoods offer diversity in housing. These neighborhoods are linked through safe and attractive pedestrian and bicycle access. Because of the security and peace of its living areas, residents feel encouraged to be involved in neighborhood activities. Neighborhood associations participate with local governments in prioritizing services and needs. New housing areas are well-designed and blend into existing neighborhoods. Schools form a nucleus for neighborhood interest. Small commercial centers form a focus for public interaction in each of the neighborhoods. People watch out for one another.

With a diverse range of economic options, including home-based employment, people of many social and cultural backgrounds find Milwaukie a good place to work. New technologies continue to evolve in Milwaukie, especially in industrial areas. New business opportunities are expanded throughout the revitalized City.

Aggressive pursuit of transportation plan objectives have overcome barriers for vehicular travel and have created stronger east-west street connectors. Existing grid patterns carry many modes of transport. With new trails, sidewalks, bike lanes, and streets in place, Milwaukie is known as a community that is pedestrian-oriented with a city center that uses the human scale in its development designs. Good bus transit offers the option of getting to jobs in the City's commercial or industrial areas. Transportation facilities allow for freight movement on Highway 224 without adversely affecting the rest of the City. The small station for the regional high-speed rail line is integrated with the City's second light rail station at the eastern end of the Expanded City Center.

People recognize that they are entering Milwaukie by the tree-lined corridors. A network of pathways, parks, wetlands, and open spaces allow interaction between individual sections of the city and its neighborhoods. Johnson Creek is restored to a pristine urban stream, and its streambanks offer people and wildlife a natural refuge. An enhanced Kellogg Lake and the riverfront serve as a focal point for the City's park network.

A renaissance of urban design is resulting in a rebuilt physical environment that is timeless and serves economic needs. Milwaukie's residents carry a sense of pride of place, best symbolized by how the City has designed and taken care of its rebuilt city center, neighborhoods, and its open space areas.

City of Milwaukie—Adopted June 20, 1995