

**MILWAUKIE CITY COUNCIL
WORK SESSION
SEPTEMBER 20, 1999**

The meeting came to order at 5:30 p.m. in the Milwaukie City Hall second floor conference room.

Council present: Council President Marshall and Councilors Kappa, King, and Lancaster.

Staff Present: City Manager Dan Bartlett; Assistant City Managers Richards and Bennett; Planning Director Rouyer; Neighborhood Services Manager Gregory; City Attorney Ramis; Brenda Bernards, Metro; and Cathy Corliss, Angelo Eaton & Associates.

Information Sharing

1. **Councilor Lancaster** received information on the Transportation Management Association (TMA) Grant, and staff indicated it was not an appropriate endeavor for the City at this time.
2. **Councilor Lancaster** discussed a letter from Metro regarding use of carryover of solid waste funds, and **Councilor Kappa** suggested Milwaukie relay its recommendation through Metro Councilor Bragdon.
3. **Councilor Lancaster** referred to an August 3, 1999, letter regarding cars parked at the vacant lot at Stanley Avenue and Willow Street. He asked if all the issues had been resolved. **Bartlett** said the City responded to the letter and informed the person that the property was outside the City limits. The majority of the cars and debris have been removed.
4. **Councilor Kappa** said the Regional Water Purveyors Consortium Board met last week and endorsed the Consortium being listed as an advisory group on Endangered Species Act (ESA) issues relating to water transmission. He said he would provide minutes of that meeting to the City Council.
5. **Bartlett** said Mayor Tomei received a letter regarding Clackamas County's Complete Communities Committee, and she asked that she be named as Milwaukie's representative. The group concurred, and Bartlett said he would convey that to the County.
6. **Councilor King** submitted two Ardenwald teachers' names to the League of Oregon Cities for its Educator in Civic Excellence Award.

7. **Councilor Lancaster** thanked Barb Kwapich in the Records and Information Management office for her exceptional customer service in helping him with a scanning project.
8. **Bartlett** provided general ESA and land use information from Donna Cameron's advisory newsletter.
9. **Bartlett** pointed out a response prepared by Rob Shelton to Ron Silverman and Debby Patten regarding 34th Avenue traffic issues. Primarily, the City has agreed to change the lens on the traffic light to shorten the visibility distance, but the other requests are not consistent with general engineering practices.
10. **Councilor King** discussed additional speed bumps on 32nd Avenue during this construction season. **Bartlett** responded that the City is studying the effects of the existing raised crosswalks, if additional improvements are appropriate, and how these might be coordinated with the Roswell Street project. If a contractor were brought in to do two additional speed bumps, the City would pay a premium price. Traffic officers indicate they believe the traffic is slowing as a result of the three raised crosswalks. Staff will observe and study the 85th percentile speed and diversion impacts.
11. **Councilor King** announced the October 6 *Walk a Child to School Day* for Ardenwald School.

Open Community Forum

None.

Neighborhood Grant Program Refinements

Gregory reported on past year's grant program. Staff prepared some recommendations based on input from the neighborhood applicants and the Grant Committee. These were: considering a different membership composition on the Grant Committee for more flexibility; approving grants administratively for requests under a certain dollar amount such as \$500; and giving grant review responsibility to the Citizen Involvement Board.

Among the seven neighborhoods, only three or four were active in the grant program, so **Gregory** looked to developing a more targeted outreach to increase citizen awareness of this program. The City receives about ten to twelve applications each quarter, but she hoped to see other neighborhoods make better use of the program.

Councilor King felt it was important to find additional people to review the grant applications because of the timelines. She had some concerns about the perceptions if staff granted funds and recommended it continue being done by a board of peers.

Councilor Lancaster supported King's comments and suggested the staff's granting the funds might defeat the purpose of the program. The concept is for neighbors and neighborhoods to generate the activity. He suggested a beautification program and a cross over private property maintenance plan to help the elderly, for example, who do not have the physical energy or the monetary resources.

Gregory said this concept has been exercised through the program to a limited extent. The Lake Road Neighborhood District Association (NDA) has a fund set aside to help citizens maintain their property. The challenge for the neighborhood is to develop criteria for use of these funds.

Councilor Lancaster said this issue arose in his neighborhood, and he felt it would be very valuable to give people a fresh start.

Councilor King noted that the City of Portland has an established "Helping Hand" program that could be used as a model.

Councilor Kappa supported the staff recommendations but wanted information on how the grant group would act as either a board or commission under the current code definitions. He asked if the current Grant Committee would stay active.

Gregory said that would be contingent upon the members' budget responsibilities. The next quarterly review has been set, so there is ninety day window in which to implement a solution to the current problems.

Councilor Kappa felt training was very important and expanding the program to other organizations in the community.

Gregory discussed NDA access to a computer work station to prepare a more readable and better-looking application. This would be considered in the next annual budget. Neighborhood services is in the process of moving its offices and considering a location to accommodate the neighborhood leadership.

Councilor Lancaster suggested a macro program that would allow for a "fill-in-the-blank" type of application.

Councilor Kappa suggested that the NDAs could use the Council office.

Councilor Marshall advocated strongly for the creation of the Citizen Involvement Commission in order to have decision-making authority. He agreed with Councilor Kappa that the Council office could be used. He also suggested that each NDA have a file cabinet to store its materials which, in turn, would facilitate continuity as leadership changes. The computer and/or copier time could be charged back to the NDA. He suggested changing the modus operandi on the grants and carrying the unused funds over to the next fiscal year. The purpose of the grants is to leverage the funds and make significant impacts in their neighborhoods.

Councilor King added that the NDAs needed to be accountable in their reporting. The NDAs might consider having a Grant Coordinator in the structure responsible for oversight of the funds.

Gregory felt it was an issue of time and difficulty in collecting the information to submit the reports.

Councilor Marshall added that the NDAs should also take responsibility for using the system in place and planning ahead.

Councilor Kappa felt the number of applications that were submitted and approved showed the program was successful.

Councilor Lancaster suggested 30 or 60-day grant application cycles because quarterly was fairly infrequent.

Councilor Marshall asked if there was concurrence that the Citizen Involvement Commission should be moved forward. He understood that being designated as a commission allowed the group to make binding decisions, which in this case would be granting funds.

The group agreed that formation of the Citizen Involvement Commission should move forward.

Councilor Kappa suggested the Commission take on some of the same issues addressed by the Community Solutions Team.

Councilor Lancaster liked the recommendation that grant applications under \$500 could be approved administratively.

Councilor King was concerned about public perception if staff denied grants and suggested an appeal process before the Citizen Involvement Commission.

Gregory summarized the comments:

1. stay with the existing process through this current 90-day cycle; and
2. develop a work space that can be used by the NDA leadership and include the Council office as a space option.

Councilor Kappa asked the status of the two industrial NDAs.

Bartlett responded that Omark has its own association and does not have an affinity with the Lincoln and PS Business Parks. They have not seen a need to work together at this point. The north industrial area lost momentum when light rail failed, but it will probably become more interested as the North Industrial Land Study continues.

Title 3 Update

Rouyer introduced the Planning Commissioners present: Judith Borden, Tracy Cook, Donald Hammang, and Doug Ouder Kirk. Cathy Corliss, Angelo Eaton & Associates, and Brenda Bernards, Metro, were also present.

Bernards presented a slide show explaining the rationale for Title 3. The state legislature passed land use regulations requiring Metro, cities, and counties in Oregon to address water quality and flooding issues in order to meet State Goal #6 -- *to maintain and improve state air, water, and land resources*, and Goal #7 -- *to protect life and property from natural disasters and hazards*.

Issues included: development in floodplains; water quality degradation; removal of plant life near streams and waterways that protects the banks from erosion; and loss of existing streams to development. Sixty percent of 11,000 respondents to a survey indicated they were in favor of protecting streams and waterways even if it meant limiting development.

Title 3 requirements are designed to limit or mitigate the impacts of development and will be administered locally by cities and counties. Title 3 involves three tools for protecting the environment: performance standards; maps identifying rivers, streams, wetlands, and floodplains; and a model ordinance. Performance standards are natural resource protection goals that local governments are being asked to meet. The performance standards apply to new development and major redevelopment. The Metro Council adopted the maps and model ordinance in June 1998, and Title 3 went into effect in September 1998.

It is important to protect floodplains because they reduce the risk of flooding by storing water during rainy periods. Floodplain performance standards include: no new development in floodplains or development allowed with balanced cut and fill. If fill is added to one part of the floodplain, an equal amount must be removed from another area of the floodplain so storage capacity is not lost.

Title 3 also addresses water quality protection. One way to accomplish this is to preserve plants around streams, rivers, and wetlands. These plants shade the water keeping the temperatures cool, and stabilize banks and capture top soil and other pollutants before they enter the stream. The water quality standards include maintaining a vegetative buffer around streams, rivers, and wetland. The width of this corridor varies with the type of water body and the steepness of the adjacent slope. No vegetative buffers are required for intermittent streams or seasonal streams that drain less than fifty acres.

Erosion control is necessary to protect water from the nutrients and other soil pollutants. Soil can also clog fish gills and cover spawning areas. If soil is allowed to build up in streams, the storage capacity is diminished and flooding occurs. Erosion performance standards include: all new development in the region must prevent and control erosion during and after construction as well as developing a plan for effective erosion control.

Bernards summarized the performance standards that cities and counties must meet: in floodplains no development without approved cut and fill; vegetative buffers in water resource areas; and prevention and control of erosion.

The map is used to indicate which areas must meet these performance standards. Cities and counties can adopt the map and model ordinance or other code language that meets the performance standards.

Rouyer said City staff is working with Angelo Eaton & Associates the review the current codes and bring the City's regulations into conformance. The process will include an extensive public outreach program. State laws also require that notices be sent to all affected parties.

Staff requested direction on:

1. The first question was whether to adopt the model ordinance or amend the existing City ordinances. Staff believed with the tools already in place that it would be simpler to amend the existing codes. There was Council consensus to direct staff to amend the existing codes.
2. The second question had to do with mapping of flood management areas and water quality resources areas. One option is to adopt field-verified maps that delineate all the areas regulated by new Title 3 provisions. The second option is to adopt maps as a reference, highlighting those areas likely to be

regulated by Title 3. Staff recommended a hybrid approach: Option #1 for implementing the Floodplain Management Area and Option #2 to implement the Water Quality Resource Area protection measures. **Rouyer** discussed the pros and cons of each option including the expense and staff time involved with Option #1.

