

MINUTES

MILWAUKIE CITY COUNCIL WORK SESSION

September 16, 2008

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

Council Present: Mayor Jim Bernard and Councilors Deborah Barnes, Greg Chaimov, Joe Loomis, and Susan Stone.

Staff Present: City Manager Mike Swanson, Community Development and Public Works Director Kenny Asher, Planning Director AIC Susan Shanks, Engineering Director Gary Parkin, Resource & Economic Development Specialist Alex Campbell,

Harmony Road Transportation Improvements

Ron Weinman and **Dan Johnson** and provided a slide show.

Mr. Johnson gave an update to Council on the Harmony Road transportation improvement project. The purpose of the project was to review the alignment and design alternatives for 1.5 miles of Harmony Road from 82nd Avenue to Hwy 224. The general goals were to reduce congestion while improving safety, remove potential conflicts with the railroad, facilitate future high-speed rail and rail freight mobility, minimize neighborhood and environmental impacts and improve multi-modal access from neighborhoods. He provided an aerial photograph of the regional study area. Discussion about the project began with need. The study area was looking at about a 20% increase in residences, 43% increase in the job base, and 28-43% increase of daily traffic along that corridor. In the 2030 no-build scenario there were a number of safety issues. Currently, there was a queuing issue due to a lack of east/west connectivity west of 82nd Avenue, along 82nd Avenue between Sunnyside Road and Sunnybrook Boulevard. Those two left turns queued back into each other extending into the through-travel lanes creating a safety issue in the 82nd Avenue corridor. There were some concerns with the railroad crossing and those concerns would increase with the desire from ODOT to make that a high-speed rail. With increased congestion there would be an increase in traffic incidents. There was a 3-year study done from 2003-2005 that showed approximately 40 incidents along that line, most of them rear-end incidents associated with high congestion. They had a 2030 congestion estimate based on data through the EIS process that measured system speed and travel time. They were estimating that the system speed for the line at Harmony Corridor under the no-build scenario would be reduced from 15 mph to 9 mph. Also, there would be about a 60% increase in travel time throughout the system as a whole. The level of service at the Linwood/Harmony intersection currently operates at LOS E and at F in 2030. The City standard current LOS is D for that area.

Project Status – They were looking to conclude the screening phase of the EIS study. They would be presenting 4 options that the Policy Review Committee had recommended for Council consideration and comment. Next week they would hold a meeting with Board of County Commissioners (BCC) to have a final recommendation on those alternatives. The next phase of the EIS include: the impact analysis, environmental documentation, and final impact analysis

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statement. In 2006, staff looked to establish purpose and need, goals, gather data, and solicit and narrow alternatives. Through public outreach they were provided with 45 alternatives, and it had taken some time to whittle those down to 4. Those alternatives included alternative #1, which was no build. Alt #5 included widening 82nd Avenue to seven lanes keeping Harmony Road at three lanes and included grade separation at Linwood. Alt #9 illustrated Harmony at 3-5 lanes, Sunnybrook Boulevard would have an extension of its current termination west, and it would tie into Harmony Road with grade separation at the rail crossing. Alt #10 was the same as #9 with the exception that Harmony would have 3 lanes and the rest of the cross section was the same. He discussed the public outreach efforts including project advisory meetings, website for feedback, and a newsletter.

Mr. Johnson said they heard from the public outreach the necessity to address traffic delays, minimize environmental impacts, reduce neighborhood impacts, concerns with the EIS process, and a desire for them to coordinate more closely with the Harmony Community Campus. In response to those concerns, in terms of traffic delays, three of the four remaining EIS alternatives improve the transportation system. The no-build had no benefit. They were looking at a phasing plan and having a closer discussion with the neighborhood and what phasing the improvements might take. Environmental impacts: entertaining closer discussion with Metro habitat program and part of the Natures in the Neighborhood Program that looked to find better ways to integrate habitat with the urban form. Neighborhood impacts: it was important to get an idea of the phasing the Harmony Road corridor. They had done some preliminary estimates and currently there was really no need to widen the roadway on Harmony itself beyond a 3-lane section for the next 20 years.

Mr. Weinman added the key thing they found was that they needed to do something at either end to keep level of service down for 3-lanes.

Mr. Johnson heard a number of concerns in regards to the grade separation of the structure, and they were trying to think of creative ideas such as a roundabout. The height of the structure was a concern. They were looking for creative opportunities to reduce those impacts. They heard a desire from Councilor Barnes to look at putting the railroad underground. They had taken a preliminary look at that, but they wanted to take a more refined look.

EIS process – one of the things they had been hearing was that it was restrictive in nature. The Federal Government had a number of requirements that did not allow them to cut to the chase. A great example was looking at Alt #10, which would address the transportation issues and Alt #9 would do the same with 5-lanes. The EIS process cannot allow to arbitrarily remove Alt #9 though they know it had more impacts to the community, and the concerns of that neighborhood could be addressed in Alt #10. They were reviewing alternatives to that, and they would be proposing alternatives to the BCC. One alternative would be to transition out of the NEPA process and look to a more locally organized process. One idea would be to communicate and work more closely with and to incorporate the discussion as part of the Harmony Community Campus effort and how best to utilize the area. Phase 1 of that effort was to go out to the community and have a discussion about visioning and what they would like to see on that site. Phase 2 was a master planning discussion for partnering opportunities, avoiding duplication of efforts, and creating a sustainable environment with a number of recreational and educational opportunities.

Mr. Johnson said they were here tonight to present the information and respond to comments and concerns and to answer questions. On September 23, they were meeting with BCC to share the concerns they heard tonight, the comments from the public as a whole, and recommend alternatives on how to move forward with the process.

Goals - Their goal is to meet the current safety and capacity needs and respond to concerns and advance the decision making process. The recommendations to the BCC will outline options which include, Advancing the EIS process to the impact analysis phase or transitions from a NEPA and EIS process into the more localized process in partnering with the Harmony Visioning efforts seen today. If NEPA were suspended staff would recommend utilizing Alt #10 as a baseline. It seemed to address the transportation concerns of the area while having the least amount of impacts to the neighborhood. They would discuss phasing and looking as Sunnybrook as phase 1, the overpass discussion as phase 2, and widening Harmony as phase 3. They would continue to coordinate efforts with the Harmony Vision partners, work on mitigating concerns, and continue public engagement. The packet provided outlined 10 options reviewed by the PRC. The recommendation going to the BCC included forwarding options 1, 5, 9, & 10.

Councilor Chaimov asked if they had shown the intersection improvement design to the neighborhood.

Mr. Johnson answered not yet. One of the concerns they had was the formality of the EIS process as a whole. When they started the discussion a number of years ago it was 5-lanes that would look like an 82nd Avenue cross section. They wanted to refine that discussion further, minimize impacts, and look at the alternatives. This would be circulated no matter how the process advanced.

Councilor Chaimov said his impression from discussions with residents of the area and the concerns they had expressed for whatever development occurred was increase cut through traffic. Any proposal would need to focus on incorporating ways to keep that from happening. His first major concern was not just designing Harmony Road in a way that encouraged people to stay on it but discouraging cut through traffic. His second major concern was visual because some of the images looked like large concrete structures that were typically on an interstate rather than in a neighborhood. The steps made here toward keeping the roadway on one plane so it looks like it fits more into the neighborhood was a step in the right direction. His main hope was to continue working with people in the neighborhood to assure their concerns were addressed.

Mr. Weinman said a project like this could be made as a gateway to the community, how did that reflect what you want to do in that area? That was one of the things that could be done with regards to how we fit everything together. They were trying to hit some of those same concerns with regards to keeping the traffic on Harmony so cars were not cutting through. A roundabout keeps the traffic on the road and helps the congestion flow.

Councilor Stone asked if this idea was incorporated would you be transitioning out of the NEPA process? Did this imply that the roadway would be a 2 or 3 lane roadway? How would you do that?

Mr. Johnson said they would not rule this type of alternative out of any process. It was something that could be considered. The desire would be to build skinny roads with big nodes to move at a constant speed and get traffic out of interchange points.

Councilor Stone envisioned a roundabout like the one at 39th and Glisan where every street had to stop. Would that be the same?

Mr. Weinman did not think so. That actually hurt what they wanted to do with traffic. He discussed Rosemont Road in the Stafford area with a yield situation. There may be 2 lanes but they were trying to keep it to 1 lane.

Councilor Stone asked how that would work with the projected volumes. The volume at 39th and Glisan was huge.

Mr. Weinman responded he did not know the volume on 39th. The volume expected here was probably 50-60% of that volume. Right now volume was 17,000 to 20,000. They were looking at a 23,000 to 26,000. He believed Glisan was probably 35,000 to 40,000. There were a couple of roundabouts in Beaverton that worked well at the 10,000 to 15,000 rate so they should work in that range.

Councilor Stone said a concern was also livability and with more traffic came more noise. From an engineering standpoint you want to move traffic and we want to see less impact to the neighborhood. What would be the posted speed?

Mr. Weinman said it would likely be 30-35 mph. It was an arterial so not 25 mph.

Mr. Johnson said this was one of a number of options to look at. They heard the concerns and the desire to minimize the impact. This was the first blush something else might arise, which at that point they would bring it back in front of the committee as a whole to discuss in more detail.

Mr. Weinman said he did not have a lot of details right now, so he was giving standard responses at this time. Regardless of whether NEPA or not they had to put in more design effort and how it would work in more detail.

Councilor Stone encouraged them to make neighborhood livability and safety a design priority. This was not just about moving traffic because it was cutting through a neighborhood. She would like that to be kept in mind.

Councilor Loomis asked what would happen if these intersections were improved? How did the grade go up or down?

Mr. Johnson responded in the grading scale lack of improvement at that intersection, currently LOS E, would soon become F. Their hands had been tied by ODOT, and they had heard the community's desire to look at alternatives that do not include the grade separation. They had been told by ODOT rail that any improvements to the intersection needed to be grade separated to not only deal with the current safety concerns but the long-term need for high speed freight and high speed rail through that corridor.

Mr. Weinman said if they did something like this regardless they would have to come up about 30-feet. It would be a more flat intersection for everyone. The reason for that was the railroad which needed a 23-foot clearance. If nothing was done we would see more cars backing up in both directions on 82nd and Harmony, which had an impact on getting out of the neighborhoods and that resulted in cut through traffic.

Councilor Loomis asked if it was solid so people couldn't camp underneath it.

Mr. Weinman responded there was a small 1200 foot bridge and 2 railroad lines of traffic under there so there would be no room for people to camp. Currently the number of railroad trips was 25 – 30 trains per day including Amtrak.

Councilor Loomis said maybe they could talk with staff about a boulevard treatment to 37th Avenue. It would be nice to improve that for vehicle, pedestrian, and bicycle safety.

Mr. Weinman said it was a lot easier to partner in this as a local project. That was one of the reasons they were asking the BCC.

Mayor Bernard said he supported the upland development of Harmony Campus but did not support this project for a couple of reasons. Traffic needed to move to Hwy 224, and not through the neighborhoods. We needed to do everything we could to get them to go there. If we provided an option that made it easier for them, they would take it. There was an assumption made that there would be more traffic. That was an assumption, but with the high cost of gas there would be alternative transportation options. He had always heard that Harmony Campus could not be done unless the road was improved. He disagreed and said there were transportation options that could be developed. This was a terrible road, and he drove it every day. Assuming that gas would be \$4-\$6 per gallon he thought that predicting traffic would be increased to a certain level was wrong. He supported Alt #1. The roundabout would take out a large swath of land. He had seen other roundabouts, and they do take up a lot of land. The other assumption was high-speed rail. He was on JPACT, and there was no money to do anything in our lifetimes. He agreed we should phase in sidewalk improvements, better access, improvements to turn lanes, and do the upland campus development. If he were to choose anything he would say to dig a tunnel, but he understood there were water table and engineering issues. He did not approve of it when he ran for Mayor and still did not feel good about it. He thought the development of the Harmony Campus was a must. If Harmony Campus depended on this then we needed to work with the community to find a solution otherwise he would support Alt #1.

Mr. Johnson said to be clear, in working with Clackamas Community College in their phase 1 expansion they found some issues through discussion. Some of the issues in regards to the phasing plan were current – safety issue on 82nd Avenue, which could be addressed through the Sunnybrook extension. There was a LOS E. When he had spoken to the City previously the only reason Phase 1 came on line was because of the reduction in trips and the removal of the Harmony Middle School. They could look at that data and other alternatives and creative options. This had always been a multi-modal discussion.

Mayor Bernard suggested transitioning out of the NEPA process and working with the community to find out what kind of project would be supported. He had walked under a bridge on 82nd Avenue that would represent the height of this one, and he was amazed at the size. It was huge.

Councilor Barnes was at the meeting and that was not what they came up with. She along with Lynn Peterson voted to go back to the drawing table because nothing worked and nothing was going to be decided until January. Four alternatives were not what she and Commissioner Peterson voted on. This was not working. They listened to hundreds of residents, not just from Linwood, and not one Milwaukie resident said 'go' to her. She had 50-60 emails and no one wanted it. Neighborhood associations outside of the Milwaukie were also concerned about the environment. They made it clear to staff to go back to the drawing table, and come up with new plans. The picture was very pretty, but to put it in perspective, how tall was 30-feet in the neighborhood? Can you see Linwood students walking through there? She asked to get the signal changed at that light. We would see a huge difference in traffic the minute that got

changed. We just voted to include this new storage facility and part of the report said that the County was going to expand from Lake Road/International Way to that traffic light. There would be two lanes not just one. When people drove Lake Road to the railroad crossing, it squeezed together and caused a backup. That needed to be expanded so there were two lanes all the way through. They approved that two weeks ago when they approved annexation of the mini-storage property. Six lanes would encourage more traffic. Why encourage additional traffic through Milwaukie for people who were not residents? We can estimate data, but we do not have clear figures or hard data for what is going to happen 10 or 20 years from now. Until we have that we were guessing that 25,000 people would use the area. She checked with the traffic folks, and high-speed rail would not happen for another 10 years at least because there was no money for it. With the Linwood NDA, Lake Road NDA, CPO's that had come to her she had notes from a lot of people in opposition. They said was let's go back, come up with other alternatives that don't impact that neighborhood, the kids, the environment and at least 3 businesses. That had to happen before we could send anything to the BCC because it needed to work for everyone. Until then she couldn't say go with the proposed alternatives because those were not alternatives that worked.

