



**Work Session**

**WS**

**Milwaukie City Council**

## COUNCIL WORK SESSION

Zoom Video Conference  
www.milwaukieoregon.gov

## AGENDA

JUNE 16, 2020

**Note:** times are estimates and are provided to help those attending meetings know when an agenda item will be discussed. Times are subject to change based on Council discussion. Page #

**Video Meeting:** due to the governor's "Stay Home, Stay Healthy" order, the City Council will hold this meeting through Zoom video meetings. The public is invited to watch live on the [city's YouTube channel](#), Comcast Cable channel 30 in city limits, or by joining the Zoom webinar (visit <https://www.milwaukieoregon.gov/citycouncil/city-council-work-session-256> for details).

**Public Comments:** written comments may be submitted by email to [ocr@milwaukieoregon.gov](mailto:ocr@milwaukieoregon.gov). Council will take verbal comments. To speak during the meeting, see the Zoom webinar login information and in-person pre-registration instructions online (see meeting page link above).

1. **Safe Access for Everyone (SAFE) and Street Surface Maintenance Program (SSMP) – Annual Updates** (4:00 p.m.)  
Staff: Steve Adams, City Engineer
  
2. **Adjourn** (4:45 p.m.)

### Executive Session

After the work session, Council will meet in executive session pursuant to Oregon Revised Statute (ORS) 192.660 (2)(e) to deliberate with persons designated by the governing body to negotiate real property transactions.

### Americans with Disabilities Act (ADA) Notice

The City of Milwaukie is committed to providing equal access to all public meetings and information per the requirements of the ADA and Oregon Revised Statutes (ORS). If you require any service that furthers inclusivity please contact the Office of the City Recorder at least 48 hours prior to the meeting by email at [ocr@milwaukieoregon.gov](mailto:ocr@milwaukieoregon.gov) or phone at 503-786-7502 or 503-786-7555. Most Council meetings are streamed live on the City's website and cablecast on Comcast Channel 30 within Milwaukie City Limits.

### Executive Sessions

The City Council may meet in executive session pursuant to ORS 192.660(2); all discussions are confidential and may not be disclosed; news media representatives may attend but may not disclose any information discussed. Executive sessions may not be held for the purpose of taking final actions or making final decisions and are closed to the public.

### Meeting Information

Times listed for each agenda item are approximate; actual times for each item may vary. Council may not take formal action in study or work sessions. Please silence mobile devices during the meeting.



## COUNCIL WORK SESSION

Zoom Video Conference  
www.milwaukieoregon.gov

## MINUTES

JUNE 16, 2020

**Council Present in Person:** Council President Angel Falconer, Councilors Lisa Batey, Kathy Hyzy

**Council Present by Video:** Councilor Wilda Parks, Mayor Mark Gamba

|                      |                                     |  |
|----------------------|-------------------------------------|--|
| <b>Staff Present</b> | Assistant City Manager Kelly Brooks | City Manager Ann Ober                    |
| <b>by Video:</b>     | City Attorney Justin Gericke        | City Recorder Scott Stauffer (in-person) |
|                      | City Engineer Steve Adams           |  |

**Council President Falconer** called the meeting to order at 4:01 p.m. She noted that she was chairing the meeting and Mayor Gamba was attending by video conference.

### **1. Safe Access for Everyone (SAFE) and Street Surface Maintenance Program (SSMP) – Annual Updates**

**Mr. Adams** provided a summary of SAFE projects from fiscal years 2019 and 2020 (FY 19 and FY 20). He noted that all projects had been completed within budget other than the Kronberg Park multi-use path which had needed additional funds for design work. He commented on the total revenue that the SAFE program had generated in FY 19 and said staff would report FY 20 revenues to Council in 2021.

**Councilor Batey** asked about the city's work to become compliant with Americans with Disabilities Act (ADA) standards. **Mr. Adams** did not have specific details on the city's ADA compliance. He commented on the standards needed to be complaint and noted that ramps were assessed by their degree of non-compliance.

**Mr. Adams** showed a map of upcoming SAFE projects. He clarified which projects would begin construction in 2020. He reported which projects were designed in-house and which were designed by consultants.

**Mr. Adams** provided the annual SSMP report and noted that all projects had been completed within budget. **Councilor Batey** understood that since the data was from the past, the generated funds did not include the vehicle registration tax. **Mr. Adams** confirmed that the city began collecting the vehicle registration tax in 2019 and those revenue numbers would show up on the next report. The group discussed anticipated gas tax revenue and if it would differ from earlier predictions due to the coronavirus (COVID-19) pandemic.

**Councilor Hyzy** asked if staff had seen any changes in what projects were expected to cost. **Mr. Adams** noted that recent project bids had come in lower than expected.

**Mr. Adams** discussed the pavement condition index (PCI) calculation which measures street conditions around the city on a scale of 0 to 100, higher being a better condition. He explained that the city hired contractors to do the assessment and he hoped to move the PCI work in house for staff to calculate. He explained the city's 2019 PCI values based on street types and noted how it had changed from the previous year.

**Councilor Hyzy** wondered if staff could revisit the idea that pavement was appropriate for every street and if some streets could be converted to gravel. **Mr. Adams** noted staff could investigate to determine what made the most sense for maintenance. He also

noted the option in some cases to just repave the travel area and leave the side parking areas as-is. **Council President Falconer** wanted to investigate doing a program like the City of Portland used which had allowed neighbors on low-volume streets to build play streets.