Councilor Lancaster asked what would drive the need for map updates in Option #1. **Rouyer** responded the need would be driven by seasonal or environmental conditions that would alter boundaries over time. **Corliss** said that the field-verified maps would have to be updated constantly to ensure the City was regulating areas within the boundaries. She suggested that a biologist could recommend the frequencies of updates. **Councilor Marshall** understood that by using the definition approach, even those areas not specifically listed on the reference maps are protected. **Corliss** said that was correct. Even if the boundary is unclear, the area is protected by virtue of the definition. **Bernards** added that the maps could be amended over time.

Councilor Lancaster understood under Option #2 it was the property owner's responsibility to incur the cost of delineating the resources. **Rouyer** said that was correct and would assure also that the City did not arbitrarily map the area.

Councilor Kappa asked if the Water Quality Resource portion led the City into establishing criteria for storm water and runoff issues. **Rouyer** said one of the goals of the project is to address erosion control and storm water runoff. Some of the performance standards outlined in Title 3 really address that issue.

Councilor Marshall asked what type of Title 3 expectations would be placed on the City since it is already developed. **Bernards** said Title 3 applies to new development and major redevelopment.

Councilor Lancaster understood under Option #1 that the City would be responsible for the continued verification of the delineations and asked if any of this had been done already. **Rouyer** responded that there has been some mapping, but it was not field-verified. There are also wetland delineations but no water quality area mapping. **Bernards** added that the FEMA Floodplain was already in place including the records and aerial photos from the 1996 flood.

Councilor Lancaster asked if staff had a sense of the fiscal impact of maintaining the verified field maps and if Metro would have a role. **Rouyer** did not have that information. **Bernards** said Metro's role was being discussed and suggested there might be grant funds available using solid waste carryover funds.

It was consensus that staff should implement the hybrid mapping approach.

Councilor Kappa wanted to ensure this was meshed with the Subdivision Ordinance and any other regulations that would justify the protection of trees and streams.

Rouyer said staff would work toward coordinating these regulations. **Councilor King** urged making language as strong as possible and working toward the highest and best protection of the streams and environment.

Councilor Lancaster asked about compensation to property owners in the case of extreme restrictions.

Corliss responded that the City could adopt language relating to hardship variance or buildable lot variance that states in no case would someone be left with no economically viable use of the land. Title 3 speaks to this issue. There are allowances for density transfer and for working with the developer on opportunities.

Bernards understood there were not that many lots in the region that are 100% within the Water Quality Resource Area.

Rouyer added that the Natural Resource Overlay Zone already has some provisions in place for density transfers. This is included in the administrative review.

Councilor Lancaster asked if there were a clearly defined formula to determine property valuation.

Corliss had not seen a dollar valuation, but she believed there was a 5,000 square foot impervious surface allowance. The model ordinance has examples of how exceptions can be created that are only arrived at after demonstrating the only viable way to develop the site. This issue would come back to the City Council in the proposed code. The regulations must be stringent enough to protect the resource without eliminating all viable uses of the land.

Hammang was concerned about loopholes. Under this rule, if he had property that was entirely delineated as wetland, does that mean he does not have to do mitigation and can develop the parcel.

Bernards said the Division of State Lands and Corps of Engineers standards are still in place and are not superceded by Title 3.

3. The second question had to do with Administrative Review of Applications. At this time, all Natural Resource Overlay decisions go to the Commission. Staff and the Planning Commission have discussed under what circumstances and following what process could some of the more routine applications be reviewed at the administrative level. Those more discretionary requests would continue to go before the Planning Commission.

Hammang added that the community would always have the ability to bring an application forward for public review.

It was consensus that staff develop these standards for Council review.

The fourth item was staff approach to public outreach. It plans to use existing groups including the Neighborhood District Associations, Land Use Committee, Chamber of Commerce, other business organizations, direct mailings to affected property owners, and an effective Ballot Measure 56 notification. It is also staff's intent to take the personal approach over Town Hall meetings.

Councilor King approved of staff's positive approach because environmental constraints do not have to be frightening or threatening to the public.

Councilor Lancaster suggested that NDAs could approach affected property owners.

Councilor Marshall asked if the City could adopt standards greater than what Metro is requiring considering the number of streams, including Johnson Creek, that flow through Milwaukie. Would there be an advantage in doing this and is there any criteria for doing so?

Bennett said Milwaukie is talking to Clackamas County and the City of Portland about the Johnson Creek issue. There may be other areas on the map that need to be protected to reduce flooding.

Councilor Marshall asked if there were funds to help local jurisdictions purchase property and eliminate some of the buildings in the delineated areas.

Bernards said she did not believe Metro had money for this type of program, but she understood FEMA was looking at a program to purchase property that has flooded more than one time.

Councilor Kappa thought the City might be able to apply for some funds in the future relating to the ESA and storm water runoff.

Bennett said Congressman Blumenauer offered to take a funding package for property acquisition through. There are, for example, four residential properties near Precision Castparts on septic. There may be some FEMA funding.

Richards explained the City abandoned the acquisition of those four properties with Metro Greenspaces funds in lieu of the Minthorn project.

Parks Open Spaces and Trails Project

Richards reviewed the acquisition process and the Park and Recreation Board's neighborhood outreach program to identify under-served areas and potential acquisitions. She discussed the flowchart and the activities that would be taken in order to acquire properties and noted that the City has made progress on several pieces of property over the past several months. Staff requested direction on preparing for an October 19, 1999, public hearing in which the City Council would be asked to adopt a target and a confidential tax lot map.

The map showed the buffer zones in which there were park and open space needs. Specific tax lot maps would come before the Council in executive session.

Councilor Kappa noted that the City Council had talked to the Clackamas County Board of Commissions about identifying and helping acquire properties just outside the City limits.

Richards explained that all of this work had been coordinated with the North Clackamas Parks and Recreation District. There is an awareness of the under-served areas of the City and potential properties in the unincorporated area that might serve the City.

Councilor Kappa believed that the County should help purchase these properties.

Councilor Marshall agreed it was time for a paradigm shift. He believed the District was focussing too much on regional park property when it should be looking more to the neighborhoods.

Councilor King referred to Commissioner Jordan's comments related to parks master planning and funding methodology. Milwaukie needs to give input into that process.

The work session recessed at 7:25 p.m. The Council met in executive session pursuant to ORS 192.660 to discuss property acquisition.

The work session reconvened 7:55.

It was Council consensus to move forward with the proposed map.

Councilor Kappa discussed funding issues relating to roads projects and acquisition of the Jr. High School site. He suggested an ad hoc committee be formed to analyze street improvement needs and identify possible funding mechanisms.

Bartlett added that a revised Capital Improvement Plan (CIP) would be ready for Council review in the fall.

Bennett suggested this might be a good time to use the Kezziah Watkins interest model.

Councilor King suggested using the term "action teams" instead of ad hoc committees.

Meeting ended at 8:05 p.m.

Pat DuVal
Pat DuVal, Recorder

**CITY OF MILWAUKIE
CITY COUNCIL WORK SESSION AGENDA
SEPTEMBER 20, 1999**

MILWAUKIE CITY HALL

Second Floor Conference Room
10722 SE Main Street

WORK SESSION – 5:30 p.m.

Discussion Items:

	<u>Time</u>	<u>Topic</u>	<u>Presenter</u>
1.	5:30 p.m.	Dinner and Information Sharing	Group
2.	6:00 p.m.	Open Community Forum	Group
3.	6:30 p.m.	Title 3 Update and Policy Discussion	Alice Rouyer
4.	7:00 p.m.	Neighborhood Grant Program Refinements	Michelle Gregory
5.	7:30 p.m.	Parks Acquisition -- Refinement Process	Charlene Richards

The Council may vote in work session on non-legislative issues.

At the end of the work session, the Council may hold an Executive Session under the authority of Oregon Revised Statutes 192.660 as needed.

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The Council requests that all pagers and cell phones be either set on silent mode or turned off during the meeting.



To: City Council and Planning Commission

Through: Dan Bartlett, City Manager *DB*
Martha Bennett, Assistant City Manager *MB*

From: Alice Rouyer, Planning Director *AR*

Subject: Title 3/Natural Resource Overlay Revisions Project

Date: September 10, 1999

Action Requested

City Council initial review of the Title 3 Zoning Ordinance and Municipal Code Update Project.

Background

On June 18, 1998, Metro adopted Title 3: Water Quality, Flood Management, and Fish and Wildlife Conservation to be incorporated into the 2040 Urban Growth Management Functional Plan. Cities and counties in the Metro area are required to bring their codes and ordinances into compliance with the flood management, water quality and erosion control provisions of Title 3 by December 31, 1999. In July, the City requested an extension to this requirement to July 1, 2000. This request is currently under consideration by the Metro Council.

What is Title 3? The goal of Title 3 is to address issues associated with floodplain management, water quality and fish and wildlife habitat. Another goal is to protect the region's health and public safety by reducing flood and landslide hazards, controlling soil erosion and reducing pollution of the region's waterways. Specifically, the intent of Title 3 is to implement *Oregon Statewide Planning Goal 6: Air, Water and Land Resources Quality* and *Goal 7: Areas Subject to Natural Disasters and Hazards* by protecting streams, rivers, wetlands and floodplains within the metro region. Title 3 requires cities and counties to implement measures to avoid, limit or mitigate the impact of development activities on these areas.

Required performance standards and practices for floodplain and water quality protection are described in Title 3. Local governments have the option of incorporating these performance standards into their existing ordinances and codes or adopting a Metro-adopted Title 3 Model Ordinance. The Model Ordinance is intended to provide

local governments with specific implementation standards and criteria that are consistent with the Title 3 performance standards. The City of Milwaukie already has many regulations which begin to address the required performance standards. These include the Natural Resource Overlay zone, floodplain regulations, and erosion control standards. Title 3 Performance standards are summarized below:

Performance Standards.

- Limit development in a manner that requires balanced cut and fill; unless the applicant demonstrates that there is no rise in flood elevation or that it will have a net beneficial effect on flood mitigation.
- Require minimum finished floor elevations for new habitable buildings to be at least one foot above the design flood height or other applicable flood hazard standard in the Water Quality and Flood Management Areas.

Water Quality:

- Require erosion and sediment control for all development.
- Require, to the maximum extent practicable, that native vegetation and trees are maintained or reestablished around rivers, streams and wetlands during development. Title 3 establishes 15 – 200 foot protective buffers around rivers, streams and wetlands as referenced on either a map or by definition in local ordinances.