Mr. Johnson said to build upon that the term used was hybrid. They were looking at 10 as a baseline because it had the narrowest road and least amount of impact. It still had the big structure, but it was to look at that as a baseline and whittle down from that. They needed to see if they can get this thing down smaller, narrower and deal with the community concerns about the Linwood intersection and utilize that as a tool to refine the design further.

Councilor Barnes said that was a lot different than asking this Council to give input on 4 alternatives. We were going back to the drawing table and finding pictures and ideas that could work for this neighborhood and decrease traffic.

Mr. Johnson said the discussion was going on out there and continuing to engage and possibly re-engage through different means and redefine the discussion for a more informed decision. They were looking at the signals and the possibility of running fiber optic.

Councilor Barnes asked what the chances were of expanding that area to make it 2 lanes.

Mr. Johnson said he had to get a better handle of that.

Mr. Parkin said the Harmony Road annexation would allow for 2 lanes. They were not doing 2 lanes with that improvement. The annexation did not deal with future improvements. The buildings were set back so in the future it could be accommodated, but that was the only accommodation for the second lane. We cannot change the width of the crossing across the track without the railroads permission and they have said they would not grant it.

Councilor Barnes said there were still 2 lanes. One went up the hill and the other went right. If we expanded the right turn lane back to International Way and Lake Road, we would have 2 lanes not just 1. It did not even go into the 2 until you hit halfway through that street which was part of the problem. The crossing was not the problem.

Mr. Weinman said the right turn lane was not far enough back.

Mr. Parkin said the campus had one mitigation to improve, which was that signal. That would incrementally help in offsetting the traffic generated from

Phase 1. After that improvement there was no more tweaking where LOS was less than E.

Councilor Barnes said she understood that, but we have lived with E for how long? 5 years minimum and we seem to be okay with it right now. We need to find an alternative that does not tear up the neighborhood and take away businesses.

Mr. Parkin said honestly that was what everyone was trying to do. This was a good step towards that. Maybe they did not hit everything, but there were only so many ways to solve that problem. He heard that direction and in the report you would see looking out of the box for solution. Maybe the presentation of those 4 alternatives was not quite there.

Mayor Bernard said we have spent a lot of money on studies. We could have built some of that sidewalk and that lane and done signal improvements with all of the money we have spent researching this when we didn't want it 7-8 years ago. He thought it had gone away and then it resurfaced again. He realized that there was a greater demand, but the solution should be to direct people to Hwy 224 where the capacity could be handled. This was a very expensive solution to what he thought could be a redirection of traffic.

Mr. Parkin responded those options were looked at but they did not alleviate the traffic problem at that intersection. It was still at LOS F in 20 years.

Mr. Weinman said they found they would need to increase speed with free flowing movements from 82nd Avenue to Hwy 224 to make something work. They found that there was such a heavy flow from other markets in that area that it would have caused some problems. They found that the dual lefts on Sunnyside during peak hour there was about 1,600 trips per hour both on Sunnyside and Sunnybrook, which indicated a large movement already in that area. They were trying to get more cars using it, but it did not seem to work when they did the analysis.

Mayor Bernard had an opportunity in Wilsonville to look at Beckman Road, which was an amazing project where there was nothing around it. We did not have that ability today. There was something there and the impact would be great. At some point we needed to live with it and accept it. Those people would live in their houses for another 30 years and maybe their kids would live in them. We have to accept the level of traffic is probably going to be bad, and should gas hit \$6 we would need to look at alternatives anyway. You could practically run a streetcar for what this would cost. The environmental impact was huge. We need to put this aside and sit down with the community one-on-one and not spend a lot more money.

Councilor Stone commented on making a turn lane. As much as traffic engineers loved to move traffic she has seen designs around our City and Portland that impede traffic like Johnson Creek Blvd at 45th and 32nd. When all of that was redesigned if they had put right turn lanes for traffic to move to 32nd and Johnson Creek cars would not back up at peak hours on the overpasses. It was frustrating when you knew that could make a difference and improve the flow of traffic if you just allowed cars to make right turns rather than opting for a traffic light or some major expensive thing. She would like to know if the number of cars using these intersections were primarily in the region or in the neighborhood.

Mr. Weinman replied the analysis showed most was regional with 10% local staying in that area. 6% of trips were from the area but went outside to somewhere else. 30% was through traffic.

Councilor Stone said that made her lean toward putting the traffic where it belonged which was Hwy 224. The hypothetical question she wanted to ask was have you looked at making Hwy 224 like Hwy 217 with no stoplights. It made more sense to her to channel all of that traffic. If most of traffic was regional then put them on Hwy 224. We need to maybe look at fixing Hwy 224 and putting some money into that rather than into this project.

Mr. Weinman agreed we needed to do something to Hwy 224. We need to get rid of some of the signals.

Extension of Wastewater Collection System to "Dual Interest Area A"

Mr. Swanson said they had several meetings on this issue over the past couple of months and the meetings left him feeling there was still some questioning on the part of Council and they needed to clarify policy issues. Some timing issues have arisen in respect to making decisions. No formal decision will be made tonight. It will be put on the October 7 agenda. Staff was looking for direction, and he referred to page 28. He reviewed the policy issues. We were involved because of 2 policy considerations that were adopted in the past. We talk time and again about the Urban Growth Management Agreement (UGMA); he handed out a copy of the 1990 agreement. He referred to page 2, section B.1 regarding urbanizing services in Dual Interest Area A in the agreement between Clackamas County and the City. When the agreement was adopted the areas were not chosen by guess. There was a real underlying engineering consideration. The considerations were topography and the need to install an additional pump station if the county absorbed that area, which was a more expensive consideration. He referred to Comprehensive Plan Chapter 6 on page 6-6 showing the policy requirement that required annexation in order to receive or utilize a City service. The UGMA set Dual Interest Area A as being an area that the City would serve. The Comprehensive Plan required annexation in order for a property to receive that service. He had been asked a number of times, why this particular area? It was not a high value area and would not make money for the City. That was true. It would probably be a net cost. That would be one of the things they would be looking at after October 7 should Council decide to proceed presented with the actual decisions. He talked to Jon Mantay about annexation and his expectation was that the City would take low and high value and not just cherry pick one over the other. The result from this could be redevelopment opportunities once sewer went in. The answer to the question about the lower value area was it was not really a fair approach for the City to tell the County that we would pick off the high value areas to result in a larger income to the City. He wanted Council to know that there were 2 policy considerations underlying this decision, one is the UGMA and the other was the Comprehensive Plan. One followed the other and was why the City was pursuing this project.

Mr. Asher said this was a wastewater service project not an annexation project. This was a really important project and an important discussion. He emphasized what Mr. Swanson pointed out that if we didn't have this agreement in place when Barb Cartmill, Clackamas County, inquired a year and a half ago as to the City's interest in sewerage this part of the area since they were sewerage the rest of the urban renewal area. She asked if the City was prepared to do that, and his answer was of course we were because that was what the policy said we would do. If we did not have the policies we probably would not be having this

discussion. If this area were already sewered we would not be having this discussion. They were not trying to force annexation and annex for the sake of annexation. They were trying to provide sewer service and follow policy that when people hooked up to sewer they would voluntarily come in or the mechanics would be such that they would have to figure out a way to bring in groups. They did not have an annexation plan, and staff was looking for guidance. The general rule they were trying to follow was to get the service in the ground, provide the option, and let people tell the City when they were ready to use that service.

Mr. Parkin discussed the need for the project. Environmentally this was an area of concern because of the Johnson Creek watershed and type of soil. In many cases a lot of places had quite a bit of rock that did not treat the septic going into to the tanks. That meant it would reach the water table without all of the treatment that we would like to see. He passed out some information that was provided today by Jim Fisher, County Soil Expert, who regulated the septic systems. There was a real need environmentally that corresponded to the human health need and the threat to the ground water, and the socioeconomic need that was determined when they put together the urban renewal area. The number one desire for those people was to get the sewers put in. There were several houses that had to be boarded up and could no longer support families. People in general were supportive of having that neighborhood benefit. He went over the design. It was not a complicated type of project. It was an extension of the sewer system south of Johnson Creek. North of Johnson Creek there were a few existing buildings that were on an existing system that would be extended to serve the other properties in that area. There was a natural break with the Creek that they could phase in and do one side at a time. If approved they would look at a lot of factors and try to come up with doing a portion that made the most sense. Looking at how to pay for this they did have the state revolving fund loan that DEQ offered, which had a very good rate. They provide for the express purpose of serving areas like Dual Interest A that they think would benefit the environment. It would be a 20-year loan that the City would look to pay off with the money from the people connecting.

Mr. Campbell said one way to look at the risk was to look at a minimum and maximum. The minimum risk had a pretty negligible impact on the sewer fund; maximum risk worst-case scenario they modeled assumed only 60% of the properties connected over the 20-year life of the loan. That would imply an impact of \$1 million to the capital and reserve fund. He thought that was rather unlikely. The more likely scenario would be 80% - 90% of the existing lots connecting to the sewer. Septic systems had a typical life of about 50 years. A lot of this area was built out in the 1950's and 1960's, so it was reasonable to believe there would be a number of system failures over the next 20 years. There were a number of failures already. If 80%-90% hooked up that would be a net cost to the fund of \$100,000 to \$500,000. That might result in some delay in achieving the goal of building up a \$5 million balance in the sewer capital and reserve fund or some impact on project schedule on capital projects for the sewer fund. There were a couple of steps they could take to minimize exposure. It was possible to establish a reimbursement district in perpetuity to decrease the incentive for people in the out years. If we did that it would mean we would recoup that money in future years to pay back the capital fund. These numbers assumed doing the project in phases so they could gauge what the preferences were, which areas were more urgent, and see what the real rates looked like before they pursue the balance of the project. They looked at what the impact on the general fund was and it was not a big winner for the City given the area was

in urban renewal, so property tax revenues were not escalating. There was \$150,000 to \$200,000 in additional tax revenue there for the City that would help pay for some of the additional services that would be provided.

Mr. Asher said due to timing we really needed to act or get out of the way. The County was moving ahead with its project and graciously started to do some of the preliminary services in the area with the expectation that City would follow through and sign an IGA with the County to either reimburse or pay for the more expensive services. There were some savings in scale as there were already contractors out there doing the work for whom mobilizing and studying the area would be less costly than if we try to pick up and do this at some later date or if the County were to try and pick up and do this at some later date. It was a less expensive project by doing it now. The State was holding the City's place in line for a year. This is a competitive loan program, and this project rated very high. It rated #1 in the state, which was a statement of what kind of environmental priority it was for DEQ. He thought we were getting to the end of our grace period. They had said there would be an answer in September. They would have like an answer to know what to do with their funding this year. The County was in the same position. One of the goals was not to leave any islands of blight in this urban renewal area, and if the urban renewal area was going to get sewer and there was no sewer in the dual interest area it was not fair to the property owners. If the City was not going to act, then the County was willing to take that step. Staff did not think that was the advisable course, not only because of policy, but there was something in the notion of unified services for efficiency purposes addressed in Comprehensive Plan Chapter 6. It was imperative that staff got some direction and decision pretty quickly.

Councilor Barnes asked Mr. Wheeler when someone in this area now had a problem with their sewer/septic system and they called the County, what was the County's reaction and what did they say to these folks when it came to next steps for them? What was the public relations response from the County at this point?

Mr. Wheeler was not sure what the public relations response was.

Mr. Parkin said people contacted the City to find out if there was a way to get sewer. A lot of it depended on the proximity to the lines. If they were within 300 feet they are obliged under state law to connect to a public system. Other than that they were looking and asking if the City could provide the sewer. Staff was telling them some day we could. Staff then looked at if we could provide some treatment that would fix the system. In a lot of cases they could and for a lot of cases they didn't have enough room. Usually there was something that could be done on a temporary basis. They would either have a cesspool that they collected it in and then gets pumped out, which was an expensive long-term solution. If they knew something was coming, the County would allow that. They had slow sand filters that were expensive and took a lot of property. The City was notified and had not been able to be helpful to provide those things.

Mayor Bernard had a house on May Street, and his septic tank was a truck body that was put in during the 30's or 40's. After pumping it out every day for 3 weeks he ended up paying a neighbor to run a sewer line through his yard to connect to the street. It was very expensive but solved the problem.

Councilor Loomis said he was glad to see there was some progress in moving forward and providing service one way or another. He was at the meeting that was facilitated by Mr. Wheeler and people did want to be sewerred, but the issue was who would provide the service. He would like to see on October 7th if we do go this route what the benefit was to the City, what the benefit was to the

Milwaukie residents, what the benefit was to the residents to the Dual Interest Area A, what the cost to the City was, what the cost to the Dual Interest residents was and what it would cost the residents outside the Dual Interest area. He would like to be able to compare those numbers and see if the benefit was worth it because he could see how they could picture it as being unfair if their neighbor across the street was being sewerred by the County.

