



Milwaukie City Council



COUNCIL WORK SESSION

AGENDA

Zoom Video Conference www.milwaukieoregon.gov

MAY 18, 2021

Video Meeting: Council will hold this meeting through video conference. The public may watch live on the <u>city's YouTube channel</u>, Comcast Cable channel 30 in city limits, or by joining the Zoom webinar. **Written comments** may be submitted by email to <u>ocr@milwaukieoregon.gov</u>. Council may take limited verbal comments. **For Zoom webinar login information** visit <u>https://www.milwaukieoregon.gov/citycouncil/city-council-work-session-277</u>.

Note: agenda item times are estimates and are subject to change.						
1.	Municipal Court - Update (4:00 p.m.) Staff: Kimberly Graves, Municipal Court Judge					
2.	Monroe Street Neighborhood Greenway - Update (4:30 p.m.) Staff: Kelly Brooks, Assistant City Manager	5				
3.	Safe Access for Everyone (SAFE) - Update, (5:00 p.m.) and Street Surface Maintenance Program (SSMP) - Update Staff: Steve Adams, City Engineer, and Jennifer Garbely, Assistant City Engineer	10 16				

4. Adjourn (5:30 p.m.)

Meeting Accessibility Services and Americans with Disabilities Act (ADA) Notice

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Executive Sessions

The City Council may meet in executive session pursuant to Oregon Revised Statute (ORS) 192.660(2); all discussions are confidential; news media representatives may attend but may not disclose any information discussed. Final decisions and actions may not be taken in executive sessions.



COUNCIL WORK SESSION

Zoom Video Conference www.milwaukieoregon.gov

MINUTES

MAY 18, 2021

Council Present: Councilors Lisa Batey, Angel Falconer, Desi Nicodemus, Council President Kathy Hyzy, and Mayor Mark Gamba

Staff Present: Steve Adams, City Engineer Kelly Brooks, Assistant City Manager Bonnie Dennis, Finance Director Jennifer Garbely, Assistant City Engineer Justin Gericke, City Attorney Kimberly Graves, Municipal Court Judge Stephen McWilliams, Associate Engineer Ann Ober, City Manager Peter Passarelli, Public Works Director Scott Stauffer, City Recorder

Mayor Mark Gamba called the meeting to order at 4:00 p.m.

2. Monroe Street Neighborhood Greenway - Update (moved up the agenda)

Brooks reported on the status on the Monroe Street Neighborhood Greenway. **Brooks** stated that the city had secured "safety leverage funds" through the Oregon Department of Transportation, but that those funds were limited to being used within one block of Highway 224. **Brooks** said that the Monroe Street apartments, which had been intended to provide a cycle track as part of the neighborhood greenway, had been put on hold by the developer, and that there had been cost increases for completing sections of the neighborhood greenway east of Highway 224. **Brooks** then described the funding strategy for the entire project.

The group discussed potential alternative routes for the bike infrastructure associated with the neighborhood greenway and how the project could best be funded.

<u>1. Municipal Court – Update</u> (moved down the agenda)

Graves informed Council that the North Clackamas School District intended to maintain its attendance court program. **Graves** stated that Oregon Governor Kate Brown had signed legislation that prohibited officers from citing vehicle owners for certain violations related to slowdowns at Oregon Driver and Motor Vehicle Services. **Graves** stated that the city had resolved many outstanding cases through the use of an amnesty program in March and April. **Graves** also provided an update on court operations.

<u>3. Safe Access for Everyone (SAFE) and Street Surface Maintenance Program</u> (SSMP) – Update

Adams presented briefly about the status of SAFE and the SSMP. **Adams** noted that approximately one-third of the city's streets required full replacement.

Brooks added that the city was ahead of schedule on its 9-year SSMP plan by most metrics but noted that the metrics being used should be re-evaluated as part of the upcoming Transportation Systems Plan (TSP) update.

Garbely provided detailed updates on the Linwood Avenue project and the combined Wood/Edison/Home project. **Garbely** also reviewed lessons learned in Phase I of the 9-year SAFE plan.

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Brooks made recommendations to Council about how the city should proceed on Phase II of the SAFE plan.

The group discussed the SAFE program and SSMP, including the history of those programs, the effects that the planned improvements to transportation infrastructure would have on the city, and the anticipated future costs of the programs.

<u>4. Adjourn</u>

Mayor Gamba adjourned the meeting at 5:24 p.m.