Fish and Wildlife Habitat Conservation:

Unlike the required performance standards outlined above, standards for Fish and Wildlife protection are only recommendations at this time. Because this section is only recommended, it is not included in the adopted Model Ordinance and mapping. In coordination with the state, Metro is now in the process of mapping significant fish and wildlife areas in the region and will establish performance standards for protection of fish and wildlife in the coming months. Cities and counties will be required to incorporate these performance standards into local ordinances once they are established. Salmon and steelhead habitat protection will become an issue for local governments, as more information becomes available from the National Marine Fisheries Service (NMFS) about the implications of the Endangered Species Act. The current projection for release of the draft "4d" rule from NMFS is November 1999. The draft rule will define the parameters outlining what local governments must do to protect the listed fish species. It is very likely that the Title 3 standards will be strengthened significantly within the next year or two to address and fish and wildlife habitat protection measures.

Project Elements. City staff kicked off this project on July 1. The Planning Division is managing the project with assistance from a project consultant, Public Works Division staff, the City Attorney's office and a Metro staff representative. The project will involve the following elements:

- Develop a strategy to update Milwaukie's Zoning Ordinance and Municipal Code to comply with Title 3.

- Write the revisions to the appropriate ordinance and code sections.
- Implement a public outreach effort to affected property owners, neighborhood groups, and business groups.
- Mail the required Ballot Measure 56 public notice.
- Provide City Council/Planning Commission work sessions and public hearings.

Project Schedule

1. Develop a strategy to update the Zoning Ordinance and Municipal Code with project consultant and project management team: July – September 1999.
2. City Council/Planning Commission work session: September 1999.
3. Draft revisions to Municipal Code, Zoning Ordinance and prepare Title 3 Maps; Review these revisions with the staff Project Management Team: October/November 1999
4. Public Outreach to affected property owners, neighborhood groups and business groups: January/February 2000
5. Mail state-mandated notice to affected property owners: March 2000.
6. Planning Commission and City Council hearings to consider Title 3 amendments to zoning ordinance and municipal code: March/April 2000.

Policy Questions

Staff needs policy direction from Council on the following issues:

1. **Adopt the Title 3 Model Ordinance or amend the city's existing regulations relating to floodplain and natural resource protection?**

Staff discussed this issue in August and concluded that the city already has existing floodplain, erosion control, and natural resource overlay zone regulations in place in the Zoning Ordinance, Municipal Code and Subdivision Ordinance. Given the degree of public knowledge about these regulations, it would be easiest to incorporate the Title 3 performance standards into existing regulations rather than adopting a new ordinance to implement the requirements. In conjunction with this project, FEMA and Clackamas County are also requiring that the City amend the zoning ordinance and code to address balanced cut/fill requirements and storm water management standards. Staff recommends that the Floodplain Management provisions of Title 3 be incorporated into the Milwaukie Municipal Code Floodplain

Regulations and that the Water Quality provisions be incorporated into the existing Zoning Ordinance Natural Resource Overlay requirements. Staff would like Council's concurrence with this approach.

2. Mapping of Flood Management Areas and Water Quality Resource Areas.

Title 3 offers two different approaches regarding the regulation and mapping of Flood Management Areas and Water Quality Resource Areas:

Option #1: The city has the option to adopt field-verified maps that delineate all areas to be regulated by the new Title 3 provisions. The maps prevail over the ordinance in determining boundaries of natural resource areas and the extent of the regulation on properties.

Advantage: *This option offers more certainty for the property owner and a more efficient permit process. Property owners know the extent of regulation on individual properties by referring to a city map. This approach is already used to administer existing city and federal floodplain regulations.*

Disadvantage: *The city is responsible for maintaining the regulatory boundaries and updating maps. This will have a fiscal impact, as the city will be required to survey properties and delineate regulatory boundaries. City staff will be required to gain access to private property to survey resource boundaries. The city must also regularly amend maps as site conditions change (i.e. wetland and floodplain boundaries may alter over time, as seasonal or development conditions change).*

Option # 2: The city adopts maps as a reference, highlighting those areas that are likely to be regulated by the Title 3 provisions. These maps would not be field-verified (Metro has already provided such maps to the City). Rather, the ordinance language would define those areas that are to be regulated as Flood Management Areas and Water Quality Resource Areas. Property owners would be responsible for mapping resource areas at the time of development application, based on a detailed survey of the property.

Advantage: *The final boundary is determined at the time of development application, removing the burden from the city to regularly update resource boundary maps. Using the definitional approach, staff can ensure that those areas meeting the regulatory parameters, but are not listed on the reference maps are still protected. If property owners hire a specialist to map the resource boundary, they may have some assurance that the boundary was mapped correctly. This approach is already used to administer federal and state wetland regulations.*

Disadvantage: *Property owners are responsible for hiring an environmental specialist to map resources on individual properties, requiring more*

time and expense to develop properties within Floodplain Management Areas or Water Quality Protection Areas. Property owners have less certainty about the extent of regulation on their property until the resources are mapped.

Staff has discussed both options and determined a hybrid approach is best. Option #1 is appropriate for implementing the Floodplain Management Area portions of Title 3. The City already has current maps of the FEMA 100 year floodplain boundaries and the areas that were inundated by the 1996 floods. Since FEMA requires regular updates to these maps, it is reasonable to expect that the city use these maps to administer the balanced cut and fill and finished floor elevations provisions of Title 3.

Staff would recommend Option 2 to implement the Water Quality Resource Area protection measures of Title 3. Currently, the city does not map all natural resources located in City's Natural Resource Overlay Zone. Rather, the entire tax lot containing the resource is regulated. This provides some flexibility to ensure that the true boundaries of the resource are protected at time of development application. In order to be consistent with the existing regulatory approach for the Natural Resource Overlay zone and avoid the fiscal impact associated with mapping and regular map updates, staff would recommend using Option #2 to administer the Water Quality Resource Area (wetland and riparian area) provisions of Title 3.

3. Administrative Review of Applications

The Natural Resource Overlay Zone currently requires that all development activity in the zone (except for a few minor exemptions) be reviewed by planning staff, then referred to the Planning Commission for final decision. Recently both staff and some applicants have questioned this ordinance requirement for development activities that are either do not impact the resource or are more routine in nature. More routine applications may be more efficiently reviewed and decided at the staff level. Staff discussed this issue with Planning Commission in early July.

With the Title 3 Zoning Ordinance and Municipal Code update project, staff would like to pursue developing a process whereby routine applications could be reviewed at the staff level. Those projects that demand discretion or impact a resource area beyond a specific trigger point would require final decision at the Planning Commission. Staff believes that this approach is practical given the more clear and objective performance standards required by Title 3. Staff will be able to review a project against clear development standards. Those projects that do not meet these minimum standards would require a discretionary review at the Planning Commission, where the applicant would be required to demonstrate that that the project avoids, minimizes or mitigates impacts. Staff requests Council's direction on this recommendation.

4. Public Outreach

The Title 3 project will require substantial outreach to affected property owners, neighborhood district associations, and business groups. Rather than holding a traditional open house, staff is considering meeting with established groups such as

the NDAs, NDA Land Use Chairs, and the Chamber of Commerce. Direct mailings and meetings with those property owners who are most likely to be affected by the ordinance and code changes is another option. This approach will require more staff time and effort, but is likely to be more successful than a traditional open house.

The state-mandated Ballot Measure 56 notice must also be considered. At this time, staff recommends that public meetings and direct mailings be scheduled prior to sending the required notice to all Milwaukie property owners, informing them of the date and time of all public meetings, including Planning Commission and City Council hearings. This way both affected property owners and more active citizens will be informed of the changes prior to the mailing. Staff hopes that this effort will avoid confusion and misunderstanding on the part of Milwaukie property owners and residents.

Staff is also considering consolidating ordinance and code amendments for Title 3 and a storm water regulation update project into one Ballot Measure 56 public notice. This will save staff considerable time and expense associated with multiple mailings. The disadvantage to this approach is that both Planning Commission and City Council will be required to consider a larger package of ordinance and code amendments in a short period of time. With good preparation and regular updates about the status of the projects, staff believes that this approach is feasible. Staff seeks the Council's ideas and input on the proposed public outreach effort.



Date: Friday, June 25, 1999

To: Mayor and Council

Through: Dan Bartlett, City Manager; Charlene Richards, Asst. City Manager

From: Michelle Gregory, Neighborhood Services Manager

Subject: Neighborhood Grant Program Refinements

Action Requested

Direct staff to draft a resolution for Council adoption, that implements specific refinements to the Neighborhood Grant Program, based on this evaluation of the program's first year of operation and the options presented herein for improving the program. The evaluation is a product of staff understanding of the program, grant applicant feedback and grant committee member feedback. The recommendations below briefly summarize the **Suggestions** sections of this report for improving the program.

- Do more targeted outreach to the neighborhoods with less grant activity to expand the level of involvement and broaden citizen participation in those areas.
- Continue to encourage and provide pre-application conferences upon request and training for grant applicants at every quarterly meeting.
- Publicize confirmed grant application due dates, and committee meeting dates for the entire fiscal year with each round of promotion and advance notice.
- Allow for administrative approval of grant requests under \$500 and/or for specific types of grants, such as those that meet an immediate need or critical opportunity in the neighborhood that requires the applicant to react quickly. Administrative approval could be done by the Neighborhoods Manager, the City Manager, the Finance Director or some combination of these staff.
- Encourage grant committee members to use a grant rating form that ensures objectivity and consistency in their decision-making process (attachment 2.)
- Encourage applicants to make a stronger effort to submit well-planned, organized proposals through advanced planning, pre-application meetings with staff and peer support.
- Consider the formation of a citizen involvement commission that would have the overall charge of monitoring and cultivating volunteerism and community partnerships. Oversight of the grant program could be a one of their functions.

- Retain the current matching contribution requirements which are designed to facilitate community-building. Changing them might be contrary to Council's Goal of encouraging more citizen involvement, if the effect were to absolve neighborhood residents of any real contribution to the projects they are trying to fund. This component also serves as a de facto method of ensuring community support for the projects.
- Direct staff to prepare an amending resolution that incorporates Council's changes to the grant program.

Background

The grant program was established in March of 1998. It has been operating for 5 fiscal quarters under the following guiding principles as adopted by Council Resolution #9-1998:

Purpose: To encourage neighborhood activities that improve neighborhoods by developing neighborhood leadership, supporting activities of public benefit to the neighborhood, expanding citizen involvement in neighborhoods, fostering neighborhood pride and generally promoting livability in the community.