Mr. Parkin said there were some residents that would be treated by City sewer and others by County. There would be that dissimilarity at some point.

Mr. Campbell said the dissimilarity was about property taxes. It was not about project cost. There may be some quirks of geography that might make some areas cheaper than others, and it was possible that separating out the Dual Interest Area might make it marginally more or less expensive, but that had nothing to do with whether the City provided the service. The difference would be the taxes. That line existed one way or another. It was a question of where that line was.

Mayor Bernard asked if a neighbor's house that was not in the City was broken into would Milwaukie police be called?

Mr. Campbell said that usually MPD did respond to calls in that area.

Councilor Loomis said he would like to know if that was actually true. He had heard that back and forth. If there was a way to get those statistics that showed our police were responding and servicing that area he wanted to know.

Mr. Asher said he thought we could provide some of the costs. The County's project was not even through their preliminary engineering phase so those project costs were still moving. It was very hard to do a one to one. They think that our project would be comparable. The cost for service was higher in the City and he thought that there was a higher level of service that came along with that. That was in the staff report that they worked on a couple of years ago when this was first brought up. They could look at those numbers again and do that comparison. Not everyone agreed with that, but that was their position.

Councilor Loomis said he was hearing that whoever provided sewer the costs would be comparable, so the difference was in property taxes and rates.

Mr. Asher said sewer rates were more expensive, but other rates were lower. On balance it was more expensive to be in the City, and they would argue there was a reason for that having to do with the level of service across the board.

Councilor Loomis said there were probably comparable houses in the Dual Interest Area that were right across the street from each other and maybe that could be used as a model.

Mr. Parkin said there was a need for a pump station in Milwaukie system because of the low spot. If it was decided the City was not going to provide service to that area and we weren't going to allow any more sewer to come into our City and they had to pump it around it would be silly. There would be a cost they could calculate.

Mr. Asher added it would be a gravity fed system, but there was just one spot that needed the pump station.

Councilor Loomis said if they chose to go with an alternative, be prepared for the alternatives stated in the staff report.

Mr. Asher said he could not have that done completely by October 7 but could make some general comments.

Councilor Barnes asked if Mr. Asher was trying to get feedback from each of the Councilors or a general consensus.

Mr. Asher responded the first thing staff wanted to know was if there was enough interest in this project to see a resolution with the 3 things on the first page of the staff report? In a way there were seeking Council approval to proceed with the project. If there was not an interest in that tonight it would be good to know. They could attach a draft IGA for the October 7 meeting, but it would not be to execute the IGA.

Mr. Swanson said that brought us to the next step of the process. His point in citing the 2 policy considerations was to say this was what we had. If that were not the conclusion, then they would need to do the work to change those policies. There would be much more discussion on October 7.

Councilor Chaimov was fine with going forward in current direction. He was not comfortable taking actions that might bring people into the City who did not wish to come in, but there was no option under the UGMA other than to go forward. We had made an agreement to do this and he thought we had to. However, he would like to hear more of a discussion on why assuming no UGMA or Comprehensive Plan that it would make more sense for Milwaukie to put in the system rather than the County.

Councilor Loomis got a good flavor of how people felt. There was a certain pride in being in unincorporated.

Councilor Stone agreed that sewerage seemed to make a lot of sense. It was environmentally the right thing to do. In terms of Milwaukie versus the County she shared the same concerns about sewerage people who did not want to be part of the City and how do we deal with that. She would like to see the figures that Councilor Loomis had asked about. She asked if the City was putting forth the application for the state revolving fund for the entire project? Was it a \$3.8 million project with a city cost of \$270,000?

Mr. Swanson replied it was just for Dual Interest Area A.

Mr. Asher explained those were two separate costs. The \$270,000 was for design, engineering and environmental. \$3.8 million was to do the entire Dual Interest Area and they were just talking about phases.

Councilor Stone asked in 20 years how many of 286 properties would we anticipate needing to hook up. She heard tax revenue would be \$150,000-\$200,000 per year. What was that based on?

Mr. Campbell responded as far as the financial impact on the sewer fund itself he was thinking about repayment and how many people they could expect to hook up. The low side was 60% and high side 80%-90% over 20 years. The \$150,000-\$200,000 would be if the entire area annexed. We only incur additional service costs when people annexed.

Mr. Asher said Council had been asked to do a very difficult thing. The costs they could manage and they would share. The difficult thing was to explain why the City and not the County without going to the Comprehensive Plan Chapter 6, which was the City's growth element. It had a lot of information in it about how the City said it wanted to grow. We haven't had a lot of discussion around this table about that chapter of the Plan. He recommended that Council become

familiar with Chapter 6 because that was where staff would go to explain why the City was the appropriate provider. It was not just because it is written on paper. There was logic behind it. He knew this was difficult because back in May he was trying to explain why the City and not the County and why consolidated services and not districts. A lot of that came right out of the Comprehensive Plan. Even if we give it the old college try he thought it was a high bar for staff to clear to make a strong case for why they City and not the County. He thought there was a lot of philosophy that went right to governance and to urban planning and urban service provision and efficiency of services. Those are really complicated issues. The reason annexation was so hard was because it was right in the middle of all of that. He was up for it, and staff will try its best. It would help a lot if Council was familiar with that part of the Comprehensive Plan and was ready to give feedback in that discussion.

Mr. Swanson said if the question was only whether people wanted to or not, then the answer was evident. There were other people underlying the policy that was contained in Chapter 6 of the Comprehensive Plan. If it was only taking a poll that was very simple, but it was a lot deeper than that.

Mayor Bernard adjourned the work session at 6:57 p.m.

Pat DuVal

Pat DuVal, City Recorder

WORK SESSION

AGENDA

WORK SESSION MILWAUKIE CITY COUNCIL

SEPTEMBER 16, 2008

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.	Harmony Road Transportation Improvement Project Update	Gary Parkin	1
2.	6:00 p.m.	Extension of Wastewater Collection System to “Dual Interest Area A”	Kenny Asher Gary Parkin Alex Campbell	28
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
Kenneth Asher, Community Development and Public Works Director**

From: Gary Parkin, Director of Engineering

Subject: Harmony Road Transportation Improvement Project Update

Date: August 29, 2008 for the September 16, 2008 Regular Session

Action Requested

None. This is an update on the status of the Harmony Road project and is for information only.

History of Prior Actions and Discussions

January 2, 2008: City Council update, reviewed the Policy Review Committee (PRC) recommendations to not take action on any of the alternatives, instead directing the project team to gather data to allow the PRC to better evaluate new alternatives proposed by the Project Advisory Committee (PAC). Specifically, the team was asked to look at traffic and environmental impacts, business displacements, and whether the new alternatives met the project's purpose and need.

July 17, 2007: City Council updated on the Harmony Road Improvement project status. The project was progressing through its Environmental Impact Study (EIS). The first major step in the EIS was the scoping process. It involved public outreach and agency coordination to provide input on project purpose and need, and determine alternative alignments. The scoping process was completed, and alternatives were presented to the City Council.

Background

Since last meeting to update the City Council on this project, the County's project design team has evaluated the ten alternatives (including no-build) that came out of the

scoping phase and the PAC recommendations from their December 2007 meeting. The ten alternatives were:

- #1 No build (it includes the other projects that are anticipated in the region)
- #2 Widen 82nd to 7 lanes
- #3 Widen 82nd to 7 lanes, omit Sunrise Corridor project, improve the Hwy 224 connection
- #4 Widen 82nd to 7 lanes, extend 84th Ave (parallel route to 82nd)
- #5 Widen 82nd to 7 lanes, build Harmony road as 3 lane with RR bridge
- #6 Build Harmony road with 3 lanes with RR bridge
- #7 Build Harmony road with 5 lanes with RR bridge
- #8 Build Harmony road with 5 lanes with RR bridge, and Sunnybrook extension from 82nd to Harmony Rd
- #9 Build Harmony road with 3 and 5 lanes with RR bridge, and Sunnybrook extension from 82nd to Harmony Rd
- #10 Build Harmony road with 3 lanes with RR bridge, and Sunnybrook extension from 82nd to Harmony Rd

The alternatives are described more fully in Attachment 1.

The PRC at their May 14, 2008 meeting gave direction for the project team to continue with six alternatives (#1,3,4,5,9,and 10) in the EIS evaluation. They also directed that the PAC be reconvened to clarify that group's position on the alternatives.

In addition to the project meetings, the project was integrated into the Harmony Unified Vision, a coalition of government agencies with interest in the Harmony Community Campus.

After taking input from the public and the PAC, the PRC met on July 29, 2008 and acted to continue with the EIS process on the condition that the project look "outside-the-box" for designs that will minimize the neighborhood impacts.

The project is scheduled to complete its EIS by this winter when a locally preferred alternative is identified. Prior to that, the City Council will be asked for concurrence of alternatives to be studied and a draft EIS will be distributed for public and agency stakeholder comment.

Concurrence

This project is incorporated in the Clackamas County Comprehensive Plan. The project is listed as a low priority in the City's recently adopted Transportation System Plan (TSP).

The Linwood NDA s only supports looking at options that do not include Harmony Road.

City staff continues to support moving forward with the EIS, looking at the alternatives forwarded from the PAC. There is a traffic problem at the Harmony Road/Linwood intersection (poor level of service, documented in the TSP), which is exacerbated by the proximity of the railroad crossing. The problem is likely to worsen in the future. Further study of possible solutions to the traffic and/or at-grade railroad crossing issues will provide an assessment of the problem and the magnitude of the impacts to solve it.

In addition, the Harmony Road portion of the project would provide for the completion of a Railroad Quiet Zone through the City of Milwaukie, a widely supported community endeavor.

Fiscal Impact

No direct fiscal impacts for City of Milwaukie.

Work Load Impacts

None (no action requested), although the Engineering Director attends regular project management team meetings. The meetings, preparation and miscellaneous project support amount to 15-20 hours per month.

Alternatives

Not applicable at this time as no direction is being sought.

Attachments

1. Material from the PRC meeting- Alternatives Analysis
2. Powerpoint presentation

ATTACHMENT 1

HARMONY ROAD ALTERNATIVES ANALYSIS

GLOSSARY

LOS

The concept of level-of-service (LOS) has been developed to correlate traffic volume data to subjective descriptions of traffic performance at intersections. Intersections are the controlling bottlenecks of traffic flow, and the ability of a roadway system to carry traffic efficiently is nearly always diminished in their vicinity.

An intersection's LOS is similar to a "report card" rating, based on average vehicle delay. LOS A, B and C indicate conditions where vehicles can move freely. LOS D and E are progressively worse. For signalized intersections, LOS F represents conditions where the average delay for all vehicles through the intersection exceeds 80 seconds per vehicle, generally indicated by long queues and delays. Under this operating condition, delay is highly variable, and it is difficult to estimate average stopped vehicle delay accurately because congestion often extends into adjacent intersection affecting operation.

V/C

The volume to capacity ratio (V/C) is used as a measure of effectiveness for signalized and unsignalized intersection operation. The V/C is calculated by dividing the volume entering the intersection by the total capacity (maximum volume the intersection could serve). The V/C describes the amount of intersection capacity that is utilized by the volume. For example, a 0.85 V/C represents intersection volumes consuming 85% of the available capacity at that intersection. A V/C of 1.0 suggests there is no available capacity at that intersection and not one more vehicle could be accommodated.

Daily Traffic Volumes

The forecasted 2030 daily traffic volumes for the selected roadway sections are based on forecasted 2030 PM peak hour volumes from the Metro travel demand model. Existing PM peak hour traffic volumes were compared to existing daily traffic volumes to estimate the appropriate volume relationship in the study area. Existing traffic count data found the daily traffic volumes were approximately 11 times higher than the PM peak hour. This relationship was assumed to continue in the 2030 forecast year. Therefore, forecasted 2030 PM peak hour volumes were factored by 11 to represent 2030 daily traffic volumes.

HARMONY ROAD ALTERNATIVES ANALYSIS

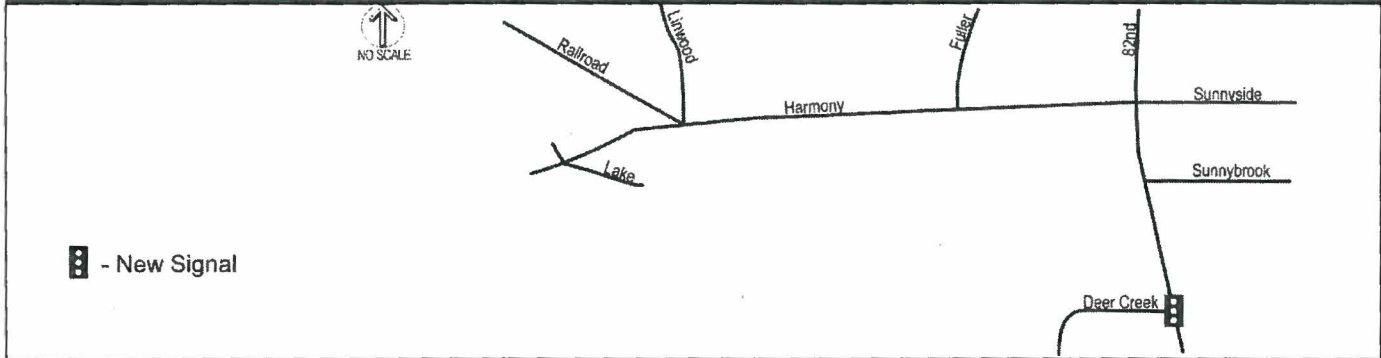
ALTERNATIVE 1

2030 No Build

Key Findings

- The Harmony Road/Linwood Avenue/Railroad Avenue intersection would operate with significant vehicle delay and queues.
- The Harmony Road corridor would experience vehicle congestion due to numerous access points and future traffic demands.
- Mitigation would be required at the Sunnyside Road/82nd Avenue intersection.
- A second northbound left turn lane would be required at the Deer Creek Lane/82nd Avenue intersection.
- Capacity improvements would be needed to accommodate future traffic demands on Highway 224 at Johnson Road.