Respectfully submitted,

Dan Harris, Administrative Specialist II

CITY OF MILWAUKIE City Council Work Session

- 16:52:31 From Councilor Lisa Batey (she/hers) to All panelists : What's AC?
- 16:53:18 From Kelly Brooks to All panelists : Asphalt Concrete



Memorandum

То:	City Council
From:	Kelly Brooks, Interim Community Development Director
CC:	Ann Ober, City Manager
Date:	May 13, 2021
Re:	Community Development Department Projects – City Council Update for May 18, 2021 Council meeting

Community Development/Economic Development/Housing	Planning	Building
 Covid-19-Related Business Relief ADU SDC Waiver Housing Update Rent Relief City Hall Blue Ribbon Committee Milwaukie Redevelopment Commission Community Advisory Committee 	 Comprehensive Plan Implementation Planning Commission Design and Landmarks Committee Land Use/Development Review 	 April 2021 review to come

COMMUNITY DEVELOPMENT/ECONOMIC DEVELOPMENT/HOUSING

COVID-19 Related Business Relief

- Staff recently shared updates with Milwaukie businesses for the Restaurant Revitalization Fund through the Small Business Administration (SBA). Funds will first be awarded to priority groups through May 24 and then to applicants until fund exhaustion. This fund, provided by the American Rescue Plan, will direct \$28.6 billion for restaurants and other hard hit food establishments that have experienced economic distress and significant operational losses due to the COVID-19 pandemic. The most updated information can be found at the <u>SBA</u> website here.
- Staff have emailed all registered businesses, excluding home rentals, announcing the Milwaukie Outdoor Seating Grants to provide grants to businesses to set up new or improve existing outdoor seating areas for summer 2021. Phone calls were also made during the second week of the grant application cycle for affirmative outreach. The purpose of the grants is to support businesses as they adapt to the ongoing COVID-19 pandemic and continued restrictions on business operations. The City has funds available to make 12 grants totaling \$11,700. Applications closed on May 7.

ADU SDC Waiver

• To date 10 applicants have completed waiver forms and are in line for the program that is

scheduled to end on June 30, 2020. For anyone interested in potential future funding or other ADU development news or resources they can email <u>econdev@milwaukieoregon.gov</u> or contact 503.786.7624 to receive updates.

Housing Update

- Staff will return June 1 with a resolution declaring an ongoing housing crisis and an ordinance making renter protections, permanent.
- Staff met with City Council on April 6 to discuss goals for the Sparrow site. Staff shared feedback from the March 17 Island Station NDA meeting and from affordable housing developers. Staff will return to City Council on May 18 with an update on the site access study and zoning. The city purchased the site from TriMet for the purpose of land banking to support affordable housing. Staff plan to release an RFQ in alignment with the Comprehensive Plan Implementation zoning code update, to select a development partner for site design and remedial action plan work to begin this fall. Staff continue to reach out to nearby property owners, TriMet, and the Island Station NDA to share information.
- The city has contracted with two consultants to prepare program documentation for affordable housing development incentives utilizing construction excise tax funding. Staff are finalizing the program compliance protocol manual for income and rent restriction. Staff will meet with City Council on June 15 to provide a full update on the CET for affordable housing program implementation phase.

Rent Relief

 The city and NHA finalized an agreement for Round 2 of \$25,000 in rent assistance to be disbursed to City of Milwaukie residents by May 31. NHA is receiving referrals of households in need from the Clackamas County Coordinate Housing Access (CHA) hotline to provide this emergency assistance.

City Hall Blue Ribbon Committee

• The city is hosting a second open house on Engage Milwaukie to ask the Milwaukie community for feedback on the draft goals. You can access the open house by visiting https://engage.milwaukieoregon.gov/city-hall-open-house.

Milwaukie Redevelopment Commission – Community Advisory Committee

The Community Advisory Committee held its first meeting on April 22 via Zoom. Members were
introduced to each other, and an overview of the committee purpose was discussed. The
second meeting will be held in June via a Zoom webinar. The public is welcome to join and
public comments will be accepted. Dates, agendas and minutes for those meetings will be
noticed on the Milwaukie meetings page at www.milwaukieoregon.gov/meetings.

PLANNING

Comprehensive Plan Implementation

- The next CPIC meeting will be held on May 20. The meeting will include discussions about:
 - Results of the open house and online survey
 - Code adoption process
 - o Discussion about a collection of proposed code amendments
 - Flag lot standards
 - Proposed zoning map changes and related standards

- Open discussion
- Next steps:
 - Prepare for June CPIC mtg
 - Worksession with Planning Commission on May 25
 - Final synthesis report of recommended code concepts and draft code language
 - Proposed Tree Code.