Eligibility: Grants may be disbursed to those Neighborhood District Associations that are officially recognized by the City Council and that are enabled by and operating in accordance with Neighborhood Association By-laws. Funds must be used for projects that provide a direct public benefit within the Neighborhood District Association's boundaries.

Fund Availability: Currently there is \$35,000 budgeted for Neighborhood Improvements. Funds must be made equally available to each of Milwaukee's officially recognized neighborhoods. Currently there are 7 officially recognized neighborhoods: Historic Milwaukee, Island Station, Lake Road, Linwood, Hector Campbell, Lewelling and Ardenwald. As it is currently structured, each neighborhood association has access to \$5,000 per fiscal year. Neighborhood Improvement Funds do not carry over from year to year. The allocation is reviewed as part of the annual budget adoption process and may or may not be re-allocated.

Project Criteria: Neighborhood Associations wishing to apply for Neighborhood Improvement Grants must meet the following project-specific criteria for matching and eligibility:

Matching Contribution

The Neighborhood District Association must match the grant with a contribution of equal or greater value. Matching contributions can be in the form of:

- Volunteer Labor - At least 25% of a neighborhood match must be in the form of volunteer hours from participating neighborhood residents (valued at \$10 per hour).
- Cash
- Cash Value of donated supplies, equipment, space or professional services.

Matching contributions must be outlined in the initial grant application for approval. A detailed report of the matching contribution must be provided for fund disbursement. Partnerships with local community groups, educational institutions, businesses, other government agencies or faith-based organizations are encouraged

and resources donated by these entities will count toward the neighborhood's matching contribution.

The program uses four general criteria for project eligibility:

- 1. Organizational Development:** Activities, services and materials that generate new neighborhood association membership, grow the organization or education neighborhood leadership toward the organization's development and continued operation.
- 2. Physical Improvement:** Materials and services to be used toward playgrounds, minor park improvements, community gardens or other facilities, neighborhood markers, identity signs, banners, trash cans, benches, etc.
- 3. Preservation:** Materials and services that sustain or enhance the health, public safety, and welfare of the neighborhood such as neighborhood watch, traffic management, home weatherization programs; or contribute positively to the neighborhood's aesthetic quality such as design guideline development, community property maintenance or beautification programs.
- 4. Cultural, Social and Recreational Initiatives:** Materials and services that promote diversity, family literacy programs, neighborhood computer labs, after school enrichment programs, youth athletic leagues, career preparation, services for the needy, disabled or elderly, and cultural activities such as music, dance, or art programs.

Review of Grant Applications: Applications will be reviewed quarterly by committee appointed by the City Council. Applications will be reviewed in the order they are received. Applications that are received in a fiscal year after the funds for the fiscal year have been depleted will have to be resubmitted in the following year.

Applications will be approved, approved conditionally, or denied on the basis of their meeting the grant criteria, the application requirements, and fund availability. Application instructions and requirements will be provided with the grant applications by the Office of Neighborhoods.

Reporting of Grant Activity: quarterly reports of grant program activity and grant project status will be provided to the Grant Review Committee, the Council and the general public by the Office of Neighborhoods.

Program Analysis:

In the past five quarters a total of \$80,000 (\$35,000 in fiscal year 97-98, and \$45,000 in FY 98-99) was allocated from the general fund for neighborhood grants. The amount for FY 98-99 included \$5,000 for each of Milwaukie's seven neighborhoods and \$5000 for a citywide social services grant, available to any organization wishing to provide benefit within the City, regardless of neighborhood affiliation. An additional \$5000 was included as reserve in the event that one of the city's two industrial neighborhoods became organized and officially recognized as an NDA. Attachment #1 shows the full detail for how and to whom those funds have been awarded to date. The lay members of the budget committee currently comprise the grant committee. Below is a breakdown of how many applications have been submitted and approved since the inception of the program.

Neighborhood	Total Grants Submitted	Total Grants Approved
Ardenwald	20	15
Historic Milwaukie	15	11
Hector Campbell	4	4
Linwood	5	5
Lewelling	4	4
Lake Road	10	7
Island Station	8	8
Social Services	3	2
Total	69	56

Approximately 81% of the grants applied for have been approved. Some neighborhoods have utilized the program more than others have, as can be seen by the varying number of proposal submissions.

Suggestion: The neighborhoods with more grant submissions also happen to be the neighborhoods that are more organized and active. It is difficult to say whether the level of grant activity in a neighborhood has a causal effect on neighborhood organizational strength or vice versa, but targeted outreach and grant application assistance to the neighborhoods with less grant activity may expand the level of involvement and broaden citizen participation in those areas.

The Application Process

Some applicants have found the application process to be confusing and frustrating. Others worked well with it. General education about the grant program and the application process has been part of several NDA quarterly meeting agendas. All of the neighborhoods have received or have had access to proposal preparation assistance, as provided by the Office of Neighborhoods. Notification of grant application deadlines has been mailed to all of the neighborhood officers approximately a month in advance of each quarter's deadline. Also general notice of the program deadlines has been posted in the Oregonian and the Pilot every quarter. A brochure describing the program and the application process has been developed and mailed to every NDA officer. It is also available at city facilities and distributed at community events for the general public.

The grant committee members have expressed frustration with the application process also. They feel that hand-written applications are very difficult to read. They have also asked if they could receive the applications earlier in advance of their meeting dates so they can have more time to review them. Currently they receive copies of all of the applications a week to ten days prior to their meeting. The applicants, on the other hand, do not like the fact that they have to wait two weeks after submitting an application before knowing whether they will get the funds, and then another two weeks before the checks are disbursed. They have also expressed

frustration over the fact that some applicants do not have access to computers or typewriters that would enable them to submit more readable applications.

Suggestion: The neighborhoods routinely experience transitions in leadership, which may account for some applicants not being as knowledgeable about how to make use of the program. Staff can continue to encourage and provide pre-application conferences upon request and training for grant applicants at every quarterly meeting. Attendance at a quarterly meeting training could be made a prerequisite to submitting applications, though not everyone seems to need it and often times application preparation is delegated to a neighborhood member at large, rather than being handled directly by an officer. Application assistance on an as needed basis, by Office of Neighborhoods staff, seems to be the best approach.

Redesign of the application form could also help to make the application process less confusing. Grant applicants and the Grant Committee have provided staff with feedback about how to improve the application form. Neighborhood members can also make stronger efforts to discuss and plan grant proposals with their neighbors in advance of the grant deadlines, so that the best product is submitted for review. Sometimes an applicant has a great idea but little in the way of detail about how the idea will be put into action or who will do it. It is natural for review committee members to question the likelihood of success when presented with a highly conceptual proposal. The grant committee members should also be willing to accept a certain amount of risk and experimentation that is associated with the granting process.

The Review Process

The grant committee has met five times, once every fiscal quarter, since March of 1998. Their meetings have all been open to the public. Until recently, applicants had not attended the meetings, some stating that they were unaware that the meetings were public. Difficulties during the last year in obtaining a quorum and securing public meeting space, due to City Hall remodeling efforts, has presented obstacles to establishing meeting consistency for this group. The fact that the current grant committee also serves on the budget committee makes it particularly challenging to set a routine meeting schedule.

Suggestion: Posting of these meetings could be more consistent than it has been. Confirmed grant application due dates, and committee meeting dates could be scheduled out for the entire fiscal year and posted with each round of promotion and advance notice.

Some applicants have also expressed a desire for the grant committee to meet more frequently so could they have more immediate access to the grant funds as ideas are brought forward during their monthly meetings. Also, they would like to be able to apprise the committee of major changes to their plans, when circumstances result in the derailment or postponement of a project. The committee members on the other hand, have indicated that they prefer meeting quarterly as they have other meeting responsibilities and they feel that quarterly review opportunities should be enough.

Suggestion: Some neighborhood grant programs in other cities allow for administrative approval of smaller grant requests, which allows for more frequent and immediate grant-making. Council may want to consider this option for grants under \$500, or for specific types of grants, such as those that meet an immediate need or critical opportunity in the neighborhood that requires the applicant to react quickly.

Several applications were approved unconditionally, while some were approved with conditions for quantifying or qualifying how a project ultimately met its intended purpose. For instance, a project sponsoring a youth athletic league was required to report how many youth were sponsored. It was also required that sponsorship from the grant money be available to youth of

both genders. Generally, neither the grant committee or the applicants have expressed any problems over the use of conditions for approvals.

Of the sixty-nine applications submitted, a total of thirteen applications were denied. The reasons for denial included:

- applications being too conceptual or not well planned enough for the committee to feel comfortable releasing the funds
- project cost estimates not in alignment with what the grant committee considered reasonable project costs
- general rejection by the grant committee of the appropriateness of some of the proposals
- applicants exceeding the amount of funds allocated to their neighborhood for the fiscal year
- applications not meeting at least one of the four project type criteria for eligibility

Poorly developed proposals and rejection of proposal appropriateness were the most frequently cited reasons for application denial. Applicants often resubmitted proposals that were denied on the basis of poor planning, in a subsequent quarter. Resubmittals were usually approved the second time around. Some applicants feel the grant committee has focused too narrowly on project costs and has over-scrutinized the appropriateness of specific projects, without considering the potential social benefits to the neighborhood.

The grant committee members on the other hand, have expressed concern that they are appointed citizens with a serious responsibility - the release of public funds for community projects. They have been reluctant to compromise the public trust for the sake of what they perceive as inappropriate or ill-conceived projects. Grant committee members are given a proposal-rating sheet with every application they review, however, they have rarely filled them out as part of their decision-making process. They rely on consensus and majority vote to make their decisions. Rationale for their decisions is currently reported back to the applicant by the Neighborhoods Office.

Suggestion: The business of awarding public funds for quasi-public community projects is a messy one. Both the grant committee and the applicants make valuable arguments. The Grant Committee members should use a grant rating form that ensures some objectivity and consistency in their decision-making process (attachment 2.) The applicants should make a stronger effort to submit well-planned, organized proposals.

Grant Applications by Project Eligibility Criteria

Submitted Applications by Type	Organizational Development	Physical Improvements	Preservation Efforts	Cultural, Social Service or Recreational Program
Ardenwald	10	2	8	10
Hist Milwaukie	8	5	4	3
Hector Campbell	1	2	2	0
Linwood	1	3	0	1
Lewelling	2	1	1	1
Lake Road	5	3	4	2
Island Station	6	1	3	1
Social Services	0	1	0	3
Total	33	18	22	21

The chart above shows the distribution of proposals submitted based on which core project criteria they met. A project has to meet at least one of the eligibility criteria to be approved. Several projects met more than one of the criteria. The four criteria in our Grant Program are typical of other Neighborhood Grant Programs. Organizational development projects were the most common type of project with 33 in total. The remainder shows a pretty even distribution between physical improvement projects, preservation efforts, and cultural, social service or recreational programs.