It was noted that Councilor Parks left the meeting at 4:32 p.m. and returned at 4:34 p.m. due to technical difficulties.

**Mr. Adams** provided a map of upcoming SSMP paving projects.

**Councilor Batey** asked if there were plans to do slurry seal. **Mr. Adams** said there were no plans for slurry seal this summer and would check with public works on future slurry seal projects.

**Councilor Batey** asked about the 43<sup>rd</sup> Avenue sidewalks project and **Mr. Adams** clarified where the sidewalks would be in that area.

## **2. Adjourn**

**Council President Falconer** announced that after the work session, Council would meet in executive session pursuant to Oregon Revised Statute (ORS) 192.660 (2)(e) to deliberate with persons designated by the governing body to negotiate real property transactions.

**Council President Falconer** adjourned the meeting at 4:38 p.m.

Respectfully submitted,

  
\_\_\_\_\_  
Amy Aschenbrenner, Administrative Specialist II



# CITY OF MILWAUKIE

## Memorandum

**To:** City Council  
**From:** Leila Aman, Community Development Director  
**CC:** Ann Ober, City Manager  
**Date:** Friday, June 12, 2020  
**Re:** Community Development Department Projects – City Council Update for June 16, 2020 Council meeting

| <b>Community Development/Economic Development/Housing</b>  | <b>Planning</b>  | <b>Building</b>   |
|--|--|---|
| <ul style="list-style-type: none"> <li>▪ Business Outreach</li> <li>▪ Temporary Use Permit</li> <li>▪ Sparrow Property</li> <li>▪ NHA Renter Assistance</li> </ul> | <ul style="list-style-type: none"> <li>▪ Comprehensive Plan Update</li> <li>▪ Comprehensive Plan Implementation</li> <li>▪ Planning Commission</li> <li>▪ Design and Landmarks Committee</li> <li>▪ Land Use/Development Review</li> </ul> | <ul style="list-style-type: none"> <li>▪ Update for May coming in June</li> </ul> |

### COMMUNITY DEVELOPMENT/ECONOMIC DEVELOPMENT/HOUSING

#### Business Outreach

- The City was awarded \$35,000 from the State of Oregon Emergency Business Assistance Matching Fund. Funds will be used for a second round of grants for the Milwaukie Business Relief Fund.
- Staff conducted outreach through phone calls, the web and social media for restaurants and retail establishments to expand their business with outdoor space through September 30, 2020 through a Temporary Use Permit. Interested parties may apply for a permit from the City for expansions of temporary seating on private property (such as parking lots or adjacent property) The City will also allow individual businesses to apply to use up to 3 adjacent, on street parking spaces on a first come first serve basis for outdoor seating.

#### NHA Renter Assistance

- Staff submitted a Memorandum of Understanding to transfer \$25,000 to Northwest Housing Alternatives, Inc for the purpose of rental assistance. Once executed, these funds are expected to transfer in July after the new budget is adopted.

## PLANNING

### Comprehensive Plan Update

- The City Council is scheduled to hold a public hearing June 2, 2020 to consider the Planning Commission's March 10 recommendation for adoption of the Comprehensive Plan. An updated draft of the plan, incorporating the Planning Commission's proposed changes, was uploaded to the [project website](#) on April 9.

### Comprehensive Plan Implementation

- The first meeting of the Comprehensive Plan Implementation Committee (CPIC) was held on June 4. The meeting served as a project kick-off and included an introduction to the project and an update on the consultant selection process. The meeting was conducted as a virtual meeting.

### Planning Commission

- On May 26, the Planning Commission reopened a public hearing that had been continued from April 28. The Planning Commission took additional testimony, deliberated, and approved a 6-lot subdivision on Railroad Ave (S-2018-001).
- VR-2019-013 – A public hearing is scheduled for June 23, 2020 to review the land use application for a proposed four-story mixed-use building located at 9391 SE 32<sup>nd</sup> Ave. Referrals have been sent; the 20-day public hearing notice was mailed on June 3.

### Design Landmarks Commission

- The DLC will be discussing the latest version of proposed amendments to the downtown design review process at a special meeting on June 15th, to be held virtually using Zoom.

### Land Use/Development Review<sup>1</sup>

- VR-2020-002 – An application for a Type II variance to allow a 6-ft side yard setback rather than the minimum 10-ft setback was approved for the property located at 3040 SE Malcolm St. The appeal period runs through June 18.

## BUILDING

### Update for May coming in June...

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<sup>1</sup> Only land use applications requiring public notice are listed.

**COUNCIL STAFF REPORT**

**To:** Mayor and City Council  
Ann Ober, City Manager

**Date Written:** June 4, 2020

**Reviewed:** Scott Pierce, Lead Utility Technician,  
Jennifer Backhaus, Engineering Technician,  
Kelly Brooks, Assistant City Manager, and  
Bonnie Dennis, Finance Director

**From:** Steve Adams, City Engineer

**Subject:** **Annual Report on the Safe Access for Everyone (SAFE) program**

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**ACTION REQUESTED**

None. This is an update on the Safe Access for Everyone (SAFE) program and is for information only.

**HISTORY OF PRIOR ACTIONS AND DISCUSSIONS**

February 19, 2019: Staff presented the first annual SAFE report to Council.

March 20, 2018: Council directed staff to issue \$21,000,000 in general obligation bonds to design and construct the first phase of sidewalk projects identified in the city's SAFE program.