Planning Commission

- DR-2021-001 (master file): The Type III application for redevelopment of the City-owned Coho Point site at 11103 SE Main St (ground-floor mixed use with 195 dwelling units) remains incomplete while the applicant team prepares a revised submittal.
- VR-2021-002: A Type III application has been submitted for a sign adjustment to allow an electronic readerboard sign at Milwaukie High School. The application went to Planning Commission on April 13. A 20-day public notice was sent out on Wednesday March 24. Planning Commission continued the hearing to May 11, 2021. At the May 11 Planning Commission hearing, Six PC members were in attendance at the hearing and the vote was 3-3. Because resolution of the tie was unlikely given the nature of the issues presented, the PC recommended denial of the application.
- R-2021-003 (master file): The Type III application for redevelopment of the Kellogg Bowl site at 10306 SE Main St (178 multifamily units) remains incomplete while the applicant team prepares a revised submittal.
- VR-2021-006: A Type III building height variance, transition measures setback variance, and building step back variance for the proposed 5-story mixed use building on the vacant lot on the corner of Llewellyn and 34th Ave. The proposed building will have medical/clinic space and the additional floors will be affordable housing residential for seniors. This proposal is by Providence Supportive Housing. The application went before Planning Commission on May 11, 2021. A 20-day public notice was sent on April 21, 2021. At the May 11th hearing Planning Commission continued the hearing to May 25th.
- VR-2021-007: A Type III application has been submitted for a variance to allow the spacing between an accessory structure and the primary dwelling to be less than the required minimum 5 ft. The application has been deemed complete; referrals went out on April 26. A public hearing with the Planning Commission has been tentatively scheduled for June 8. The 20-day public notice will be mailed on May 19.
- VR-2021-008: A Type III application has been submitted for a variance to build a 42' x 40' shop/RV storage with a ³/₄ bath. The application has been deemed complete; referrals went out on April 26th. A public hearing with the Planning Commission has been tentatively scheduled for June 8. The 20-day public notice will be mailed on May 19.

Design and Landmarks Committee

• The DLC's next regular meeting is tentatively scheduled for June 7, 2021, for design review of the Coho Point redevelopment proposal (master file #DR-2021-001).

Land Use/Development Review1

¹ Only land use applications requiring public notice are listed

BUILDING

April 2021 in review to come



COUNCIL STAFF REPORT

To: Mayor and City Council Ann Ober, City Manager WS 2. 5/18/21

OCR USE ONLY

Date Written: May 7, 2021

 Reviewed: Steve Adams, City Engineer, and Stephen McWilliams, Civil Engineer
 From: Kelly Brooks, Assistant City Manager, Interim Community Development Dir.

Subject: Monroe Street Neighborhood Greenway Project Update

ACTION REQUESTED

Council is asked to receive an update on funding for the Monroe Street Neighborhood Greenway project and discuss strategies for moving forward.

HISTORY OF PRIOR ACTIONS AND DISCUSSIONS

<u>February 6, 2018</u>: Council adopted <u>Resolution 8-2018</u> authorizing an intergovernmental agreement (IGA) with the county to further study the impacts of the proposed concept plans.

<u>March 20, 2018</u>: Staff presented the findings from an extensive traffic study performed together with Clackamas County to determine the potential impacts associated with the Monroe Greenway concepts. Council directed staff to proceed with staff's recommendation to utilize the Washington Street option of the concept plan.

June 5, 2018: Council adopted <u>Resolution 36-2018</u> modifying the adopted concept plan to include the Washington Street alignment option which added pedestrian elements along the Washington Street corridor and eliminated diverters at 42nd Avenue and Monroe Street and 37th Avenue and Monroe Street, and add a traffic signal at 42nd Avenue and Harrison Street.

January 16, 2020: The Metro Council awarded \$3,860,788, as part of the Regional Flexible Fund Allocation (RFFA) program, to the city to construct segments D and E of the Monroe Greenway.

<u>July 2020</u>: The Oregon Transportation Commission approved the 2021-2024 Statewide Transportation Improvement Program (STIP) which includes \$5,557,917 in funding for improvements at the Highway 224 and Monroe Street intersection.

<u>December 1, 2015</u>: Council adopted the Monroe Greenway Concept Plan with <u>Resolution 107-</u> 2015 with direction to staff to "conduct additional modeling of traffic data."