The chart below shows what types of proposals were denied based on where they came from or what core criteria they would have met. There appears to be no discernable trend in the types of proposals that were denied.

Denied Applications by Type	Organizational Development	Physical Improvements	Preservation Efforts	Cultural, Social Service or Recreational Program
Ardenwald	3		1	2
Hist Milwaukie	2	1	1	2
Hector Campbell				
Linwood				
Lewelling				
Lake Road	1	1	2	1
Island Station				
Social Services				1
Total	6	2	4	6

Suggestion: The healthy distribution of project types, in both the "approved" and "denied" categories, indicates that these core criteria reflect community needs and are functioning well. The high number of applications for Organizational Development projects is appropriate, given the fact that most of our neighborhood organizations are struggling to develop into stronger, more active entities.

Project Reporting

Reporting of the grant projects has been spotty at best. While most projects have concluded with a final report being submitted to the Office of Neighborhoods, these reports have not been filed early enough for staff to turn them around to the grant committee in time to review in advance of future grants being awarded to the applicant. The grant committee has reluctantly approved grants to non-reporting applicants nonetheless, citing the challenges to providing so much information with so little time to compile it. Some neighborhoods report verbally by way of a phone call to the Office of Neighborhoods on the status of their projects, but they haven't always followed up with the completed reporting forms, which have been provided.

Also, some projects have been aborted or postponed for reasons beyond the applicant's control such as a major renovation effort cutting-off access to an event location. Changes in organization leadership, or simply changes in the priorities of the NDA have also resulted in stagnant grant funds. Updates on the status of these funds have not always been provided. Some applicants have submitted written requests for revising project scope or reallocating already-granted funds, based on changing circumstances. When these requests have been submitted in time to communicate to the request to the grant committee, they have generally approved of the proposed changes. However, it should be noted that some grant recipients have not done any reporting on their funds status at all. The grant committee has expressed

strong concern over the inconsistency or flat out failure of grant recipients to submit status reports on projects-in-progress.

Suggestion: NDA officers, NDA members, and Grant Committee members are all volunteers. They are not employees of the organizations they serve, and therefore cannot be directed by the City to perform specific tasks, nor can they be officially reprimanded or disciplined for failure to act upon recommendations by staff. The relationship between the volunteer and the City is one based on trust, common incentive and mutual gain. Volunteer motivation and the best civic intentions are often overwhelmed by personal obligations. NDA leadership positions change from one year to the next, which makes consistent record-keeping an even greater challenge. Expanding the volunteer base to distribute the responsibilities and opportunities to get involved among more Milwaukians, and providing a supportive, incentive-based environment for volunteers to work within, is the operative philosophy. Council may want to consider the formation of a citizen involvement commission that would have the overall charge of monitoring and cultivating volunteerism and community partnerships. Oversight of the grant program could be a one of their functions.

A tangent, but related point is worth noting here. Grant applications, NDA meeting minutes and NDA financial records are not kept consistently by the neighborhoods, nor are they consistently shared with the City or other members of the public who been known to request them. Perhaps more training and technical support is necessary for neighborhood officers. Perhaps less responsibility is appropriate, though the neighborhoods have continually asserted that they want more involvement in city matters.

Suggestion: Council could direct staff to become more systemic and aggressive in the collecting this information from the neighborhoods, but this will require a significant amount of staff time be dedicated to paper-chasing and phone badgering, which would detract staff from other Council priorities and could erode city - neighborhood relations. It is also questionable whether or not the Council or the Neighborhoods wants City staff to play such an intrusive role in their administrative affairs. If space is available, the Office of Neighborhoods could also provide a work station from which neighborhood volunteers and officers could conduct business, work more closely with staff, receive training and have a central place for sharing resources such as books, a phone, a copy machine, a computer, etc. This foundation of support may serve to "incubate" the NDAs. As they become stronger organizations they may eventually seek non-profit incorporation, or even hire part-time staff to attend to the growing administrative needs of their organizations. In the meantime, the City must determine the degree of support it is willing and able to provide for neighborhood organizations on balance of what it expects from them in terms of responsibilities.

To bring this back to the grant program specifically, a firm reiteration of the requirement that applicants submit status reports for project in progress, and full reports for completed projects before receiving subsequent grants, is reasonable and wise for auditing purposes. Reporting requirements are a fairly typical component of grant programs. They preserve the integrity of the program and help to ensure appropriate and effective use of the funds. The incentive to provide reports should be access to more funds. It should be enforced by a review committee or staff that has the authority to deny applications as incomplete until sufficient reporting has been done. The Neighborhoods staff and the NDA liaisons can support applicants' efforts to complete reports in a timely manner and the NDA always has the option of not pursuing funds through the grant program.

The Match Contribution

Currently the matching contribution for the grant program is quite flexible. Applicants must match the amount they are requesting in full. They can meet the amount through a combination of volunteer time, cash or the value of donated goods or services. The only stipulation is that at least 25% of the applicants match be in the form of volunteer hours from participating neighborhood residents. The purpose of the requirement is to ensure that the people being served by the grant are in some way making a real contribution to its success and that community involvement is a significant part of the project. This too, is a fairly typical component of neighborhood grant programs. In some places local volunteerism must be 50 or 100% of the total match.

All of the grant projects that have been completed to date have been successfully matched with local resources. The most common form of matching turns out to be the volunteer time, with value of donated goods and services second and cash last. Applicants initially worry about whether or not they will be able to match the funds, but invariably they find that the dollar value of their combined volunteer efforts exceeds the amount they requested! Some applicants have proposed that the volunteer portion of the match shouldn't have to be supplied by neighborhood residents and that partnering organizations and their members should be able to supply 100% of the match on behalf of a neighborhood who is sponsoring the grant.

Suggestion: The program could be changed to allow this, however, it might be contrary to Council's Goal of encouraging more citizen involvement, if the effect were to absolve neighborhood residents of any real contribution to the projects they are trying to fund. Note that this matching component also serves as a de facto method of ensuring community support for publicly funded projects. If nobody in the neighborhood is willing to roll up their sleeves and turn out in support of an effort, it may be an indicator that people don't really believe in the idea. Several of the projects the neighborhoods have organized have served the dual purpose of solving a problem and just plain bringing people together toward a common cause. That is the essence of community building, as long as individuals are not put in the position accomplishing a task that requires professional skill or experience in order to be done safely. A good example is the clean-up of the Lewelling School Outdoor Classroom. The project brought several residents out on a Saturday to make a part of their neighborhood beautiful and usable again. Had they subcontracted with a property maintenance company to do the work, they might not have had the same experience of neighborhood unity and pride, and respect for the place that they made better.

It should be noted that the volunteer portion of the social services fund is not restricted to any specific neighborhood, but does require volunteerism from some segment of community that is benefiting from the grant. For instance, the Milwaukie Center grant for new Meals on Wheels food trays was matched by volunteers who deliver the meals.

Conclusion

The grant program has put resources into the hands of people who want to make a difference in their community. Applicant organizations have been strengthened through the program and the City is more intimately aware of the unmet needs in the community because of it. There are some kinks that should be worked out to make the program more responsive to applicants needs and to make the recipients more accountable to the public. But by and large, the program is working well.

Attachment 1
Activity Report for First Year of Milwaukie Neighborhood Grant Program

(Reporting Period: 4th Quarter FY 97-98 to 4th Quarter FY 98-99)

The Number in parenthesis indicates which grant program criteria were met with the project (1 = organization development, 2 = physical improvements, 3 = neighborhood preservation, 4 = social, cultural, recreational initiatives.)

Shaded projects are the ones that were denied.

Grant Cycle 4 th Qtr 97-98	Ardenwald	Hist. Milw.	Hec. Camp.	Linwood	Lewelling	Lake Rd	Island St.	Social Services
	Milw. Pool \$500 (2)	Milw. Pool \$4000 (2)	Milw. Pool \$2000 (2)	Milw. Pool \$1000 (2)	Milw. Pool \$750 (2)	Milw. Pool \$1000 (2)	Milw. Pool \$2000 (2)	
	NUSA Tour \$800 Approved \$773 (1,3)	NNO Party \$1000 (1)	Speed Radar Gun \$2000 (3)	Playground Improvements \$4000 (2)	BBO Membership Drive \$2000 (1)	Open House/ Block Party \$1000 (1)	Neighborhood Block Parties \$1600 (1)	
	Summer Reading Prog. \$1500 (4)		Email/Web Page and Direct Mail \$929 (1)		Community Clean Up \$1500 (3,4)	Signage, Banner, NDA Promotion \$1000 (1)		
	Summer Bench Art \$489 (2,3,4)				Monthly Meeting Enhancements \$750 (1)	Used Laptop for Meetings \$1000 (1)		
	NNO Event \$818 (1,3)					Financial Assist. For Low Income Homes in N'hood \$1000 (3,4)		
	Concerts in Park \$320 (4)							
	Member- Ship Drive \$600 (1)							
	Crossing Guard \$160 - Denied (3)							
	Mtg. Childcare \$800 - Denied							

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	(1,4)							
	Printer Tech Improv. \$800 - Denied (1)							
Total Requested: \$35,316	\$6787	\$5000	\$4929	\$5000	\$5000	\$5000	\$3600	\$0
Total Granted: \$33,529	\$5000	\$5000	\$4929	\$5000	\$5000	\$5000	\$3600	\$0
1st Qtr. 98-99	Ardenwald	Hist. Milw.	Hec. Camp.	Linwood	Lewelling	Lake Rd.	Island St.	Social Services
	Meeting Childcare \$700 (1,4)	None Submitted this quarter	None Submitted this Quarter	NDA Promotional Efforts \$600 (1)	None Submitted this Quarter	Low Income Homes Assistance \$4000 - Denied (3,4)	Refreshments at Monthly Meetings \$900 (1)	Northwest Housing Alternatives Land Trust \$5000 - Denied (4)
	Crossing Guard Stipend \$640. (3)			Milwaukie Youth Athletics \$1613.20 (4)		NDA Open House \$1000 - Denied (1)	Neighborhood Xmas Party \$100 (1)	Milw. Center Bus Lift Repairs \$2000 (2,4)
	Printer Tech Imprvmts \$800 - Denied (1)			Playground Imprvmts phase II \$1000 (2)			Checking Account Maint. \$75 (1)	
Total Requested: \$18428.20	\$2140			\$3213.20		\$5000	\$1075	\$7000
Total Granted: \$7628.20	\$1340			\$3213.20		\$0	\$1075	\$2000
2nd Qtr 98-99	Ardenwald	Hist. Milw.	Hec.Camp.	Linwood	Lewelling	Lake Rd.	Island St.	Social Services
	None This Quarter	Street Trees w/ MDDA \$500 Denied (2,3)	None This Quarter	None This Quarter	None This Quarter	Street Trees w/MDDA \$500 Denied (2,3)	None This Quarter	Milw. Center Meals on Wheels Delivery Packs \$1900 (4)
		Welcome Baskets \$200 (1)						
		Promotional Efforts & Refreshments						