July 19, 2016: Council took public testimony and adopted Ordinance 2123 implementing the Bicycle and Pedestrian Accessibility Program (effective August 18, 2016). The Public Safety Advisory Committee (PSAC) met in August 2016 and discussed the name of the program and proposed fee to differentiate it from the existing "street charge" that supports the Street Surface Maintenance Program (SSMP). PSAC's recommendation was to name the new program and associated fee "SAFE."

**ANALYSIS****SAFE Project Summary for FY 2019 and FY 2020**

The city completed three SAFE projects in FY 2019. Three city projects and two larger private developments resulted in the installation of 8,800 feet (1.7 miles) of sidewalk and 74 Americans with Disabilities Act (ADA) ramps were installed or upgraded.

- Sellwood/Madison SAFE: \$546,000 cost, 2,610 feet of sidewalk installed, and 49 ADA ramps installed.
- Ardenwald SAFE: \$256,000 cost, 1,580 feet of sidewalk/pathway installed, and two ADA ramps installed.

- Kronberg Park SAFE: \$2.1 million cost (\$1 million in grant funding), constructed 630 feet of paved multi-use path and 400 feet of elevated pathway.
- South Downtown: a \$3.3 million construction contract, of which \$2.3 million was for street, sidewalk, and public area improvements. Project split over FY 2019 and FY 2020; 2,070 feet of sidewalk installed, and 12 ADA ramps installed.
- Ledding Library: replaced 150 feet of sidewalk along Harrison Street with an elevated boardwalk (to protect the roots of a large tree); installed two new ADA ramps.
- Private Development: The Milwaukie High School project and the Northwest Housing Associates projects on Willard Street were required to install or replace sidewalks along 23<sup>rd</sup> Avenue, 25<sup>th</sup> Avenue, and Willard Street; 2,540 feet of sidewalk installed, and 11 ADA ramps installed.
- McBrod Avenue: projected to install 2,860 feet of sidewalk and 7 ADA ramps in spring/summer 2020.

## **BUDGET IMPACTS**

The Kronberg Multi-Use Path necessitated an additional authorization of funds to finalize design. The remaining projects were completed within budget.

## **Workload impacts, Overall Program Progress and Future Project Selection**

The engineering department manages SAFE projects. SAFE projects can be designed in-house by staff, or the city can contract with a consultant to lead the design. As projects are designed (both in-house or through a consultant), engineering staff coordinates with other city departments as necessary to review design plans. It typically takes six months to a year to complete a bid-ready set of design plans and contract documents for each project.

With the new budget and Capital Improvement Plan (CIP) for FY 2021-2026, engineering engaged with public works staff to combine several smaller city projects (SSMP, SAFE, transportation, stormwater, water, and wastewater) into larger projects. This coordination will increase efficiency through the design and management of fewer projects.

Project selection and scheduling was driven by a need to meet SAFE priorities, address the backlog of SSMP projects, and distribute projects geographically across the city to avoid overwhelming any single area of the city with construction impacts.

Through FY 2023, engineering staff assignments are as follows:

- Jen Garbely, Assistant City Engineer: Manager of the city's capital projects program., Ms. Garbely will actively assist all project managers and will also manage the Meek Storm – North Phase project.
- Beth Britell, Civil Engineer: McBrod Avenue SSMP, 42<sup>nd</sup> Avenue SAFE, Home/Wood/Edison SAFE/SSMP, and Logus Road / 40<sup>th</sup> Avenue SAFE / SSMP.
- Wendy Marshall, Civil Engineer: Linwood Avenue SAFE, 43<sup>rd</sup> Avenue SAFE/SSMP, Howe Street SAFE/SSMP, and Milwaukie / El Puente Elementary Safe Routes to School (SRTS).



- Tessie Prentice, Associate Engineer: River Road SAFE/SSMP, 22<sup>nd</sup> Avenue SAFE/SSMP, Lake Road SSMP, and Ardenwald North Improvements.
- Stephen McWilliams, Associate Engineer: Lake Road SSMP, Wastewater System Improvements FY2021, Harvey Street Improvements, and Monroe Street Greenway.

### **Revenue Summary**

The SAFE program resides in the city’s transportation fund where revenues are collected specifically and exclusively for expenditures described in the SAFE program. Total revenues for FY 2019 were \$1.611 million. To keep this report consistent with previous SSMP reports, revenues are focused on FY 2019 even though we are nearly through FY 20. Revenues earned in FY 2020 will be reported to Council in 2021.

SAFE Program Fee: For FY 2018/19, the SAFE program generated \$1.051 million in fees.

Intergovernmental Franchise fees: For FY 2018/19, fees earned were \$328,000.

Interest Income: For fiscal year 2018/19, interest earned was \$232,000.

### **Overall Condition of the Network**

The status of the city’s 2018 adopted ADA transition plan is as follows:

#### **Sidewalks**

- 30% of inventoried sidewalks are compliant with ADA standards.
- 30% of inventoried sidewalks are non-compliant with ADA standards.
- 40% of inventoried sidewalks have barrier issues.
- Approximately 98 miles of sidewalk need to be constructed where there are gaps or no pedestrian facilities available.
- Approximately 42 miles of sidewalk need to be reconstructed where there are currently barriers or non-compliant elements.

#### **Ramps (800 analyzed)**

- 28% are compliant with ADA standards.
- 72% are non-compliant with ADA standards.
- Approximately 650 new ramps need to be constructed where there are gaps or no pedestrian facilities available.
- Approximately 635 ramps need to be reconstructed at intersections with barriers.
- Approximately 53% of all pedestrian crossings have stop or yield control.