Conceptual Design



2030 Daily Traffic Volumes (vehicles/day)

Harmony Road west of 82 nd Avenue	20,000
Harmony Road west of Fuller Road	23,000
Harmony Road west of Linwood Avenue	18,000
Sunnybrook Blvd west of 82 nd Avenue	-
82 nd Avenue south of Sunnyside Road	45,000
82 nd Avenue south of Sunnybrook Blvd	57,000
Highway 224 west of Johnson Road	44,000

2030 PM Peak Hour Traffic Operations

Intersection	LOS	V/C
Sunnyside Road/82 nd Avenue	F E*	1.34 1.00*
Harmony Road/Fuller Road	C	0.90
Sunnybrook Blvd/82 nd Avenue	D	1.00
Harmony Road/Linwood Ave	F	1.19
Hwy 224/Johnson Road	F	1.22
Deer Creek Lane/82 nd Avenue	E C**	1.20 0.93**

* Add 2nd left turn lane to each approach
 ** Add 2nd northbound left turn lane

Assumptions

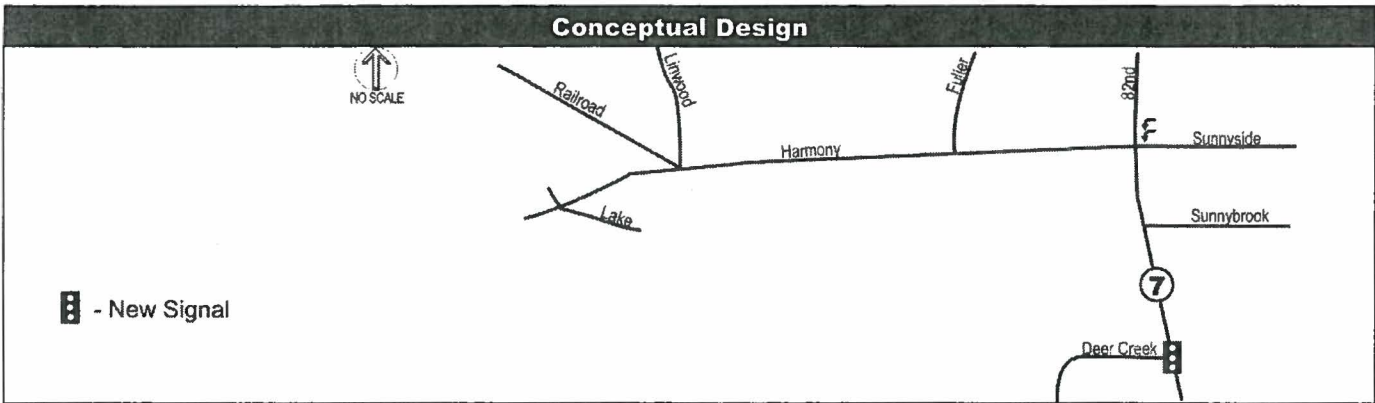
- Assumes all improvement projects identified for the no build scenario.
- The no build scenario includes a seven lane boulevard cross-section on SE 82nd Avenue from Sunnyside to Sunnybrook.
- The no build scenario includes the Sunrise Corridor from I-205 to SE 122nd Avenue. The Sunrise Corridor project includes the Deer Creek Lane extension as a five lane roadway between Hwy 224 and SE 82nd Avenue and a new traffic signal at the Deer Creek Lane/SE 82nd Avenue intersection.

HARMONY ROAD ALTERNATIVES ANALYSIS

ALTERNATIVE 2

2030 No Build + SE 82nd Avenue With 7 Lanes

Key Findings	
<ul style="list-style-type: none"> The 7 lane section on 82nd Avenue between Sunnybrook Blvd and Highway 224 and the double westbound left turn lanes at Sunnyside Road/82nd Avenue would not significantly change the travel demand on Harmony Road. The Harmony Road/Linwood Avenue/Railroad Avenue intersection would operate with significant vehicle delay and queues. The Harmony Road corridor would experience vehicle congestion due to numerous access points and future traffic demands. Additional mitigation would be required at the Sunnyside Road/82nd Avenue intersection. Capacity improvements would be needed to accommodate future traffic demands on Highway 224 at Johnson Road. 	



2030 Daily Traffic Volumes (vehicles/day)	
Harmony Road west of 82 nd Avenue	20,000
Harmony Road west of Fuller Road	23,000
Harmony Road west of Linwood Avenue	18,000
Sunnybrook Blvd west of 82 nd Avenue	-
82 nd Avenue south of Sunnyside Road	46,000
82 nd Avenue south of Sunnybrook Blvd	60,000
Highway 224 west of Johnson Road	44,500

2030 PM Peak Hour Traffic Operations		
Intersection	LOS	V/C
Sunnyside Road/82 nd Avenue	F E*	1.15 1.04*
Harmony Road/Fuller Road	C	0.88
Sunnybrook Blvd/82 nd Avenue	C	0.88
Harmony Road/Linwood Ave	F	1.20
Hwy 224/Johnson Road	E	1.11
Deer Creek Lane/82 nd Avenue	D	1.01

* Add 2nd northbound, southbound and eastbound left turn lanes

Assumptions	
<ul style="list-style-type: none"> Assumes all improvement projects identified for the no build scenario. SE 82nd Avenue would be widened to a seven lane cross-section from Sunnybrook to the Highway 224 interchange. At the Sunnyside Road/SE 82nd Avenue intersection, the second westbound thru lane would convert to a second westbound left turn lane. 	

HARMONY ROAD ALTERNATIVES ANALYSIS

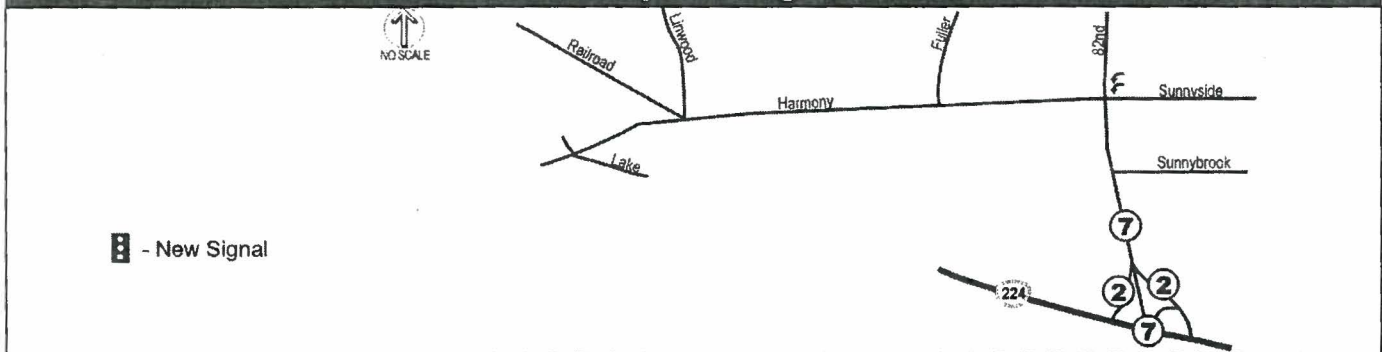
ALTERNATIVE 3

2030 No Build + SE 82nd Avenue With 7 Lanes + Removal of the Sunrise Corridor project+ Improved Connections to Hwy 224

Key Findings

- The removal of the Sunrise Corridor project would have limited impact on the travel patterns in the study area.
- Highway 224 would require a 7 lane section between the SE 82nd Avenue ramps.
- The 7 lane section on 82nd Avenue between Sunnybrook Blvd and Highway 224 and the double westbound left turn lanes at Sunnyside Road/82nd Avenue would not significantly change the travel demand on Harmony Road.
- The Harmony Road/Linwood Avenue/Railroad Avenue intersection would operate with significant vehicle delay and queues.
- The Harmony Road corridor would experience vehicle congestion due to numerous access points and future traffic demands.
- Additional mitigation would be required at the Sunnyside Road/82nd Avenue intersection.
- Capacity improvements would be needed to accommodate future traffic demands on Highway 224 at Johnson Road.

Conceptual Design



2030 Daily Traffic Volumes (vehicles/day)

Harmony Road west of 82 nd Avenue	20,000
Harmony Road west of Fuller Road	23,500
Harmony Road west of Linwood Avenue	19,500
Sunnybrook Blvd west of 82 nd Avenue	-
82 nd Avenue south of Sunnyside Road	43,500
82 nd Avenue south of Sunnybrook Blvd	50,000
Highway 224 west of Johnson Road	42,000

2030 PM Peak Hour Traffic Operations

Intersection	LOS	V/C
Sunnyside Road/82 nd Avenue	E D*	1.05 0.95*
Harmony Road/Fuller Road	D	0.92
Sunnybrook Blvd/82 nd Avenue	C	0.77
Harmony Road/Linwood Ave	F	1.20
Hwy 224/Johnson Road	F	1.27
Hwy 224/82 nd Avenue NB Ramp	D	1.02
Hwy 224/82 nd Avenue SB Ramp	C	0.98
* Add 2 nd northbound, southbound and eastbound left turn lanes.		

Assumptions

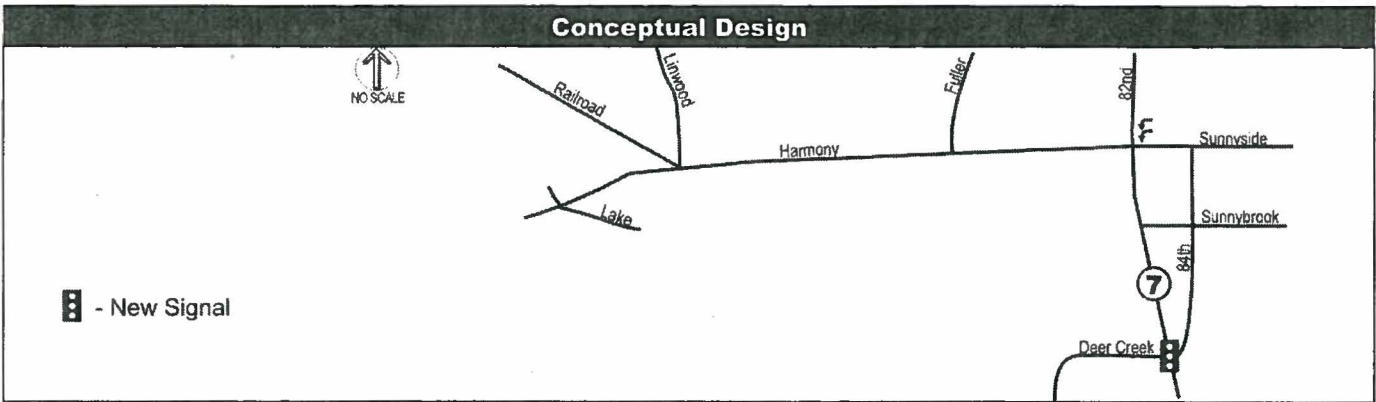
- Assumes all improvement projects identified for the no build scenario except the Sunrise Corridor project. The Deer Creek Lane extension and the Deer Creek Lane/SE 82nd Avenue traffic signal are not assumed.
- SE 82nd Avenue would be widened to a seven lane cross-section from Sunnybrook to the southbound off-ramp and northbound on-ramp to Highway 224.
- The improved connections to Hwy 224 would widen the SE 82nd Avenue on-ramp and off-ramp to two lanes. SE 82nd Avenue would transition from seven lane north of the ramps to five lanes south of the ramps by dropping the outside southbound lane at the off-ramp and adding the outside northbound lane at the on-ramp.
- At the Sunnyside /SE 82nd intersection, the second westbound thru lane would convert to a second westbound left turn lane.
- Hwy 224 would widen to a seven lane cross-section between the SE 82nd Avenue ramps. The cross-section would include:
 - two left turn lanes and two through lanes in the eastbound direction
 - one left turn lane and two through lanes in the westbound direction
- No sidewalks would be provided on SE 82nd Avenue south of Sunnybrook Boulevard.

HARMONY ROAD ALTERNATIVES ANALYSIS

ALTERNATIVE 4

2030 No Build+ SE 82nd Avenue With 7 Lanes + SE 84th Avenue Extension

Key Findings	
▪	The 84th Avenue extension would not significantly change the travel demand on Harmony Road.
▪	The 84th Avenue extension would have a marginal benefit to traffic operations on 82nd Avenue.
▪	The 7 lane section on 82 nd Avenue between Sunnybrook Blvd and Highway 224 and the double westbound left turn lanes at Sunnyside Road/82 nd Avenue would not significantly change the travel demand on Harmony Road.
▪	The Harmony Road/Linwood Avenue/Railroad Avenue intersection would operate with significant vehicle delay and queues.
▪	The Harmony Road corridor would experience vehicle congestion due to numerous access points and future traffic demands.
▪	Additional mitigation would be required at the Sunnyside Road/82 nd Avenue intersection.
▪	Capacity improvements would be needed to accommodate future traffic demands on Highway 224 at Johnson Road.