		\$300 (1)						
		Helping Hand \$300 Denied (4)						
		Non-Profit Status \$270. (1)						
Total Requested: \$3970		\$1570				\$500		\$1900
Total Granted: \$2670		\$770				\$0		\$1900
3rd Qtr 98-99	Ardenwald	Hist. Milw.	Hec. Camp.	Linwood	Lewelling	Lake Rd.	Island St.	Social Services
	Reading Program \$1500 (4)	Street Trees \$500 (2,3)	None Submitted this quarter	None Submitted this quarter	None Submitted this quarter	Street Trees w/ MDDA \$1000 (2,3)	History Project \$900 (1,3,4)	
	History Project \$750 (1,3,4)	Columbia River Gorge Donation \$600 Denied (1)						
	Reading Incentives \$500 Denied (4)	Scott Park Arbor Repair \$1000 (2,3)						
		Helping Hand \$500 (4)						
		Final Friday \$500 Denied (1)						
		Neighbors Night Out \$200 (1)						
Total Requested: \$7950	\$2750	\$3300				\$1000	\$900	
Total Granted: \$6350	\$2250	\$2200				\$1000	\$900	

4th Qtr 98-99	Ardenwald	Hist. Milw.	Hec. Camp.	Linwood	Lewelling	Lake Rd.	Island St.	Social Services
	Membership Drive \$600 (1)	National Night Out Party \$1000 Approved \$800 (1,3)	Milwaukie Museum Beautification \$1800 (2,3)	None Submitted this quarter	None Submitted this quarter	Neighborhood BBQ \$800 (1)	National Night Out Event \$575 Approved \$500 (1,3)	None Submitted this Quarter
	Concerts in Park \$320 (1,4)	Operation Coat Racks \$250 (2,4)					Neighborhood Watch Program \$800 Approved \$650 (3)	
	NNO Event \$55.00 (3)							
	Earth Day Round Up \$432.40 (3,4)							
Total Requested: \$6632.40	\$1407.40	\$1250	\$1800			\$800	\$1375	
Total Granted: \$6207.40	\$1407.40	\$1050	\$1800			\$800	\$1150	
To Date: All 5 Qtrs.	Ardenwald	Hist. Milw	Hec. Camp.	Linwood	Lewelling	Lake Rd.	Island St.	Social Services
Total Requested: \$72,296.60	\$13,084.40	\$11,120.0	\$6,729.0	\$8,213.20	\$5000	\$12,300	\$6,950	\$8,900
Total Granted: \$56,384.60	\$9,997.40	\$9,020.0	\$6,729.0	\$8,213.20	\$5000	\$6,800	\$6,725	\$3,900

Attachment 2

**CITY OF MILWAUKIE
Neighborhood Association Grant Program
RATING SHEET**

(For use by Grant Committee)

Project Name: _____

Neighborhood: _____

1. Basic Requirements:

- a. The project has been sponsored by an officially-recognized Neighborhood District Association.
[] Yes [] No
- b. Funding contribution of equal or great value has been or will be met in the form of: Volunteer Labor (at least 25%), Cash, or Cash Value of donated supplies, equipment or professional services.
[] Yes [] No
- c. Meets at least one of the following applicability criteria for value to the neighborhood. Check the appropriate box(s):

(1) Neighborhood Organizing/ Organization Development
Activities, services and materials that generate new neighborhood membership, grow the organization or educate neighborhood leadership toward the organization's development and continued operation.

(2) Neighborhood Physical Improvements
Materials and services to be used toward playgrounds, minor park improvements, community gardens or other facilities, neighborhood markers, identity signs, banners, trash cans, benches, etc.

(3) Neighborhood Preservation
Materials and services that sustain or enhance the health, public safety and welfare of the neighborhood such as crime watch, traffic management, or home weatherization programs; or contribute positively to the neighborhood's aesthetic quality such as design guideline development, community property maintenance programs or beautification programs.

(4) Neighborhood Cultural, Social or Recreational Initiatives
materials and services that promote diversity, family literacy programs, neighborhood computer labs, after school enrichment programs, youth athletic leagues, career preparation, services for the needy, disabled or elderly and cultural activities such as music, dance, or art programs.

- d. The project complies with all City, County and State Codes
[] Yes [] No

2. Project Description Rating:

- a. Detailed - ready to implement 25
- b. Plan outline - needs refinement 15
- c. Conceptual only 5



To: Honorable Mayor and City Council
Through: Dan Bartlett, City Manager *[Signature]*
From: Charlene Richards, Assistant City Manager *[Signature]*
Subject: Parks, Open Spaces and Trails (POST) Refinement Process –
Neighborhood Parks
Date: September 10, 1999

Action Requested

Provide staff direction on preparing for public hearing on Tuesday, October 5, 1999, and adoption on Tuesday, October 19, 1999, of:

- 1) a target area map and
- 2) a confidential tax lot map.

Background

After over one year of development and review, the City Council adopted the POST Acquisition Plan, effective July 1, 1999. The refinement process is one component of that plan. The refinement process is explained as follows in the POST plan document:

POST Acquisition Plan Components

1. **Refinement-** is the public process whereby the City adopts specific geographic boundaries and acquisition objectives for each target area and trail project. A refinement process is necessary because the amount of land available in each target area exceeds the dollars available for purchase, or in the case of trails, the exact trail alignment of the trail is not known. The process involving community meetings, PARB meetings and Council meetings provides opportunities for citizen involvement. Refinement plans for all 5-target areas will be completed and approved by the City Council in the fall of 1999.

The refinement component presented tonight is for neighborhood parks, PARB recommendation, and downtown/riverfront acquisitions. Next year, the PARB will continue to work on the refinement process for developing target areas for trails and open spaces.

Neighborhood Parks

Neighborhood parks are defined for the City of Milwaukie as “roughly 1 to 20 acres in size, easily accessible to the neighborhood served, geographically centered with safe walking and bicycle access; service area $\frac{1}{4}$ to $\frac{1}{2}$ mile.” Elements of a neighborhood park may include: play equipment, walking paths, open turf areas, covered shelters, picnic areas with tables, benches, drinking fountains, hard court surfaces for tennis, basketball (half and full court) and volleyball and natural areas.

The proposed four neighborhood park target areas were developed after using the following process:

- The PARB and City Council during development of their fiscal year 1999-2000 funding recommendations to the North Clackamas Parks and Recreation District recognized that certain neighborhoods did not have land designated for neighborhood park purposes within a $\frac{1}{4}$ to $\frac{1}{2}$ mile service radius. The underserved areas, after neighborhood and public involvement, were prioritized in the budget request as follows:
 1. Hector-Campbell neighborhood,
 2. Lewelling neighborhood, and
 3. The area west of 32nd in the Ardenwald neighborhood.
- During development of the POST acquisition program, the area east of the North Clackamas School District Administration Office and south of Lake Road in the Lake Road neighborhood was identified as an underserved area.
- Staff met with the Neighborhood District Association Leadership to outline the POST acquisition program and request information on possible areas for parkland acquisition. Staff received a variety of forms recommending sites for acquisition. The Lewelling neighborhood park subcommittee provided a prioritized list of possible sites.
- PARB members met with the Ardenwald, Historic Milwaukie, Island Station, Lake Road and Linwood NDAs at their National Night Out or summer picnic events. The PARB members discussed the service areas of existing parks and possible target areas for new parkland acquisition. Participants placed dots on neighborhood maps in those areas where they most wanted to see parkland acquired for a new neighborhood park. See attached neighborhood maps. Completed land acquisition forms, identifying specific parcels, were returned to the City.
- At the August 23, 1999 PARB meeting, after review of the listing of identified possible parcels and review of a confidential tax lot map in executive session, the PARB highlighted target areas for neighborhood parkland acquisition.

Council Memo: POST Refinement Process – Neighborhood Parks
September 10, 1999
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See attached map Milwaukie Proposed Neighborhood Parks, Proposed Parks.

Concurrence

The North Clackamas Park and Recreation District staff liaison to the PARB reviewed all recommended parkland requests. Staff comments were reviewed with the PARB.

Fiscal Impact

To complete acquisition of all recommended sites could cost up to \$1 million for all four-neighborhood park target areas. Budget allocation for neighborhood parkland acquisition in fiscal year 1999-2000 is approximately \$656,000. On-going costs related to stabilizing and maintaining sites under the land banking program are estimated at approximately \$500 per year. Actual costs will depend on the individual sites acquired.

Work Load Impacts

City community services, public works and planning staff will be involved in developing and implementing the stabilization and land banking plans for all sites. NCPRD staff time will be required as well.