The city will complete an updated assessment of the overall network as part of the TSP process that is currently scheduled to begin in FY 2022. In the interim, engineering will report on our progress through annual reports to Council.

### **Achievement of Program Goals**

The SAFE program goal is to build 27.9 miles of sidewalk and 900 ADA ramps in nine years.

### **Upcoming Projects**

With the new CIP FY 2021-2026, many of the small projects shown in the previous CIP FY 2019-2024 were combined into larger projects. This was done to more clearly identify which

underground utility projects needed to be completed with corresponding SSMP and SAFE projects. Other benefits associated with combining smaller projects include lower impacts on staff time due to managing fewer projects and additional savings in project costs, which can be 10 – 20% lower with a larger project over separate, smaller projects.

These combined projects were then spread over upcoming fiscal years and distributed around the city. The revised CIP provides:

**2020**

- McBrod Avenue – includes McBrod Avenue SSMP, SAFE upgrades for ADA ramps and construction of sidewalk on east side of McBrod from 17<sup>th</sup> Avenue to Ochoco Street, water main replacement, improve storm drainage and provide water quality treatment, and replace failing sections of wastewater system.

**2021**

- SAFE & SSMP FY 2021 Improvements – includes Home Avenue SAFE/SSMP, Edison Street SAFE/SSMP, Wood Avenue SSMP, and the Home Avenue and Monroe Street sewer lift station capacity upgrade.
- Lake Road Improvements – includes Lake Road SSMP, signal improvements at Oatfield Road and Lake Road, SAFE upgrades for ADA ramps and some sidewalk replacement, replacing and adding school zone flashers, 32<sup>nd</sup> Avenue Sewer Repair, and stormwater system improvements.
- River Road and 22<sup>nd</sup> Avenue SAFE Improvements – includes River Road SAFE/SSMP, 22<sup>nd</sup> Avenue SAFE/SSMP, and River Road water pressure boundary reconfiguration.
- Linwood Avenue SAFE Improvements – SAFE project adding continuous, street-separated multi-use paths for peds and bikes, upgrading ADA ramps, replacing school zone flashers, and adding stormwater quality features.
- 42<sup>nd</sup> Avenue & 43<sup>rd</sup> Avenue Improvements – includes 42<sup>nd</sup> Avenue SAFE upgrades to sidewalks, crosswalks, and ADA ramps; 43<sup>rd</sup> Avenue SAFE/SSMP adding a sidewalk to eastside and multi-use path to westside from King Road to Howe Street and upgrading ADA ramps, and adding stormwater improvements; Howe Street SAFE adding sidewalk to both sides of the street; and wastewater sewer line replacement from Covell Street to Rockwood Street.

**2022**

- Harvey Street Improvements – includes Harvey Street SAFE/SSMP from 32<sup>nd</sup> Avenue to 42<sup>nd</sup> Avenue, water system improvements in Harvey Street, 33<sup>rd</sup> Avenue, and 36<sup>th</sup> Avenue, and stormwater system improvements
- Ardenwald North Improvements – includes 28<sup>th</sup> Avenue and Van Water Street SAFE/SSMP, Roswell Street SAFE/SSMP, 32<sup>nd</sup> Avenue SAFE/SSMP (Roswell Street to city limits); Van Water Street storm line repairs; Van Water Street, 28<sup>th</sup> Avenue, 29<sup>th</sup> Avenue and 31<sup>st</sup> Avenue wastewater repairs; water system improvements on replacement 29<sup>th</sup> Avenue, 30<sup>th</sup> Avenue, 31<sup>st</sup> Avenue, and Roswell Street; and stormwater improvements.

- Monroe Street Greenway – bike and ped improvements from Linwood Avenue to McLaughlin Boulevard mostly following along Monroe Street (FY 22 through FY 25)

#### 2023

- Milwaukie/El Puente Elementary SRTS – includes 26th Avenue SAFE/SSMP, 27th Avenue SAFE SSMP, Washington Street SAFE/SSMP, 35th Avenue SAFE/SSMP, Oak Street SAFE/SSMP; Washington Street sewer replacement; and Washington Street storm pipe replacement – phase II.
- Logus Road/40th Avenue SAFE/SSMP – includes Logus Road SAFE/SSMP, 40th Avenue SSMP, 42nd Avenue SSMP, wastewater system improvements on 38th Avenue and 45th Court, and water system improvements on Drake Street and 38th Avenue.
- King Road Improvements – includes King Road SAFE/SSMP, installing and replacing sidewalks, ADA improvements, and stormwater improvements.
- Waverly South Improvements – includes Lave Drive SAFE/SSMP/ Waverly Court SAFE/SSMP, and Riverway Lane sewer repair and water line replacement.

#### 2024

- Ardenwald South Improvements – includes 32nd Avenue SAFE/SSMP (Roswell Street to Oak Street), Balfour Street SAFE/SSMP, water improvements in 32nd Avenue, Lewellyn Street, and Malcom Street, Malcom Street water.
- International Way Improvements – includes International Way SAFE/SSMP, Mallard Way SAFE, wastewater and water improvements in International Way, storm improvements in Wister Street, and stormwater upgrades to International Way.