2030 Daily Traffic Volumes (vehicles/day)	
Harmony Road west of 82 nd Avenue	20,000
Harmony Road west of Fuller Road	23,000
Harmony Road west of Linwood Avenue	17,500
Sunnybrook Blvd west of 82 nd Avenue	-
82 nd Avenue south of Sunnyside Road	46,000
82 nd Avenue south of Sunnybrook Blvd	52,000
Highway 224 west of Johnson Road	43,000

2030 PM Peak Hour Traffic Operations		
Intersection	LOS	V/C
Sunnyside Road/82 nd Avenue	F E*	1.17 1.06*
Harmony Road/Fuller Road	C	0.86
Sunnybrook Blvd/82 nd Avenue	B	0.72
Harmony Road/Linwood Ave	F	1.19
Hwy 224/Johnson Road	F	1.22
Deer Creek Lane/82 nd Avenue	C	0.90

* Add 2nd northbound, southbound and eastbound left turn lanes.

Assumptions	
▪	Assumes all improvement projects identified for the no build scenario.
▪	SE 82 nd Avenue would be widened to a seven lane cross-section from Sunnybrook to the Highway 224 interchange.
▪	SE 84 th Avenue extension would be added. This new roadway would extend from Sunnyside Road to the Deer Creek Lane/SE 82 nd Avenue intersection. The SE 84 th Avenue extension would be assumed as a three lane collector with a 30 mph speed limit. The alignment of SE 84 th Avenue is to be determined.
▪	Deer Creek Lane would provide a four lane cross-section between SE 82 nd Avenue and SE 84 th Avenue.
▪	At the Sunnyside Road/SE 82 nd Avenue intersection, the second westbound thru lane would convert to a second westbound left turn lane.

HARMONY ROAD ALTERNATIVES ANALYSIS

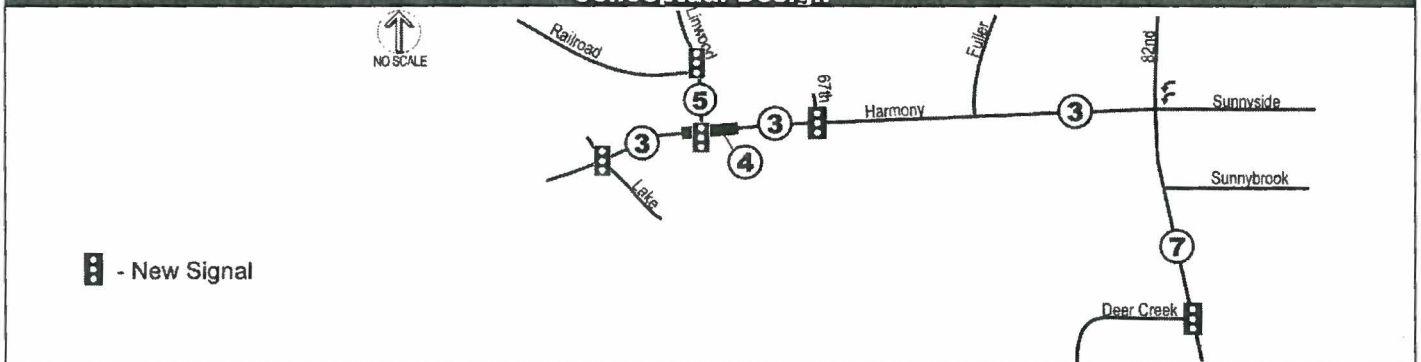
ALTERNATIVE 5

2030 No Build + SE 82nd Avenue With 7 Lanes + Harmony Road With 3 Lanes and Grade-Separated Railroad Crossing

Key Findings

- Access management measures (such as driveway closure and consolidation) would be necessary on Harmony Road to maintain acceptable traffic flow. Unsignalized access points would experience difficulties due to limited gaps in the traffic stream.
- The 7 lane section on 82nd Avenue between Sunnybrook Blvd and Highway 224 and the double westbound left turn lanes at Sunnyside Road/82nd Avenue would not significantly change the travel demand on Harmony Road.
- Linwood Avenue would require a 5 lane section between Harmony Road and Railroad Avenue. Harmony Road would require a 4 lane section east of Linwood Avenue.
- Additional mitigation would be required at the Sunnyside Road/82nd Avenue intersection.
- A second northbound left turn lane would be required at the Deer Creek Lane/82nd Avenue intersection.
- Capacity improvements would be needed to accommodate future traffic demands on Highway 224 at Johnson Road.

Conceptual Design



2030 Daily Traffic Volumes (vehicles/day)

Harmony Road west of 82 nd Avenue	20,000
Harmony Road west of Fuller Road	23,000
Harmony Road west of Linwood Avenue	20,000
Sunnybrook Blvd west of 82 nd Avenue	-
82 nd Avenue south of Sunnyside Road	46,000
82 nd Avenue south of Sunnybrook Blvd	59,500
Highway 224 west of Johnson Road	43,000

2030 PM Peak Hour Traffic Operations

Intersection	LOS	V/C
Sunnyside Road/82 nd Avenue	F E*	1.16 1.05*
Harmony Road/Fuller Road	C	0.89
Sunnybrook Blvd/82 nd Avenue	C	0.88
Harmony Road/Linwood Ave	E C**	1.04 0.73**
Hwy 224/SE Johnson Road	F	1.22
Deer Creek Lane/82 nd Avenue	C	0.86

* Add 2nd northbound, southbound and eastbound left turn lanes.
 ** Linwood with five lane section from Harmony to Railroad. Harmony with 4 lane section east of Linwood.

Assumptions

- Assumes all improvement projects identified for the no build scenario.
- SE 82nd Avenue would be widened to a seven lane cross-section from Sunnybrook to the Highway 224 interchange.
- Harmony Road would be widened to a three lane cross-section from Fuller Road to Lake Road/International Way. East of Linwood Avenue, Harmony Road would be four lanes wide to accommodate two southbound left turn lanes from Linwood Avenue.
- At the Sunnyside Road/SE 82nd Avenue intersection, the second westbound thru lane would convert to a second westbound left turn lane.
- A grade-separated railroad crossing would be assumed on Harmony Road at the Linwood Avenue/Railroad Road intersection.
- Linwood Avenue would provide a five lane cross-section between Harmony Road and the realigned Railroad Avenue.
- The Lake Road/International Way/Harmony Road intersection would be relocated to the east to improve access spacing.
- Access to Cedar Crest Drive from Harmony Road would be closed.
- A traffic signal would be provided at the SE 67th Avenue/Harmony Road intersection.

HARMONY ROAD ALTERNATIVES ANALYSIS

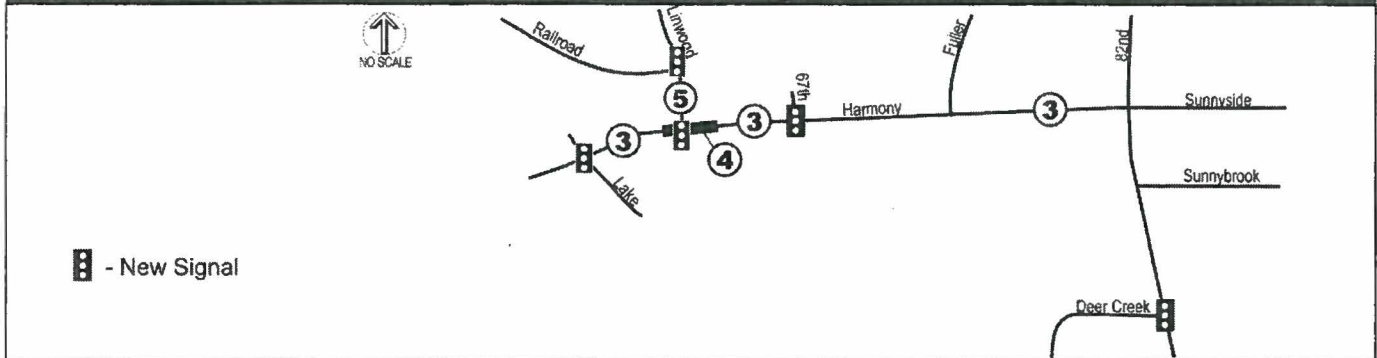
ALTERNATIVE 6

2030 No Build + Harmony Road With 3 Lanes and Grade-Separated Railroad Crossing

Key Findings

- Access management measures (such as driveway closure and consolidation) would be necessary on Harmony Road to maintain acceptable traffic flow. Unsignalized access points would experience difficulties due to limited gaps in the traffic stream.
- Linwood Avenue would require a 5 lane section between Harmony Road and Railroad Avenue. Harmony Road would require a 4 lane section east of Linwood Avenue.
- Additional mitigation would be required at the Sunnyside Road/82nd Avenue intersection.
- A second northbound left turn lane would be required at the Deer Creek Lane/82nd Avenue intersection.
- Capacity improvements would be needed to accommodate future traffic demands on Highway 224 at Johnson Road.

Conceptual Design



2030 Daily Traffic Volumes (vehicles/day)

Harmony Road west of 82 nd Avenue	20,000
Harmony Road west of Fuller Road	24,000
Harmony Road west of Linwood Avenue	20,000
Sunnybrook Blvd west of 82 nd Avenue	-
82 nd Avenue south of Sunnyside Road	45,000
82 nd Avenue south of Sunnybrook Blvd	57,000
Highway 224 west of Johnson Road	43,000

2030 PM Peak Hour Traffic Operations

Intersection	LOS	V/C
Sunnyside Road/82 nd Avenue	F D*	1.33 0.95*
Harmony Road/Fuller Road	D	0.93
Sunnybrook Blvd/82 nd Avenue	D	0.99
Harmony Road/Linwood Ave	E C***	1.04 0.74***
Hwy 224/SE Johnson Road	F	1.21
Deer Creek Lane/82 nd Avenue	D C**	1.05 0.94**

* Add 2nd left turn lane to all approaches.
 ** Add 2nd northbound left turn lane.
 *** Linwood with five lane section from Harmony to Railroad. Harmony with 4 lane section east of Linwood.

Assumptions

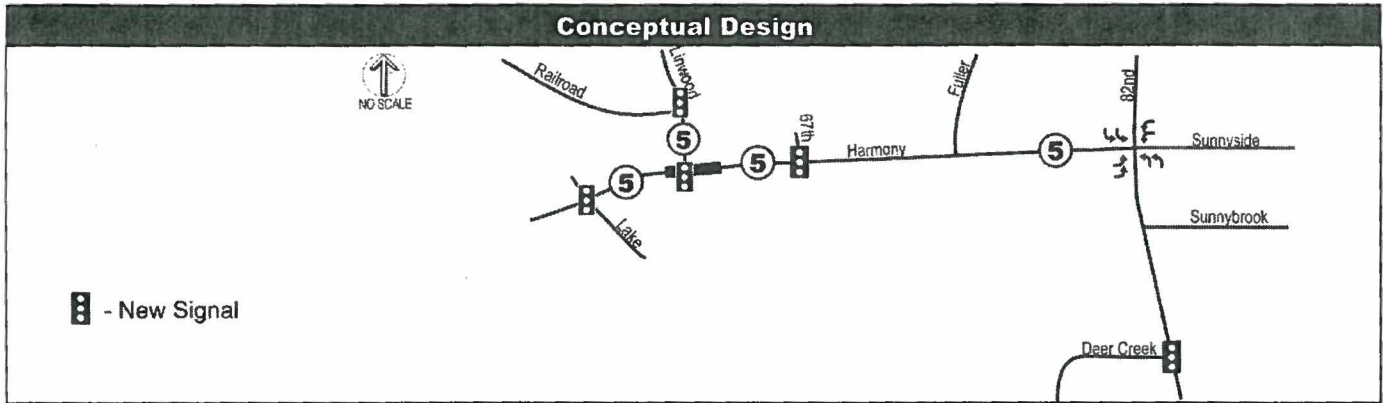
- Assumes all improvement projects identified for the no build scenario.
- Harmony Road would be widened to a three lane cross-section from Fuller Road to Lake Road/International Way. East of Linwood Avenue, Harmony Road would be four lanes wide to accommodate two southbound left turn lanes from Linwood Avenue.
- A grade-separated railroad crossing would be assumed on Harmony Road at the Linwood Avenue/Railroad Road intersection.
- Linwood Avenue would provide a five lane cross-section between Harmony Road and the realigned Railroad Avenue.
- The Lake Road/International Way/Harmony Road intersection would be relocated to the east to improve access spacing.
- Access to Cedar Crest Drive from Harmony Road would be closed.
- A traffic signal would be provided at the SE 67th Avenue/Harmony Road intersection.

HARMONY ROAD ALTERNATIVES ANALYSIS

ALTERNATIVE 7

2030 No Build + Harmony Road With 5 Lanes and Grade-Separated Railroad Crossing

Key Findings	
▪	The additional capacity on Harmony Road would increase traffic volumes 2,000 to 3,000 vehicles per day in the year 2030.
▪	Linwood Avenue would require a 5 lane section between Harmony Road and Railroad Avenue.
▪	A second northbound left turn lane would be required at the Deer Creek Lane/82 nd Avenue intersection.
▪	Capacity improvements would be needed to accommodate future traffic demands on Highway 224 at Johnson Road.