Alternatives

After reviewing, in Executive Session, the confidential tax lot map, direct staff to prepare for the October 5, 1999 Public Hearing by either:

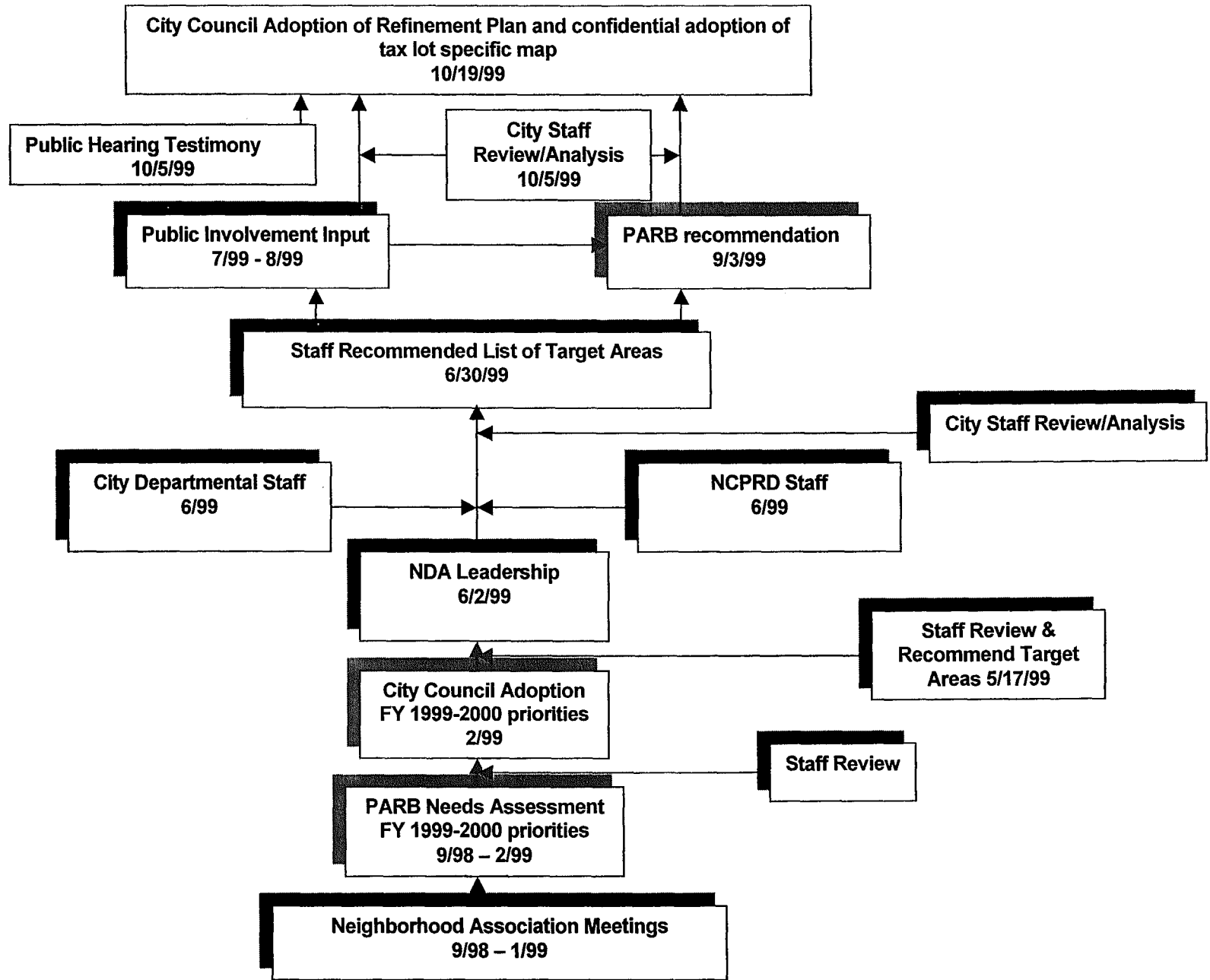
1. Adding or deleting target area/s or
2. Revising the coverage of recommended target area/s to reflect proposed changes in recommended tax lot acquisitions or
3. Maintaining the existing target areas as recommended by the PARB for neighborhood parks and by staff for the downtown/riverfront target area for waterfront property.

Attachments

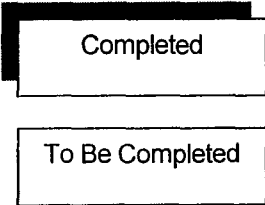
- Refinement Process Work Plan Flow Chart
- Neighborhood Maps
 - Ardenwald Neighborhood Parks
 - Hector Campbell Neighborhood Parks
 - Historic Milwaukie Neighborhood Parks
 - Island Station Neighborhood Parks
 - Linwood Neighborhood Parks
 - Milwaukie Neighborhood Parks (mislabel, additional Linwood map)
- Milwaukie Proposed Neighborhood Parks Map