#### 2025

- Park Street / Lloyd Street Improvements – includes Park Street SAFE/SSMP, Lloyd Street SAFE/SSMP, Stanley Street SSMP, water improvements in Beckmen Avenue and Park Street, and sewer improvements in Beckmen Avenue.
- Lewelling North Improvements – includes Mason Lane SAFE/SSMP, Brookside Drive/Winsor Drive SAFE/SSMP.
- North Milwaukie Improvements – includes Main Street/Ochoco Street SAFE/SSMP, Mailwell Drive SAFE/SSMP, wastewater improvements in Main Street, Mailwell Drive, and Hanna Harvester Drive, and sewer CIP work in Roswell Street, 17th Avenue, and Stubb Street.

### **BUDGET IMPACTS**

Projects scheduled for FY 2020, FY 2021, and FY 2022 have identified funding available, except for SAFE funding, which is projected to be depleted in 2022.

### **COORDINATION, CONCURRENCE, OR DISSENT**

Engineering staff coordinated with public works, community development, finance, and the city managers office on these projects through our capital projects chartering process to ensure interdepartmental coordination.

**STAFF RECOMMENDATION**

This informational update does not contain a staff recommendation.

**ALTERNATIVES**

Not applicable.

**ATTACHMENTS**

1. Map of upcoming SAFE projects



**Scott Stauffer**

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**From:** charlesbird@juno.com  
**Sent:** Monday, June 15, 2020 3:41 PM  
**To:** \_City Council  
**Cc:** evenstar@hevanet.com; Steve Adams; pamdenham@gmail.com; tracie@jla.us.com  
**Subject:** Three Things to improve the 22nd Avenue and River Road SAFE project

Milwaukie City Council,

As you may already know my wife and I have expressed our concerns and suggestions during the design process and before in some cases. So far they have not been included in the subsequent designs nor in the bid design set. I have an axiom that I have used over my years as a environmental remediation project manager many times. It's simply "its never too late to do the right thing". Please consider the following:

1. Do not move the mailbox closer to the travel lane at the curb edge of the sidewalk. Currently the mailbox is on the property side of the bike/ped lane. According to the engineer, a stanchion will be installed near the curb at the traffic side of the sidewalk to hold the mailbox. I suggest it will be safer for the letter carrier to pull their van onto a widened driveway access apron when delivering mail. Then, instead of blocking vehicle traffic as the current design will require, the traffic can proceed as the mail is delivered. This will also keep the mailbox further away from the vehicle portion of River Road reducing the risk of damage. This mailbox has been hit by vehicles several times over our 35 years here, even though it is on the far side of the bike/ped lane. Moving it to the traffic side of the sidewalk as planned and closer to the travel lanes will make it more vulnerable.
2. Provide ways for most of the non-flood drainage from River Road at this location to continue to flow into the swale planted with native plants. We have worked hard over the last many years to remove a non-native hedge of laurel and replace it with native plants to continue to catch the runoff from River Road in an environmentally friendly way. According to the plans this water will flow into a new storm catch basin. Engineering has informed me that the plan shows some additional catch basins along the roadway to catch the roadway runoff as it travels along the curb. While I appreciate that the system will correct some flooding problems I am suggesting that most of the flow comes from normal non flood water that can be directed to planted swales could and should be diverted away from flowing into the nearby streams such as Kellogg Creek and the Willamette River.
3. Add a traffic circle / planter at River Road and Lark - Traffic speeds on River Road at Lark have been recorded at over 50 mph. in city conducted traffic studies from a few years ago. Putting a traffic circle/planter at the center of the intersection of River Road and Lark would be a speed deterrent. River Road is classified as an arterial street and has had posted speeds of 25 mph on the Milwaukie portion of the roadway for as long as we have lived here (nearly 35 years). During this time speed has been a concern resulting in crashes including vehicles breaking the front porch posts and living room window of the house across the street. Steel and concrete barriers have been installed which have channeled the current careening vehicles away from the homes however has not mitigated the high-speed dangerous runs. The proposed narrowed asphalt width and pedestrian refuge island is planned at the intersection of Lark Street, 23<sup>rd</sup> Avenue and River Road will not impede this high speed traffic, that could only be achieved by a traffic circle or planter in the center of the intersection.

Sincerely

Charles L. Bird, P.E.  
12312 SE River Road

Milwaukie, Oregon 97222  
503.318.5065



## COUNCIL STAFF REPORT

**To:** Mayor and City Council  
Ann Ober, City Manager

**Date Written:** June 4, 2020

**Reviewed:** Scott Pierce, Lead Utility Technician,  
Kelly Brooks, Assistant City Manager, and  
Bonnie Dennis, Finance Director

**From:** Steve Adams, City Engineer

**Subject: Annual Report on the Street Surface Maintenance Program**

### ACTION REQUESTED

No action is requested, this is an update on the Street Surface Maintenance Program (SSMP) and is for information only.

### HISTORY OF PRIOR ACTIONS AND DISCUSSIONS

March 19, 2019: Staff presented the annual SSMP report to Council.

January 2, 2007: The SSMP was adopted by Ordinance 1966, effective July 1, 2007. The ordinance, in concert with other related ordinances, established funding sources that included a street maintenance fee, an electric utility privilege tax, and a local gas tax. All funds were dedicated to street maintenance and rehabilitation with the goal of bringing all arterials and collectors in the city to a good or better condition within ten years.

### ANALYSIS

#### SSMP Project Summary for FY 2019 and FY 2020

Street Reconstruction: \$983,000 cost; 10,500 square yards (SY) reconstructed.