2030 Daily Traffic Volumes (vehicles/day)	
Harmony Road west of 82 nd Avenue	22,000
Harmony Road west of Fuller Road	26,000
Harmony Road west of Linwood Avenue	22,500
Sunnybrook Blvd west of 82 nd Avenue	-
82 nd Avenue south of Sunnyside Road	45,500
82 nd Avenue south of Sunnybrook Blvd	56,000
Highway 224 west of Johnson Road	42,000

2030 PM Peak Hour Traffic Operations		
Intersection	LOS	V/C
Sunnyside Road/82 nd Avenue	E	1.02
Harmony Road/Fuller Road	C	0.71
Sunnybrook Blvd/82 nd Avenue	D	0.98
Harmony Road/Linwood Ave	C**	0.67**
Hwy 224/SE Johnson Road	F	1.21
Deer Creek Lane/82 nd Avenue	D C*	1.05 0.93*

* Add 2nd northbound left turn lane
 ** Linwood with five lane section from Harmony to Railroad

Assumptions	
▪	Assumes all improvement projects identified for the no build scenario.
▪	Harmony Road would be widened to a five lane cross-section with access management measures from SE 82 nd Avenue to Lake Road/International Way.
▪	A grade-separated railroad crossing would be assumed on Harmony Road at the Linwood Avenue/Railroad Road intersection.
▪	Linwood Avenue would provide a five lane cross-section between Harmony Road and the realigned Railroad Avenue.
▪	The Lake Road/International Way/Harmony Road intersection would be relocated to the east to improve access spacing.
▪	Access to Cedar Crest Drive from Harmony Road would be closed.
▪	At the Sunnyside Road/SE 82 nd Avenue intersection, all approaches would have double left turn lanes.
▪	A traffic signal would be provided at the SE 67 th Avenue/Harmony Road intersection.

HARMONY ROAD ALTERNATIVES ANALYSIS

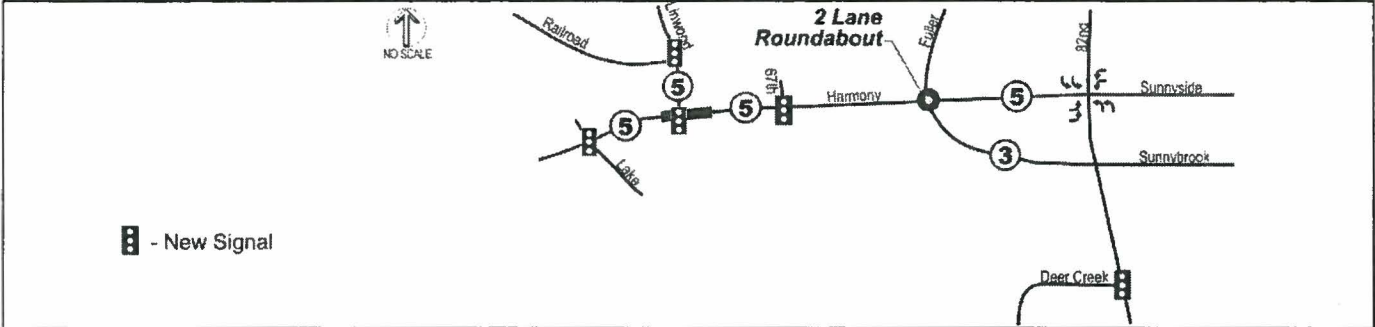
ALTERNATIVE 8

2030 No Build + Harmony Road With 5 Lanes + Sunnybrook Extension With 3 Lanes and Grade-Separated Railroad Crossing

Key Findings

- Five lane Harmony Road between 82nd Ave and Fuller Rd would not be required with the Sunnybrook extension.
- The additional capacity on Harmony Road would increase traffic volumes 2,000 to 3,000 vehicles per day in the year 2030.
- Linwood Avenue would require a 5 lane section between Harmony Road and Railroad Avenue.
- Additional analysis or mitigation would be needed at the Sunnybrook Boulevard/82nd Avenue intersection.
- A second northbound left turn lane would be required at the Deer Creek Lane/82nd Avenue intersection.
- Capacity improvements would be needed to accommodate future traffic demands on Highway 224 at Johnson Road.

Conceptual Design



2030 Daily Traffic Volumes (vehicles/day)	
Harmony Road west of 82 nd Avenue	15,000
Harmony Road west of Fuller Road	29,500
Harmony Road west of Linwood Avenue	24,500
Sunnybrook Blvd west of 82 nd Avenue	15,000
82 nd Avenue south of Sunnyside Road	41,000
82 nd Avenue south of Sunnybrook Blvd	56,500
Highway 224 west of Johnson Road	42,000

2030 PM Peak Hour Traffic Operations		
Intersection	LOS	V/C
Sunnyside Road/82 nd Avenue	D	0.94
Harmony Road/Fuller Road	C	-
Sunnybrook Blvd/82 nd Avenue	F E*	1.55 1.10*
Harmony Road/Linwood Ave	C***	0.74***
Hwy 224/SE Johnson Road	F	1.22
Deer Creek Lane/82 nd Avenue	D C**	1.07 0.94**

* Add 2nd eastbound through lane and 2nd westbound left turn lane
 ** Add 2nd northbound left turn lane
 *** Linwood with five lane section from Harmony to Railroad

Assumptions

- Assumes all improvement projects identified for the no build scenario.
- Harmony Road would be widened to a five lane cross-section with access management measures from SE 82nd Avenue to Fuller Road.
- Harmony Road would be widened to a five lane cross-section with access management measures from Fuller Road to Lake Road/International Way.
- A grade-separated railroad crossing would be assumed on Harmony Road at the Linwood Avenue/Railroad Road intersection.
- Linwood Avenue would provide a five lane cross-section between Harmony Road and the realigned Railroad Avenue.
- The Sunnybrook extension would be added from Fuller Road/Harmony Road to Sunnybrook Blvd/SE 82nd Avenue. The Sunnybrook extension would be assumed as a three lane collector with a 35 mph speed limit.
- The Sunnybrook Boulevard/Fuller Road/Harmony Road intersection would be controlled by a two-lane roundabout.
- The Lake Road/International Way/Harmony Road intersection would be relocated to the east to improve access spacing.
- Access to Cedar Crest Drive from Harmony Road would be closed.
- At the Sunnyside Road/SE 82nd Avenue intersection, all approaches would have double left turn lanes.
- A traffic signal would be provided at the SE 67th Avenue/Harmony Road intersection.

HARMONY ROAD ALTERNATIVES ANALYSIS

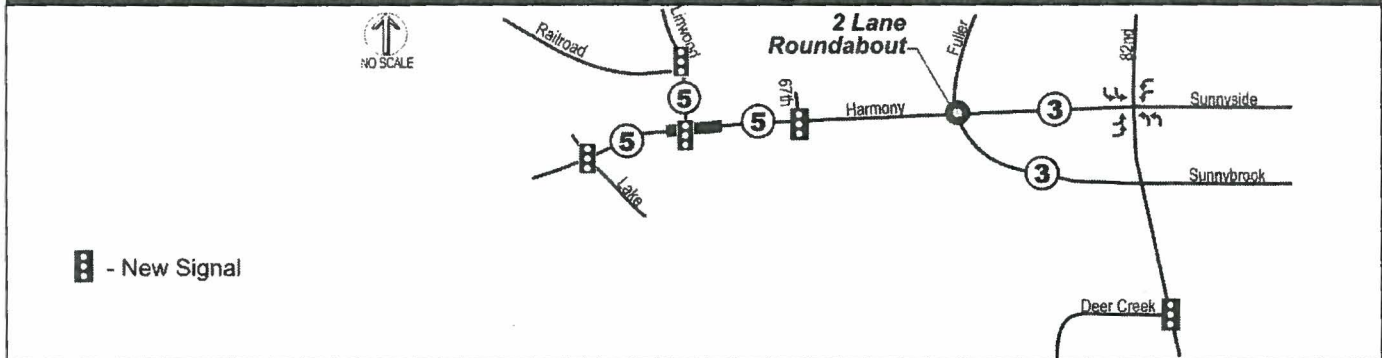
ALTERNATIVE 9

2030 No Build + Harmony Road With 3/5 Lanes + Sunnybrook Extension With 3 Lanes and Grade-Separated Railroad Crossing

Key Findings

- Access management measures (driveway closure/consolidation) would be needed on the Harmony Road 3 lane section to maintain acceptable traffic flow. Unsignalized access points would experience difficulties due to limited gaps in the traffic stream.
- Linwood Avenue would require a 5 lane section between Harmony Road and Railroad Avenue.
- Additional analysis or mitigation would be needed at the Sunnybrook Boulevard/82nd Avenue intersection.
- A second northbound left turn lane would be required at the Deer Creek Lane/82nd Avenue intersection.
- Capacity improvements would be needed to accommodate future traffic demands on Highway 224 at Johnson Road.

Conceptual Design



2030 Daily Traffic Volumes (vehicles/day)

Harmony Road west of 82 nd Avenue	13,000
Harmony Road west of Fuller Road	29,000
Harmony Road west of Linwood Avenue	24,000
Sunnybrook Blvd west of 82 nd Avenue	16,000
82 nd Avenue south of Sunnyside Road	40,000
82 nd Avenue south of Sunnybrook Blvd	56,000
Highway 224 west of Johnson Road	42,000

2030 PM Peak Hour Traffic Operations

Intersection	LOS	V/C
Sunnyside Road/82 nd Avenue	D	0.94
Harmony Road/Fuller Road	C	-
Sunnybrook Blvd/82 nd Avenue	F E*	1.55 1.10*
Harmony Road/Linwood Ave	C***	0.74***
Hwy 224/SE Johnson Road	F	1.22
Deer Creek Lane/82 nd Avenue	D C**	1.07 0.94**

* Add 2nd eastbound through lane and second westbound left turn lane
 ** Add 2nd northbound left turn lane
 *** Linwood with five lane section from Harmony to Railroad

Assumptions

- Assumes all improvement projects identified for the no build scenario.
- Harmony Road would be widened to a three lane cross-section from SE 82nd Avenue to Fuller Road.
- Harmony Road would be widened to a five lane cross-section with access management measures from Fuller Road to Lake Road/International Way.
- A grade-separated railroad crossing would be assumed on Harmony Road at the Linwood Avenue/Railroad Road intersection.
- Linwood Avenue would provide a five lane cross-section between Harmony Road and the realigned Railroad Avenue.
- The Sunnybrook extension would be added from Fuller Road/Harmony Road to Sunnybrook Blvd/SE 82nd Avenue. The Sunnybrook extension would be assumed as a three lane collector with a 35 mph speed limit.
- The Sunnybrook Boulevard/Fuller Road/Harmony Road intersection would be controlled by a two-lane roundabout.
- The Lake Road/International Way/Harmony Road intersection would be relocated to the east to improve access spacing.
- Access to Cedar Crest Drive from Harmony Road would be closed.
- At the Sunnyside Road/SE 82nd Avenue intersection, all approaches would have double left turn lanes.
- A traffic signal would be provided at the SE 67th Avenue/Harmony Road intersection.

HARMONY ROAD ALTERNATIVES ANALYSIS

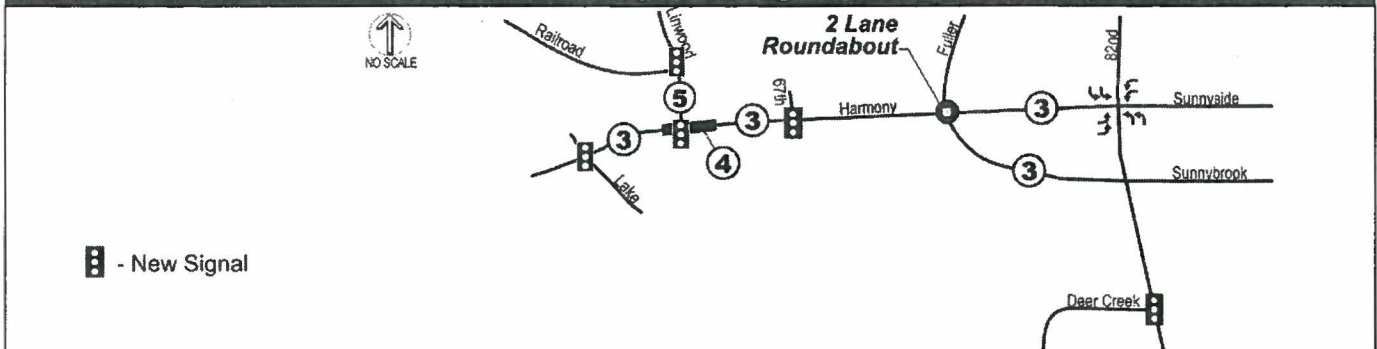
ALTERNATIVE 10

2030 No Build + Harmony Road With 3 Lanes + Sunnybrook Extension With 3 Lanes and Grade-Separated Railroad Crossing

Key Findings

- Access management measures (driveway closure/consolidation) would be necessary on Harmony Road to maintain acceptable traffic flow. Unsignalized access points would experience difficulties due to limited gaps in the traffic stream.
- Linwood Avenue would require a 5 lane section between Harmony Road and Railroad Avenue. Harmony Road would require a 4 lane section east of Linwood Avenue.
- Additional analysis or mitigation would be needed at the Sunnybrook Boulevard/82nd Avenue intersection.
- A second northbound left turn lane would be required at the Deer Creek Lane/82nd Avenue intersection.
- Capacity improvements would be needed to accommodate future traffic demands on Highway 224 at Johnson Road.

Conceptual Design



2030 Daily Traffic Volumes (vehicles/day)

Harmony Road west of 82 nd Avenue	14,500
Harmony Road west of Fuller Road	26,000
Harmony Road west of Linwood Avenue	20,000
Sunnybrook Blvd west of 82 nd Avenue	12,500
82 nd Avenue south of Sunnyside Road	41,000
82 nd Avenue south of Sunnybrook Blvd	57,000
Highway 224 west of Johnson Road	42,000

2030 PM Peak Hour Traffic Operations

Intersection	LOS	V/C
Sunnyside Road/82 nd Avenue	D	0.95
Harmony Road/Fuller Road	C	-
Sunnybrook Blvd/82 nd Avenue	F E*	1.45 1.04*
Harmony Road/Linwood Ave	E C***	1.12 0.74***
Hwy 224/SE Johnson Road	F	1.21
Deer Creek Lane/82 nd Avenue	D C**	1.07 0.95**

* Add 2nd eastbound through lane and second westbound left turn lane
 ** Add 2nd northbound left turn lane
 *** Linwood with five lane section from Harmony to Railroad. Harmony with 4 lane section east of Linwood.