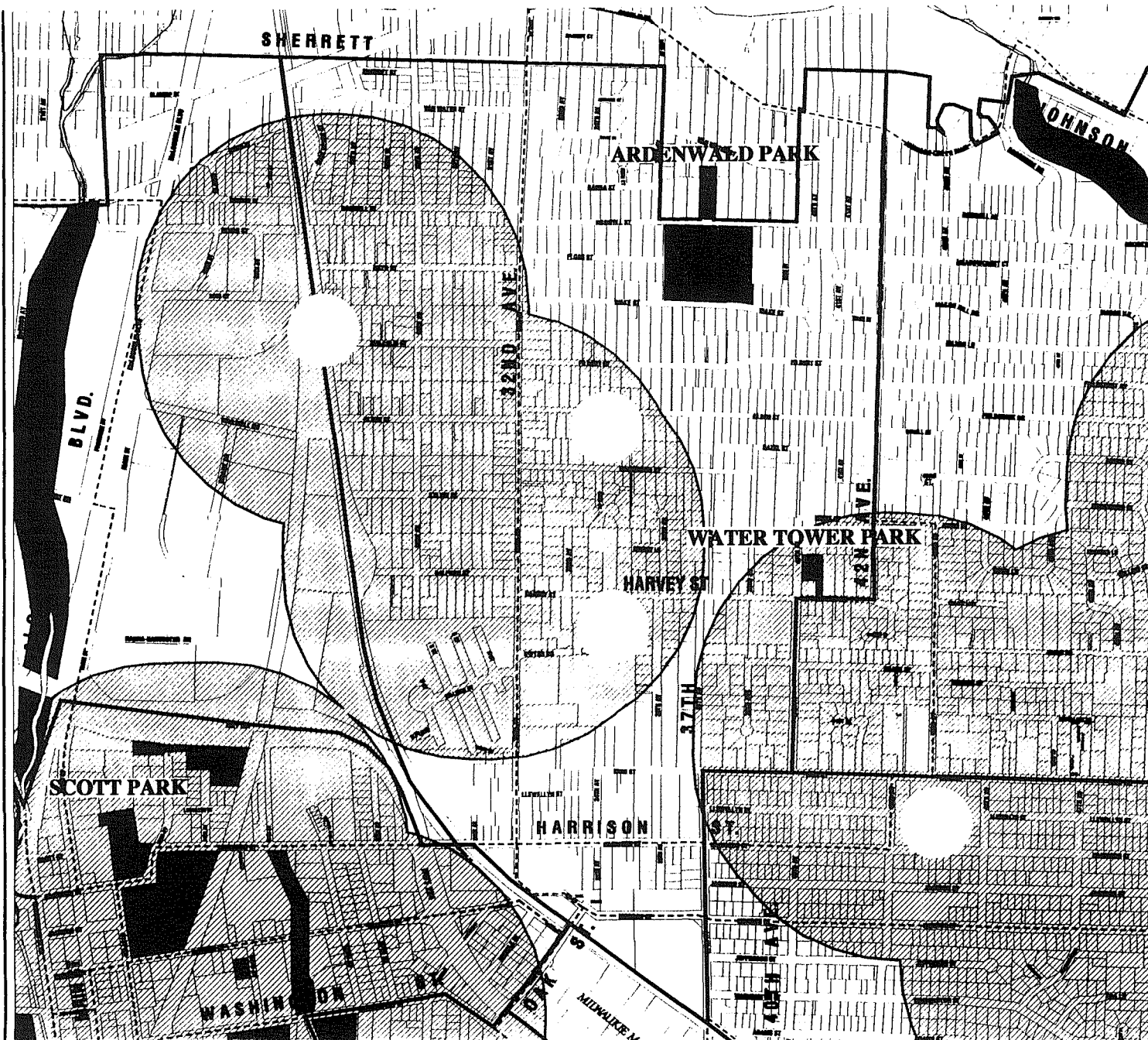
Refinement Process Work Plan Flow Chart

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4









Legend









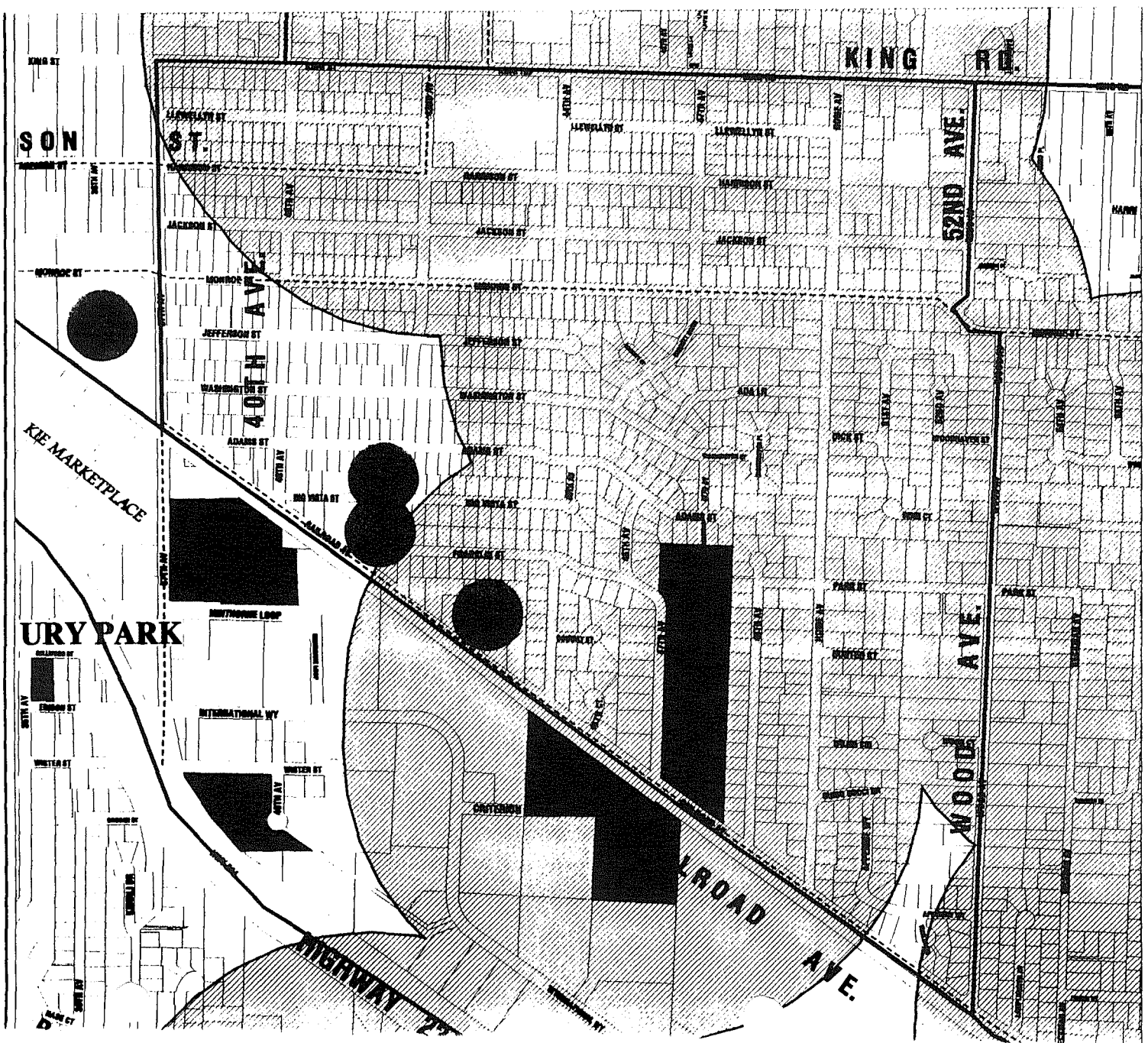


Ardenwald Neighborhood Parks

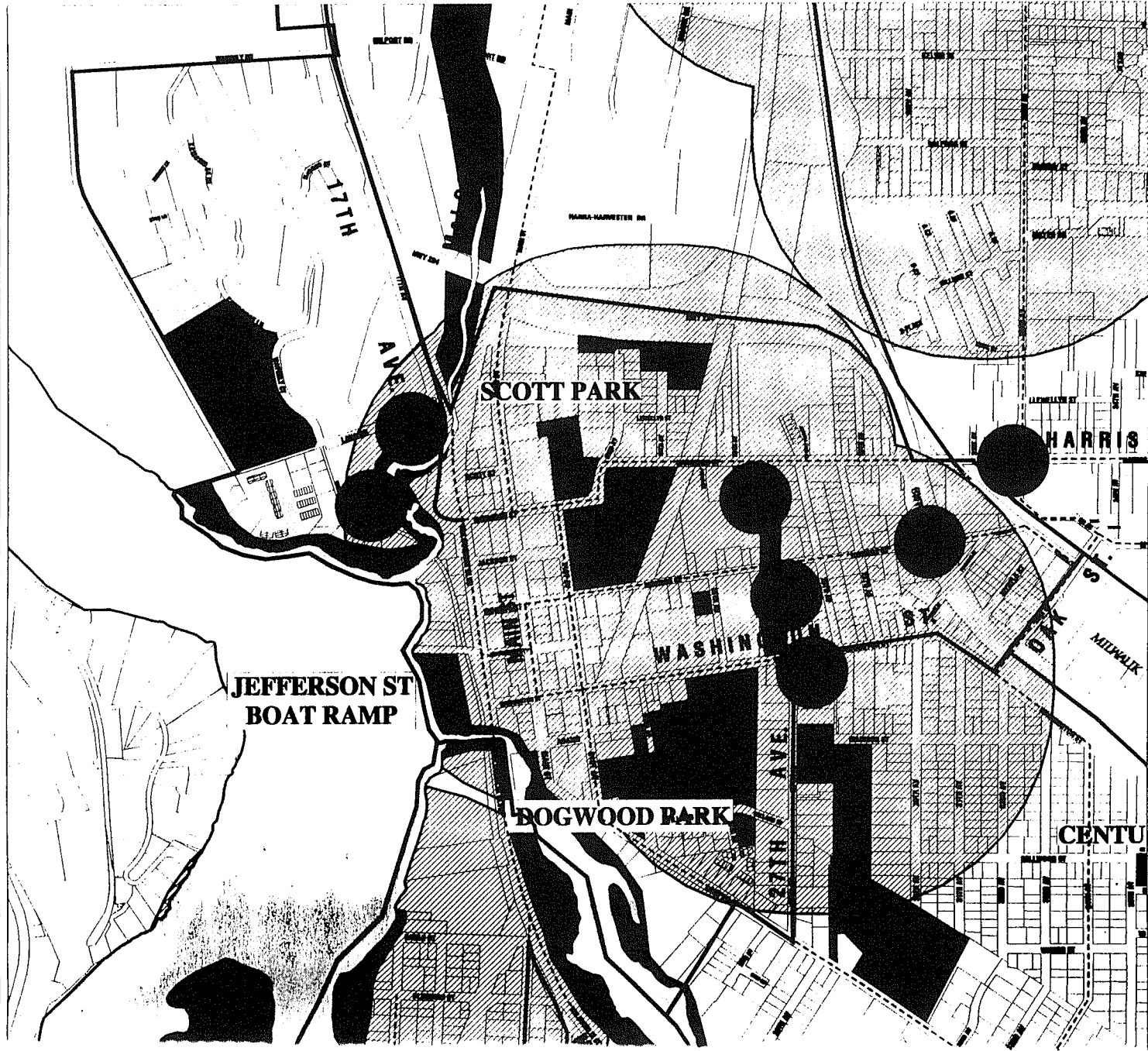
-  SCHOOLS
-  NATURAL RESOURCE AREAS
-  1/4 MILE BUFFER
PROPOSED PARK SITES
-  NEIGHBORHOOD
ASSOCIATION
BOUNDARIES
-  EXISTING BIKEWAYS
-  PROPOSED BIKEWAYS
NETWORK







Hector Campbell Neighborhood Park

-  SCHOOLS
-  NATURAL RESOURCE AREAS
-  1/4 MILE BUFFER PROPOSED PARK SITES
-  NEIGHBORHOOD ASSOCIATION BOUNDARIES
-  EXISTING BIKEWAYS
-  PROPOSED BIKEWAYS NETWORK









Historic Milwaukie Neighborhood Parks

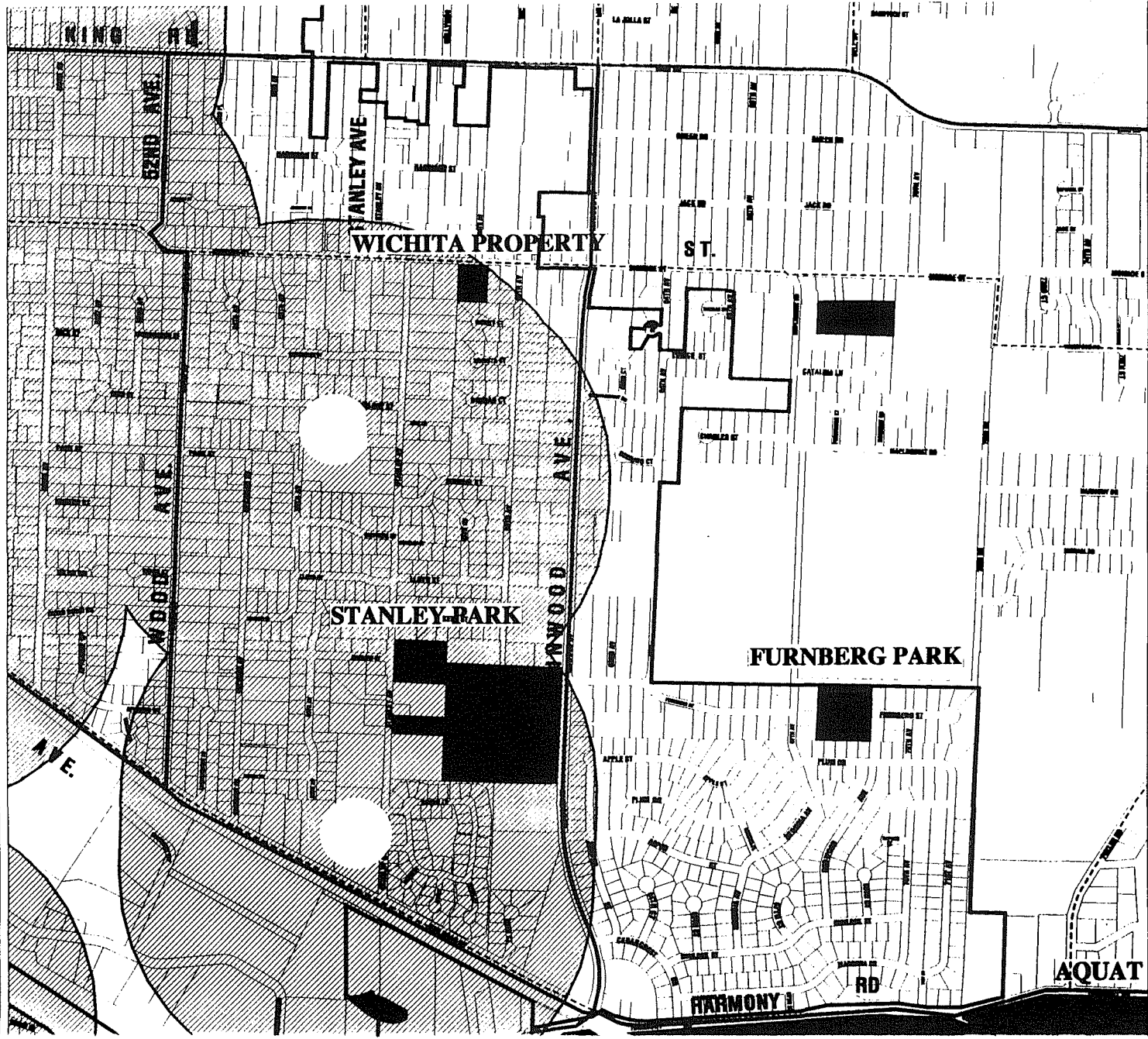


-  SCHOOLS
-  NATURAL RESOURCE AREAS
-  1/4 MILE BUFFER PROPOSED PARK SITES
-  NEIGHBORHOOD ASSOCIATION BOUNDARIES
-  EXISTING BIKEWAYS
-  PROPOSED BIKEWAYS NETWORK

WS. 5 7







Linwood Neighborhood Parks

-  SCHOOLS
-  NATURAL RESOURCE AREAS
-  1/4 MILE BUFFER PROPOSED PARK SITES
-  NEIGHBORHOOD ASSOCIATION BOUNDARIES
-  EXISTING BIKEWAYS
-  PROPOSED BIKEWAYS NETWORK



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Milwaukie Neighborhood Park

-  SCHOOLS
-  NATURAL RESOURCE AREAS
-  1/4 MILE BUFFER LOCAL PARKS
-  NEIGHBORHOOD ASSOCIATION BOUNDARIES
-  EXISTING BIKEWAYS
-  PROPOSED BIKEWAYS NETWORK