- 39<sup>th</sup> Avenue, from Roswell Street to Wake Street; completed Fall 2019;
- Wake Street, from 32<sup>nd</sup> Avenue to cul-de-sac east of 39<sup>th</sup> Avenue; completed Fall 2019;
- Omarm Drive, from Mailwell Drive to cul-de-sac; completed Spring 2020.
- McBrod Avenue: while much of the water, storm, and sewer pipeline work has been completed and sidewalk work will be completed in FY 2020, actual street reconstruction work will be completed Summer 2020 (FY 2021)

South Downtown: \$3.3 million construction contract awarded, of which \$2.3 million was for street, sidewalk, and public area improvements; 4,400 SY of street were reconstructed; completed Fall 2019.

Paving, Grind, and Overlay: no grind and overlay work was completed in FY 2019 or FY 20

Crack Seal: \$15,000 budgeted – applied to streets prior to slurry sealing.

Slurry Seal: \$222,000 cost: 105,115 SY applied over 5.28 miles of streets.



| STREET         | FROM        | TO             |  | STREET        | FROM          | TO            |
|----------------|-------------|----------------|--|---------------|---------------|---------------|
| Winsor Dr.     | 55th        | Winsor Ct.     |  | 46th          | Adams         | Franklin      |
| Mason Ln.      | Winsor      | Regents        |  | 47th          | Railroad      | Franklin      |
| Mason Hill Dr. | cul-de-sac  | Mason Hill Dr. |  | 36th          | Lake Rd.      | Grogan        |
| Mason Ln       | 42nd        | Regents        |  | Grogan        | 36th          | 37th          |
| 45th           | Meadowcrest | Mason Hill Dr. |  | Nase Ct.      | 36th          | End           |
| Rainbow        | Regents     | 55th           |  | Anglea Way    | Boss          | Vernie Ave    |
| Rainbow Cr.    | Rainbow     | End            |  | 39th Ct.      | Angela        | End           |
| 47th           | Mason Ln.   | Fieldcrest     |  | Maplewood Ct. | Vernie        | End           |
| Meadowcrest    | 42nd        | end            |  | Cheshire      | Maplewood     | Somewhere Dr. |
| Winsor Ct      | Winsor Dr.  | End            |  | Somewhere Dr. | Cheshire      | End           |
| Firwood        | Stanley     | 55th           |  | Somewhere Dr. | Cheshire      | Wherelse      |
| 55th           | Firwood     | Rainbow        |  | Weedman Ct.   | Somewhere     | End           |
| Olsen          | 42nd        | 32nd           |  | Weedman St.   | Wherelse Ln.  | Weedman Ct.   |
| Washington     | 42nd        | 47th           |  | Pennywood Dr. | Freeman       | Freeman       |
| 47th           | Washington  | Adams          |  | Pennywood Ct. | Pennywood Dr. | End           |
| Adams          | 47th        | 42nd           |  | Lake Rd.      | Wherelse Ln   | Kuen          |
| Rio Vista      | 42nd        | 45th           |  | Vernie Rd.    | Lake          | Angela Way    |
| 45th           | Rio Vista   | Adams          |  | Vernie Ct.    | Vernie Rd.    | End           |
| 46th           | Adams       | Franklin       |  | Licynta       | Boss Ln       | VernieAve     |

## BUDGET IMPACTS

All projects completed within budget.

### Workload impacts, Overall Program Progress, and Future Project Selection

The engineering department manages SSMP projects. They can either be designed in-house by engineering staff, or the city can contract with a consultant to lead the design. As projects are designed (both in-house or through a consultant), engineering staff coordinates with other city departments as necessary to review plans and provide comments. It typically takes six months to a year to complete a bid-ready set of design plans and contract documents for each project.

With the new budget and Capital Improvement Plan (CIP) for FY 2021-2026, engineering engaged with public works staff to combine several smaller projects (SSMP, Safe Access for Everyone (SAFE), transportation, stormwater, water, and wastewater) into larger projects. This coordination will increase efficiency through the design and management of fewer projects.

Project selection and scheduling was driven by a need to meet SAFE priorities, address the backlog of SSMP projects, and distribute projects geographically across the city to avoid overwhelming any single area of the city with construction impacts.

Through FY 2023 engineering staff are assigned to the projects as follows:

- Jen Garbely, Assistant City Engineer: Manager of the city’s capital projects program. Ms. Garbely will actively assist all project managers and will also manage the Meek Storm – North Phase project.
- Beth Britell, Civil Engineer: McBrod Avenue SSMP, 42<sup>nd</sup> Avenue SAFE, Home/Wood/ Edison SAFE/SSMP, and Logus Road / 40<sup>th</sup> Avenue SAFE / SSMP.
- Wendy Marshall, Civil Engineer: Linwood Avenue SAFE, 43<sup>rd</sup> Avenue SAFE/SSMP, Howe Street SAFE/SSMP, and Milwaukie / El Puente Elementary Safe Routes to School (SRTS).

- Tessie Prentice, Associate Engineer: River Road SAFE/SSMP, 22<sup>nd</sup> Avenue SAFE/SSMP, Lake Road SSMP, and Ardenwald North Improvements.
- Stephen McWilliams, Associate Engineer: Lake Road SSMP, Wastewater System Improvements FY2021, Harvey Street Improvements, and Monroe Street Greenway.