BACKGROUND

In the city's application for Regional Flexible Funds, the city broke the project down into the following segments:

- A. 21st Avenue to Highway 224
- B. Highway 224 to Campbell Street
- C. Campbell Street to Oak Street and Monroe Street
- D. Washington Street Bike Route

E. Home Avenue to Linwood Avenue

Each segment has unique funding and implementation challenges that are outlined below.

Segments A & B

Oregon Department of Transportation (ODOT) safety leverage funds will be transferred via intergovernmental agreement (IGA) to the city to construct improvements within one block east and west of Highway 224. The state has agreed to allow the city to use local standards for these improvements. The city is starting to develop cost estimates for this work so that IGA drafting can begin. Due to cost increases in segments D and E, section A west of 29th Avenue is largely unfunded currently.

Highway 224 and Monroe Street Signal – ODOT Region 1 Designed and Delivered

ODOT is planning to design and construct a bike signal at Highway 224 and Monroe Street. They are proposing a median only, with no bulb outs due to freight impacts; this will limit vehicle traffic to right-in / right-out movements from Highway 224 to Monroe Street. This section of Highway 224 is part of a designated Oregon Revised Statute (ORS) 366.215 route; therefore, a statewide freight advisory committee must review the design. Depending on pending traffic analysis, modifications may also be needed at Harrison Street and Oak Street.

It is unclear how the state intends to engage the community in design of the bike signal and median at Monroe Street. This is something the city will need to address in the coming months. Staff will work with ODOT to combine engagement efforts to the farthest extent possible. As COVID-19 pandemic restrictions ease up, staff also hope to host a field visit so that we can better understand the design constraints and ODOT can better understand the needs from the user perspective. Such a visit would be an excellent opportunity for Council to directly engage with ODOT on this topic.

Segment C

Segment C is the most challenging of the project. While staff initially hoped to use a portion of the safety leverage funding for this section, that scope falls outside what can be funded with those dollars due to the one block east and west of Highway 224 restrictions.

Segment C is also where the Monroe Greenway crosses the railroad tracks, therefore any modifications to the crossing must receive ODOT Rail and Union Pacific Railroad (UPRR) approval. Council should anticipate that this segment will be one of the later sections to be completed.

Segment C includes the cycle track around the Monroe Street apartment development at the McFarland site. Recently the developer notified the city that they will not be moving forward with the development. As a result, the cycle track will not be developer-built and the costs to build will be transferred to city unless the project comes back online.

Segments D & E – ODOT Local Agency Contract

Segments D & E make up a significant portion of the greenway and are funded with the Metro RFFA grant awarded to the city in 2020. RFFA is a federal program and therefore, the project must be managed by a federally certified agency. ODOT will serve as the certified agency for this project. Prior to issuing a contract for design, the city must finalize a project prospectus with ODOT and enter into an IGA. City staff submitted a draft prospectus in April and have received the first round of comments back from the state. Staff plan to respond to those comments by May 14th.

Initial cost estimates indicate that the city has approximately a \$1,700,000 gap between the RFFA award and the current scope of the project in these segments. We have also identified

some elements within D & E, like the sidewalks on Washington, that would be more cost effective to deliver as a locally funded Capital Improvement Plan (CIP) project. At present, the \$1,158,000 within the CIP will be insufficient to cover both the local improvements and the cost increases.

BUDGET IMPACT

The city submitted a \$2,800,000 funding request for lottery bond resources to the Oregon State Legislature to help restore some of this scope and offset cost increases in across all segments of the project. Staff will continue to actively seek out resources to fully fund all segments of the Monroe Greenway. The city will need to prioritize connections to Highway 224 and segments D & E since those items will be covered in funding agreements and are already programmed for construction.

WORKLOAD IMPACT

None.

CLIMATE IMPACT

The Monroe Greenway will facilitate active transportation within Milwaukie by making it easier and safer to travel by bike. A reduction in vehicle trips within the city will help the city meet its goal of being carbon neutral by 2045.

COORDINATION, CONCURRENCE, OR DISSENT

None.

STAFF RECOMMENDATION

Not applicable.

ALTERNATIVES Not applicable.

ATTACHMENTS

1. Segment Map







COUNCIL STAFF REPORT

To: Mayor and City Council Ann Ober, City Manager WS 3. A. 5/18/21

OCR USE ONLY

Date Written: May 18, 2021

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

ACTION REQUESTED

None. This is an update on the SAFE program and is for information only.