Assumptions

- Assumes all improvement projects identified for the no build scenario.
- Harmony Road would be widened to a three lane cross-section from SE 82nd Avenue to Fuller Road.
- Harmony Road would be widened to a three lane cross-section from Fuller Road to Lake Road/International Way. East of Linwood Avenue, Harmony Road would be four lanes wide to accommodate two southbound left turn lanes from Linwood Ave.
- A grade-separated railroad crossing would be assumed on Harmony Road at the Linwood Avenue/Railroad Road intersection.
- Linwood Avenue would provide a five lane cross-section between Harmony Road and the realigned Railroad Avenue.
- The Sunnybrook extension would be added from Fuller Road/Harmony Road to Sunnybrook Blvd/SE 82nd Avenue. The Sunnybrook extension would be assumed as a three lane collector with a 35 mph speed limit.
- The Sunnybrook Boulevard/Fuller Road/Harmony Road intersection would be controlled by a two-lane roundabout.
- The Lake Road/International Way/Harmony Road intersection would be relocated to the east to improve access spacing.
- Access to Cedar Crest Drive from Harmony Road would be closed.
- At the Sunnyside Road/SE 82nd Avenue intersection, all approaches would have double left turn lanes.
- A traffic signal would be provided at the SE 67th Avenue/Harmony Road intersection.

HARMONY ROAD ALTERNATIVES ANALYSIS

GLOSSARY

LOS

The concept of level-of-service (LOS) has been developed to correlate traffic volume data to subjective descriptions of traffic performance at intersections. Intersections are the controlling bottlenecks of traffic flow, and the ability of a roadway system to carry traffic efficiently is nearly always diminished in their vicinity.

An intersection's LOS is similar to a "report card" rating, based on average vehicle delay. LOS A, B and C indicate conditions where vehicles can move freely. LOS D and E are progressively worse. For signalized intersections, LOS F represents conditions where the average delay for all vehicles through the intersection exceeds 80 seconds per vehicle, generally indicated by long queues and delays. Under this operating condition, delay is highly variable, and it is difficult to estimate average stopped vehicle delay accurately because congestion often extends into adjacent intersection affecting operation.

V/C

The volume to capacity ratio (V/C) is used as a measure of effectiveness for signalized and unsignalized intersection operation. The V/C is calculated by dividing the volume entering the intersection by the total capacity (maximum volume the intersection could serve). The V/C describes the amount of intersection capacity that is utilized by the volume. For example, a 0.85 V/C represents intersection volumes consuming 85% of the available capacity at that intersection. A V/C of 1.0 suggests there is no available capacity at that intersection and not one more vehicle could be accommodated.

Daily Traffic Volumes

The forecasted 2030 daily traffic volumes for the selected roadway sections are based on forecasted 2030 PM peak hour volumes from the Metro travel demand model. Existing PM peak hour traffic volumes were compared to existing daily traffic volumes to estimate the appropriate volume relationship in the study area. Existing traffic count data found the daily traffic volumes were approximately 11 times higher than the PM peak hour. This relationship was assumed to continue in the 2030 forecast year. Therefore, forecasted 2030 PM peak hour volumes were factored by 11 to represent 2030 daily traffic volumes.

Harmony Road Area Transportation Improvements: *Update & Next Steps*

Milwaukie City Council
September 16, 2008





Project purpose

- Review of proposed alignment and design alternatives for 1.5 miles of Harmony Road from 82nd Avenue to Highway 224 to:
 - Reduce congestion and improve safety;
 - Remove potential conflicts with the railroad and other transportation modes;
 - Facilitate future high-speed rail and rail freight mobility;
 - Minimize neighborhood and environmental impacts; and,
 - Improve multi-modal access from neighborhoods and Milwaukie to the Clackamas Regional Center.
 - Provide infrastructure to implement the adopted Clackamas Regional Center Plan and Harmony Community Campus efforts

Process

- ❑ Established purpose, need and goals
- ❑ Gathered data
- ❑ Solicited and narrowed alternatives
- ❑ Public outreach and involvement
 - 4 open houses
 - Public scoping meeting
 - 8 Project Advisory Committee meetings
 - 9 Policy Review Committee meetings
 - Website
 - 4 community newsletters



Current conditions

- 13,073 – estimated residents in study area (2005)
- 24,666 – estimated job base in study area (2005)
- Average Daily Traffic (ADT) – 18,000 / 20,000 trips
- Safety Issues
 - 40 – number of traffic incidents over three year period (2003-05)
 - 82nd Avenue
- Level of Service (LOS)
 - Linwood/Harmony Intersection at LOS E
 - Milwaukie standard is LOS D



Future conditions - no-build

- 16,188 – estimated residents by 2030 (20% increase)
- 35,272 – estimated job base by 2030 (43% increase)
- ADT – 23,000 / 29,000 trips (28 – 45% increase)
- Safety Issues
 - 82nd Avenue
- Level of Service (LOS)
 - Linwood/Harmony Intersection (LOS F)
 - Sunnyside/82nd Intersection (LOS E)
 - Sunnybrook/82nd Intersection (LOS D)

Current project status

- Environmental Impact Statement (EIS)
 - Concluding Screening
 - Milwaukie City Council
 - Update
 - Comments/Concerns
 - Board of County Commissioners
 - Update
 - Recommendation on next steps

What we've heard . . .

- Address traffic delays...
- Minimize environmental impacts...
- Reduce neighborhood impacts...
- EIS process...
- Coordinate with
Harmony
Community Campus...





What we're doing . . .

- Traffic delays...
 - Three of four remaining EIS alternatives improve transportation system (Alternatives include No-Build)
 - Phasing Plan

- Environmental impacts...
 - Identify ways to reduce and mitigate impacts
 - Participate in Metro Integrating Habitat program



What we're doing . . .

- Neighborhood impacts...
 - Harmony – phasing plan
 - Cedarcrest –grade-separation alternatives

- EIS process...
 - “Restrictive”
 - Reviewing alternatives

- Harmony Community Campus...
 - Identify partnering opportunities
 - Avoid duplication of efforts
 - Create sustainable environment with numerous educational and recreational opportunities

Next Steps

- Tonight -- questions, comments and concerns
- September 25 -- present to Board of County Commissioners
 - Share comments and concerns heard throughout EIS process, and from City of Milwaukie and other partners
 - Recommendation on alternatives forwarded from EIS Screening process
 - Recommendation on next steps – continue with EIS, other alternatives, etc.



Our goal . . .

- Meet current safety & capacity needs and respond to concerns
 - Need to advance decision making process
 - Recommendation to Board of County Commissioners will outline options:
 - Advance to Impact Analysis phase of EIS, or
 - Suspend NEPA process and advance decision making effort through localize process
 - If NEPA process suspended staff would recommend to focus efforts on phased improvements/hybrid based on Alternative #10
 - Alternative with minimal impact
 - 1) Sunnybrook extension; 2) railroad overpass; 3) widening Harmony (if and when needed)
 - Coordinate efforts with other Harmony Unified Vision partners
 - North Clackamas Parks master plan
 - Clackamas Community College – Phase II
 - Mitigate concerns raised by PAC and public
 - Continued public engagement...



To: Mayor and City Council

Through: Mike Swanson, City Manager

**From: Kenneth Asher, Community Development/Public Works Director
Gary Parkin, Engineering Director**

Subject: Extension of Wastewater Collection System to “Dual Interest Area A”

Date: August 12, 2008 for the September 16, 2008 Work Session

Action Requested

This item is presented for Council discussion. Due to several timing issues, staff seeks clear direction from Council on whether to proceed with this project. Specifically, staff is preparing to return to City Council on October 7 with a resolution seeking the following direction:

- a. Authorizing execution of an Intergovernmental Agreement with Clackamas County Service District No 1 (CCSD1) for the preliminary design and environmental report, geotechnical report, final design and bidding services, construction support, and construction management services for the Dual Interest Area “A” wastewater sewer extension project. City share of cost will be about \$270,000.
- b. Authorizing application for a Clean Water State Revolving Fund low-interest loan for up to \$3.8 million for the City share of the engineering noted above and the construction of the wastewater sewer system for the Dual Interest Area “A”.
- c. Requesting city staff to develop engineering and outreach strategies to effectively communicate, engineer and construct wastewater collection service for the Dual Interest Area.

History of Prior Actions and Discussions

May 6, 2008: Work session to discuss the sewer extension project in light of City, County, State and intergovernmental requirements and policies. The lack of support of citizens in the area to annexation, but in support of receiving sewer service, most recently expressed at the March 20, 2008 open house, was noted. Staff presented information on relevant City and County policies, state law regarding annexation, and raised questions regarding service delivery and governance.

March 4 2008: Work session to discuss the need for, and timing of wastewater service to the unincorporated area adjacent to the northeastern border of the City. Working with Clackamas County, the City was beginning a public outreach effort to inform residents about the Dual Interest Area and determine public interest regarding connection to the City's public wastewater sewer system.

November 2002: Council directed the City Manager to sign a CDBG grant application to subsidize connection costs for low income residents in the Dual Interest Area. This proposal assumed a City project to extend service to the unsewered unincorporated area.

Intermittently, over the past twenty years or more, staff and Council have discussed coordination of urban services in this part of unincorporated Clackamas County. These discussions were pegged to sewer service extensions, annexation plans, city/county coordination efforts and impacts from property tax measures or urban renewal efforts at the county. One outcome of these discussions was an agreement (Clackamas County Order No 90-726 dated July 5, 1990) establishing an Urban Growth Management Agreement (UGMA) in which the City and County agreed to coordinate the future delivery of services to the unincorporated areas of North Clackamas County. Part of the UGMA designates two areas adjacent to the City, one generally north of King Road (shown in Attachment "1") and one generally south of Highway 224 as "Dual Interest Areas." In the northern Dual Interest Area, or Dual Interest Area A, the agreement states:

"The City shall assume a lead role in providing urbanizing services, whenever possible and according to adopted capital improvement programs."

Background

Until the spring of this year, when Council asked for additional time to discuss the effort, staff had been working on an adopted Capital Improvement Program project to provide wastewater collection services to properties within the DIA. The project is also included in the 2008 draft Wastewater Master Plan (still under review), which views this project

as a natural extension of the City's gravity system and a high priority based on the need of the area. The project would extend Milwaukie's wastewater collection system to the 170-acre DIA. Attachment 1 shows the proposed wastewater mains for the project.

In the UGMA, this area was called out as Milwaukie's responsibility because of its proximity to the existing city system. The City surrounds much of the area. The topography of this area allows it to connect to the city system as a gravity sewer, allowing the most efficient and cost-effective engineering solution.

This unincorporated urbanized area east of the City desperately needs a wastewater collection system. Although the area generally has a soil substrate that will support private septic systems, the density of the houses in the area and the high water table are not conducive to private septic systems. Environmental concerns continue to grow and there is a steady rate of septic system failures. County and City policies today discourage the use of septic systems and in fact county ordinances currently ban the replacement of septic systems should they fail (per State Statute ORS 340-071-0160). Unfortunately, the unavailability of sewers has made this a difficult policy for the County to enforce.

Clackamas County established an urban renewal district, the North Clackamas Revitalization Area (NCRA) in 2006 for a large unincorporated area that includes the DIA. The residents in the NCRA identified the need for public sewers as the district's highest priority. The County is actively working to provide a sewer collection system in the NCRA (outside the DIA), which will provide sewers to the largest remaining unsewered urban area in the state by 2011.

Partnering with the County on this project makes sense for Milwaukie as it avoids duplication of staff and design costs and promotes efficiency and effectiveness in the administration, service delivery and execution of the project.

The Oregon Department of Environmental Quality (DEQ), through the Clean Water State Revolving Fund (CWSRF) program, provides low interest loans across the state to fund water quality protection projects for wastewater treatment, nonpoint source pollution control and watershed and estuary management. The City submitted this project for CWSRF loan program eligibility last fall and DEQ determined that the project had significant enough impact to rank it #1 on the CWSRF funding priority list for this year.

Securing the loan requires significant submittals, including an environmental review process. Clackamas County has undertaken some of this work on behalf of the City, given its own efforts to sewer the larger area, and its expectation that the City would be following through on its commitment to sewer the DIA. DEQ has been awaiting the

City's application for 3 months, also with the expectation that the City would be applying for the loan to do this work. Because of the cooperation of the County and State to date, Milwaukie can expect to apply for and receive the loan should it act in September or October of 2008. This timing would ensure funding availability this fiscal year, keeping the City on track with its adopted CIP.

Also pending is an Intergovernmental Agreement (IGA) with Water Environment Services (WES) of Clackamas County that would enable the City to continue the loan application process and begin designing the project. As stated above, coordination with Clackamas County will ensure the most cost effective project, since the County has already mobilized a firm to conduct the environmental and engineering work for the larger area. The county expects to begin construction on the larger sewer project in April of 2009. The most recent schedule staff has received from the County for the County's project is attached (see Attachment 2).

The City's project would expand Milwaukie's collection system, adding 15,000 feet of sewer main to serve the 286 properties in the DIA. Attachment 3 shows a preliminary project design. It is anticipated that the sewer lines would be installed over a two-year period beginning as soon as June 2009. The project is likely to be divided into two parts and two phases, south and north of Johnson Creek. This would be done to lower the City's financial risk, demonstrate good service to the neighborhoods, and study connection rates. Staff expects to construct the first phase in 2009 and the second phase as early as 2010, subject to the connection rate and loan repayment performance. The order of the phasing (north or south section first) would be determined by the preference of the neighbors.