**Revenue Summary**

The SSMP resides in the city’s transportation fund where revenues are collected specifically and exclusively for expenditures described in the SSMP program. The revenue sources for the transportation fund are described below. Total revenues for FY 2018/19 were \$3.114 million. To keep this report consistent with previous reports, revenues are focused on FY 2019 even though we are nearly through FY 2020. Revenues earned in FY 2020 will be reported to Council in 2021.

Street Maintenance Fee: Revenue from the street maintenance fee for FY 2018/19 was \$876,000.

State Gas Tax: For Revenue from the state gas tax for FY 2018/19 was \$1.6 million.

Local Gas Tax: Revenue from the two-cent per gallon local gas tax for FY 2018/19 was \$156,000.

Electric Utility Privilege Tax: Revenue from the utility privilege tax for FY 2018/19 was \$312,000.

Interest Income: For FY 2018/19, interest earned on these accounts was \$170,000.

**Overall Condition of the Network**

The engineering department maintains a database of street condition for all city streets based on the Pavement Condition Index (PCI). The database is updated with our completed maintenance and rebuilding projects, and any new streets or repaired streets completed by private development. A newly paved street has a PCI of 100. Part of the decision matrix for street maintenance is based on the following generally accepted PCI values:

| <b>PCI Decision Matrix</b> |                |                 |                  |              |
|----------------------------|----------------|-----------------|------------------|--------------|
| <b>TIME OF IMPROVEMENT</b> | <b>FREEWAY</b> | <b>ARTERIAL</b> | <b>COLLECTOR</b> | <b>LOCAL</b> |
| Adequate                   | >85            | >85             | >80              | >80          |
| 6 to 10 years              | 76 to 85       | 76 to 85        | 71 to 80         | 66 to 80     |
| 1 to 5 years               | 66 to 75       | 56 to 75        | 51 to 70         | 46 to 65     |
| NOW Rehabilitate           | 60 to 65       | 50 to 55        | 45 to 50         | 40 to 45     |
| NOW Reconstruct            | <60            | <50             | <45              | <40          |

**Achievement of Program Goals**

PCI Goal: The SSMP PCI goal is to bring all arterial and collector streets to a rating of 75 or better, with adequate maintenance to sustain this level of pavement quality. The average network-wide PCI value for all streets was 59 over the past year, which was up from 52 in the previous year. A comprehensive evaluation of the PCI for the street network was completed by a consultant in 2019.

The engineering department’s goal is to bring PCI evaluation in-house through training of existing staff. This will both save the city money in the long term and provide valuable experience for staff. This process will take time, however, and likely will not be accomplished for another one to two years.

**2019 PCI values:**

- **Arterial streets: 63** (previously 67)  
Currently planned projects to rebuild 3,500 ft. of Lake Road, resurface 2,500 ft. of River Road and 22<sup>nd</sup> Avenue, and slurry seal Linwood Avenue, will increase PCI value. Arterials account for 9.2% of the street network by length and 12.3% by area.
- **Collector streets: 62** (previously 64)
- **Minor collector: 60** (previously 46)  
Currently planned projects include rebuilding 43<sup>rd</sup> Avenue and slurry seal 42<sup>nd</sup> Avenue. Collector and minor collector streets account for 29.4% of the city's network by length and 30.9% by area.
- **Neighborhood/Local streets: 55** (previously 46)  
Local streets account for 61.4% of the city's network by length and 56.8% by area.

Deferred Maintenance Goal: The goal is to eliminate the backlog of deferred maintenance of streets. This goal be achieved with our near-term arterial and collector street projects, including Lake Road, Linwood Avenue, 42<sup>nd</sup> Avenue, and 43<sup>rd</sup> Avenue, and long-term projects, including 32<sup>nd</sup> Avenue, Monroe Street, Washington Street, Oak Street, International Way, and Main Street.

The city's local streets, however, have already reached a state of deterioration that requires full reconstruction. A review of current funding plus anticipated revenue indicates a significant shortfall to meet our goal of both maintaining arterial and collector streets and rebuilding our local streets. Engineering staff will dedicate additional time to this goal and present additional information and recommendations to Council in the coming year.

Maintenance Goals: The goal is to prevent any street from deteriorating to the point of requiring full reconstruction. Engineering staff will dedicate time to coordinate with public works in managing a city-wide street maintenance program.

Stopgap Goals: The goal is to continue adequate funding the program and repair trouble spots throughout the city using street patching and pothole filling, with the expectation that these needs will diminish as the program continues. Stopgap repairs are funded through current street fund revenues. There has been satisfactory progress toward this goal over the past year.

### **Upcoming Projects**

With the new CIP for FY 2021-2026, many of the small projects shown in the previous CIP FY 2019-2024 were combined, into larger projects. This was done to more clearly identify which underground utility projects needed to be completed with corresponding SSMP and SAFE projects. Other benefits associated with combining smaller projects include lower impacts on staff time due to managing fewer projects and additional savings in project costs, which can be 10 – 20% lower with a larger project over separate, smaller projects.

These combined projects were then spread over upcoming fiscal years and distributed around the city. The revised CIP provides:

#### **2020**

- McBrod Avenue – includes McBrod Avenue SSMP, SAFE upgrades for Americans with Disabilities Act (ADA) ramps and construction of sidewalk on east side of McBrod Avenue from 17<sup>th</sup> Avenue to Ochoco Street, water main replacement, improve storm drainage, and provide water quality treatment, and replace failing sections of wastewater system.

## 2021

- SAFE & SSMP FY 2021 Improvements – includes Home Avenue SAFE/SSMP, Edison Street SAFE/SSMP, Wood Avenue SSMP, and the Home Avenue and Monroe Street sewer lift station capacity upgrade
- Lake Road Improvements – includes Lake Road SSMP, signal improvements at Oatfield Road and Lake Road, SAFE upgrades for ADA ramps and some sidewalk replacement, replacing and adding school zone flashers, 32<sup>nd</sup> Avenue Sewer Repair, and stormwater system improvements
- River Road and 22<sup>nd</sup> Avenue SAFE Improvements – includes River Road SAFE/SSMP, 22<sup>nd</sup> Avenue SAFE/SSMP, and River Road water pressure boundary reconfiguration.
- Linwood Avenue SAFE Improvements – SAFE project adding continuous, street-separated multi-use paths for peds and bikes, upgrading ADA ramps, replacing school zone flashers, and adding stormwater quality features.
- 42<sup>nd</sup> Avenue & 43<sup>rd</sup> Avenue Improvements – includes 42<sup>nd</sup> Avenue SAFE upgrades to sidewalks, crosswalks, and ADA ramps; 43<sup>rd</sup> Avenue SAFE/SSMP adding a sidewalk to eastside and multi-use path to westside from King Road to Howe Street and upgrading ADA ramps, and adding stormwater improvements; Howe Street SAFE adding sidewalk to both sides of the street; and wastewater sewer line replacement from Covell Street to Rockwood Street.

## 2022

- Harvey Street Improvements – includes Harvey Street SAFE/SSMP from 32<sup>nd</sup> Avenue to 42<sup>nd</sup> Avenue, water system improvements in Harvey Street, 33<sup>rd</sup> Avenue and 36<sup>th</sup> Avenue, and stormwater system improvements
- Ardenwald North Improvements – includes 28<sup>th</sup> Avenue and Van Water Street SAFE/SSMP, Roswell Street SAFE/SSMP, 32<sup>nd</sup> Avenue SAFE/SSMP (Roswell Street to city limits); Van Water Street storm line repairs; Van Water Street, 28<sup>th</sup> Avenue, 29<sup>th</sup> Avenue, and 31<sup>st</sup> Avenue wastewater repairs; water system improvements on replacement 29<sup>th</sup> Avenue, 30<sup>th</sup> Avenue, 31<sup>st</sup> Avenue, and Roswell Street; and stormwater improvements.
- Monroe Street Greenway – bike and ped improvements from Linwood Avenue to McLaughlin Boulevard mostly following along Monroe Street (FY22 through FY 25)

## 2023

- Milwaukie/El Puente Elementary SRTS – includes 26<sup>th</sup> Avenue SAFE/SSMP, 27<sup>th</sup> Avenue SAFE SSMP, Washington Street SAFE/SSMP, 35<sup>th</sup> Avenue SAFE/SSMP, Oak Street SAFE/SSMP; Washington Street sewer replacement; and Washington Street storm pipe replacement – phase II.
- Logus Road / 40<sup>th</sup> Avenue Improvements – includes Logus Road SAFE/SSMP, 40<sup>th</sup> Avenue SSMP, 42<sup>nd</sup> Avenue SSMP, wastewater system improvements on 38<sup>th</sup> Avenue and 45<sup>th</sup> Court, and water system improvements on Drake Street and 38<sup>th</sup> Avenue.
- King Road Improvements – includes King Road SAFE/SSMP, installing and replacing sidewalks, ADA improvements, and stormwater improvements.

- Waverly South Improvements – includes Lave Drive SAFE/SSMP/ Waverly Court SAFE/SSMP, and Riverway Lane sewer repair and water line replacement.

#### 2024

- Ardenwald South Improvements – includes 32nd Avenue SAFE/SSMP (Roswell Street to Oak Street), Balfour Street SAFE/SSMP, water improvements in 32<sup>nd</sup> Avenue, Lewellyn Street and Malcom Street, Malcom water system improvements.
- International Way Improvements – includes International Way SAFE/SSMP, Mallard Way SAFE, wastewater and water improvements in International Way, storm improvements in Wister Street, and stormwater upgrades to International Way.

#### 2025

- Park Street / Lloyd Street Improvements – includes Park Street SAFE/SSMP, Lloyd Street SAFE/SSMP, Stanley Avenue SSMP, water improvements in Beckmen Avenue and Park Street, and sewer improvements in Beckmen Avenue.
- Lewelling North Improvements – includes Mason Lane SAFE/SSMP, Brookside Drive/Winsor Drive SAFE/SSMP.
- North Milwaukie Improvements – includes Main Street/Ochoco Street SAFE/SSMP, Mailwell Drive SAFE/SSMP, wastewater improvements in Main Street, Mailwell Drive, and Hanna Harvester Drive, and sewer CIP work in Roswell Street, 17<sup>th</sup> Avenue and Stubb Street.

### **BUDGET IMPACTS**

Projects completed in FY 2019 were completed within budget. Projects scheduled for FY 2020, FY 2021, and FY 2022 have identified funding available, except for SAFE funding, which is projected to be depleted in 2022.

### **COORDINATION, CONCURRENCE, OR DISSENT**

Engineering staff coordinated with public works, community development, finance, and the city managers office on these projects through our capital projects chartering process to ensure interdepartmental coordination.

### **ATTACHMENTS**

1. Map of upcoming SSMP paving projects