The project would be financed by a loan from the CWSRF, backed by wastewater utility revenues. Staff proposes establishing a reimbursement district (per City code chapter 13.30) where all the properties are allocated a share of the project cost. Residents would pay their share when they elect to connect to the sewer system¹. Residents would be under no obligation to connect to the new sewer system, once installed. The City is proposing this approach because residents have genuine concerns about the City "forcing" hookup or annexation. Although this is a less traditional approach to a capital improvement project of this kind, staff believes it is the right strategy and respectful of the neighbors' concerns. As properties voluntarily connect, residents would pay their allocated share of the project cost, plus interest. The City would apply these funds to the loan repayment.²

¹ City code requiring connection due the proximity of a City system is not applicable in the reimbursement district

² One exception to the voluntary connection would be if septic systems failed, in which case residents would be required to connect to the existing sewer and annex to the City.

Annexation would be required upon connection in accordance with the City's Comprehensive Plan (Chapter 6, Objective 3, Policy 4) to ensure sound urban development and the efficient provision of municipal services. Staff would direct the Council to Chapter 6 of the Comprehensive Plan entitled "City Growth and Governmental Relationships" for a complete set of City policies related to annexation, governance and the provision of city services to new properties.

Staff believes that continuing this project is supportable by state law, city/county agreements and the City's Comprehensive Plan, but recognizes the various concerns held by affected property owners, particularly in regards to annexation. These concerns include:

- Annexation, insofar as it effectively raises residents' property taxes
- Residents identify with being an unincorporated resident of the County and don't wish to be governed by Milwaukie's municipal code
- Annexation that might create irregular boundaries and divide neighborhoods – the West Fork area in particular, north of Johnson Creek Boulevard
- The possibility that new wastewater service might invite large-scale development

With City Council approval, staff envisions an outreach and public involvement effort would seek to address these attitudes and concerns, principally by meeting with neighbors on a street-by-street or block-by-block basis. These meetings would emphasize providing the rationale behind the City's designation as the service provider in the area and a clear account of the City's program and the costs involved. Key to these meetings is ascertaining who would hook up to sewer and when, as the residents will help determine which phase is constructed first.

Concurrence

Staff believes that the project implements City policy, County policy, state law and current best practices in the State of Oregon regarding delivery of urban services. The Chair of the County Board has communicated to city and county staff her commitment to see the County actively support the City's efforts on this project. County Administrator Jon Mantay has stated the County's commitment to support the City's role as service provider in this part of unincorporated Clackamas County (Dual Interest Area A). In recent months, City staff has noticed a stronger level of support from County staff, as evidenced by engineering assistance with the CWSRF loan design and environmental submittals, acknowledgement of the City's responsibility in the DIA by the County Development Agency in it's outreach to the NCRA community and by County staff's referral of DIA residents to the City's Information Coordinator for project updates.

This project is incorporated in the current Wastewater Master Plan and Capital Improvement Plan.

The CUAB supports extension of services to the DIA and annexation of the area into the City.

The Finance, Planning and Community Services Directors support moving forward with this project and are prepared to support efforts to do so.

Finally, the Oregon DEQ strongly supports sewer extension in this area, and as soon as possible.

Fiscal Impact

Fiscal impacts would be limited to the Wastewater operating fund. The capital improvement and capital maintenance portion of the operating fund receive about \$300,000 annually and comprise most of the discretionary funds in the budget. Two key factors which will determine the need for sewer revenues to contribute to loan repayments are the timing of connections and the total number of connections. If very few new customers connect in the first year or two, loan payments will be paid from sewer revenues. These payments can be recouped when customers do connect later. However a reimbursement district probably would not continue indefinitely. Therefore, some percentage of residents in the area may not ever pay their share of the project. There are environmental considerations that may accelerate the connection rates, possibly even requiring them before the end of the reimbursement district. Staff will continue to work with the Finance Director and Budget Officer to construct the optimal finance plan for the project.

Work Load Impacts

This work is part of the Engineering work plan and Community Services has incorporated the outreach program into its work plan.

Alternatives

Should Council elect to terminate the project, staff would return with a proposal to either renegotiate the UGMA agreement with Clackamas County or amend the Dual Interest Area components of that agreement, and to amend the City's Comprehensive Plan policies on City Growth and Government Relationships. This would cause all city departments to modify business practices for extra-territorial services that are either provided today, or requested by property owners near city limits. Finally, such an alternative course of action would cause the Engineering Department to modify the draft

Wastewater Master Plan and amend the recently adopted Capital Improvement Program.

Attachments

1. Map of DIA and the Wastewater System (11"x17"copy)
2. Preliminary project schedule
3. Preliminary project design (11"x17" copy)

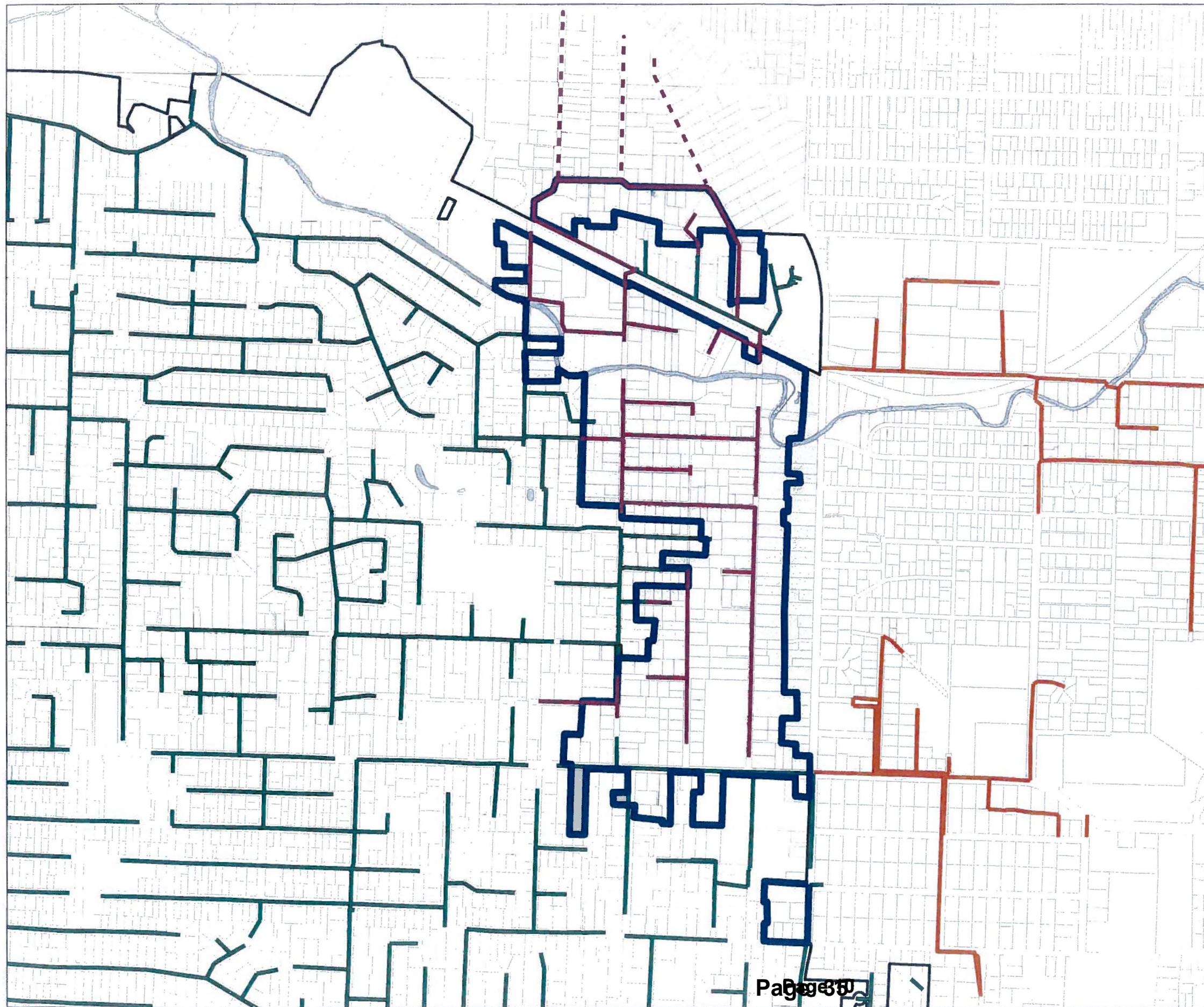
Existing / Proposed Sewer Lines Dual Interest Area "A"

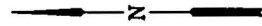


0 250 500 1,000 1,500 2,000
Feet

Legend

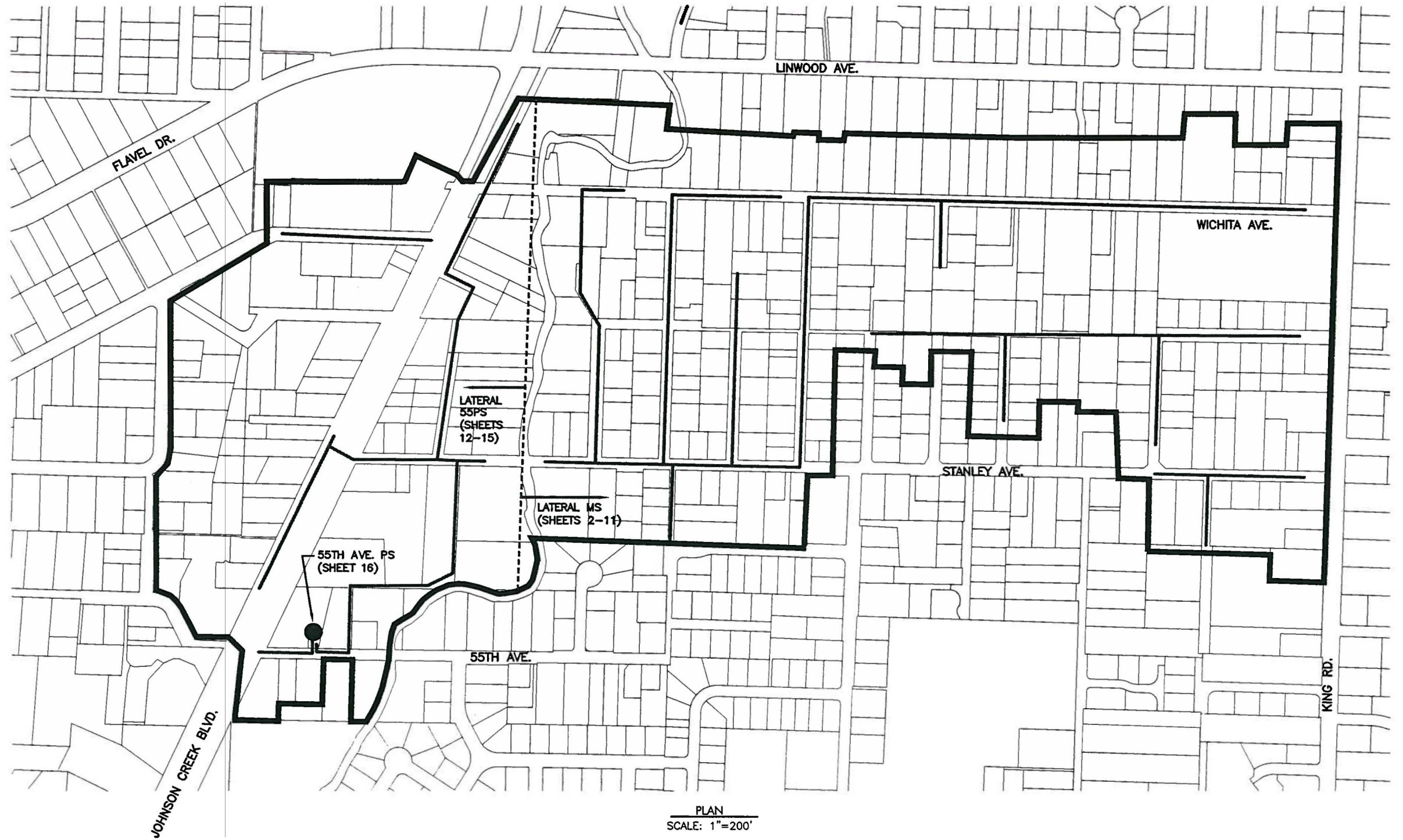
-  Dual Interest Area "A"
-  Bodies of Water
-  Milwaukie Sewer Main
-  CCSD Sewer Main
-  Unsewered Area Plan
-  Harvey Extension





LEGEND

- LIMITS OF DUAL INTEREST AREA "A"
- PRELIMINARY SANITARY SEWER LAYOUT
- PROPOSED PUMP STATION
- LIMITS OF NEW SANITARY SEWER LATERALS



PLAN
SCALE: 1"=200'

-DRAFT-



VERIFY SCALES
BAR IS ONE INCH ON ORIGINAL DRAWING.
0" = 1"
IF NOT ONE INCH ON THIS SHEET, ADJUST SCALES ACCORDINGLY.

NO.	DATE	BY	APPR	REVISIONS



DESIGNED BY: RW
DRAWN BY: SLK
CHECKED BY: RW
SCALE: AS SHOWN
DATE: AUGUST 2008
PROJECT NO: 40748026.01

NORTH CLACKAMAS REVITALIZATION AREA
DUAL INTEREST AREA "A"

LEGEND AND SHEET LAYOUT

DRAWING NO.
SHEET NO.
2 OF 16