HISTORY OF PRIOR ACTIONS AND DISCUSSIONS

July 19, 2016: Council took public testimony and adopted <u>Ordinance 2123</u> 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."

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.

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

June 4, 2020: Staff presented the annual SAFE report to Council.

ANALYSIS

SAFE Project Summary for FY 2020 and FY 2021

The city completed two SAFE projects over the past year, 22nd Avenue and River Road. Overall, three city projects were constructed, resulting in the installation of 5,390 feet (1 mile) of sidewalk and 31 Americans with Disabilities Act (ADA) ramps were installed or upgraded.

- <u>McBrod Avenue</u>: although mainly a water upgrade and SSMP project, it installed 2,860 feet of sidewalk and 7 ADA ramps in spring/summer 2020
- <u>22nd Avenue SAFE</u>: installed 1,270 feet of sidewalk and 10 ADA ramps in Fall 2020 to Spring 2021
- <u>River Road SAFE:</u> installed 1,260 feet of sidewalk and 14 ADA ramps in Fall 2020 to Spring 2021

BUDGET IMPACTS

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.

With the new budget and Capital Improvement Plan (CIP) for fiscal years (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. As our individual, smaller projects have been bundled into these larger projects, it typically takes around a year to 18 months to complete a bid-ready set of design plans and contract documents for each project.

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: 42nd Avenue SAFE, FY 2020/2021 SAFE/SSMP (Home/Wood/ Edison), and Logus Road / 40th Avenue SAFE / SSMP.
- Wendy Marshall, Civil Engineer: Linwood Avenue SAFE, 43rd Avenue SAFE/SSMP, Howe Street SAFE/SSMP, and Milwaukie / El Puente Elementary Safe Routes to School (SRTS).
- Tessie Prentice, Civil Engineer, RLA: assist with design of Wood Avenue and Edison Street, Ardenwald North Improvements.
- Stephen McWilliams, Civil 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 2020 were \$2.127 million. To keep this report consistent with previous SSMP reports, revenues are focused on FY 2020 even though we are nearly through FY 2021. Revenues earned in FY 2021 will be reported to Council in 2022.

SAFE Program Fee: For FY 2020, the SAFE program generated \$1,091,421 in fees.

Intergovernmental Franchise fees: For FY 2020, fees earned were \$747,540.

Interest Income: For FY 2020, interest earned was \$287,515.

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 2023 Transportation System Plan (TSP) update 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. With the approximate 2-year time lag to build staff and take care of a few older projects that needed to be completed (Clay Pipe Replacement, South Downtown, McBrod Avenue, and the Meek Storm Line), our SAFE program will likely stretch into 11 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:

2021

- 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, 32nd Avenue Sewer Repair, and stormwater system improvements.
- 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.
- 42nd Avenue & 43rd Avenue Improvements includes 42nd Avenue SAFE upgrades to sidewalks, crosswalks, and ADA ramps; 43rd 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.

- 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.
- 2022
- Harvey Street Improvements includes Harvey Street SAFE/SSMP from 32nd Avenue to 42nd Avenue, water system improvements in Harvey Street, 33rd Avenue, and 36th Avenue, and stormwater system improvements
- Ardenwald North Improvements includes 28th Avenue and Van Water Street SAFE/SSMP, Roswell Street SAFE/SSMP, 32nd Avenue SAFE/SSMP (Roswell Street to city limits); Van Water Street storm line repairs; Van Water Street, 28th Avenue, 29th Avenue and 31st Avenue wastewater repairs; water system improvements on replacement 29th Avenue, 30th Avenue, 31st Avenue, and Roswell Street; and stormwater improvements.
- Monroe Street Greenway bike and ped improvements from Linwood Avenue to Hwy 224 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.

2026

- Oatfield Road and Shell Lane SAFE/SSMP, includes some water and storm work.
- Sparrow Street Improvements SAFE/SSMP

BUDGET IMPACTS

While the adopted CIP provides funding for projects scheduled through 2022, staff will highlight upcoming challenges on specific projects and across both the SAFE and SSMP program in their presentation.

CLIMATE IMPACTS

Not applicable.

COORDINATION, CONCURRENCE, OR DISSENT

Engineering staff coordinated with public works, community development, finance, and the city mangers 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







To: Mayor and City Council Ann Ober, City Manager WS 3. B. 5/18/21 OCR USE ONLY

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Date Written: May 18, 2021

- 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 (SSMP)

ACTION REQUESTED

No action is requested, this is an update on the SSMP and is for information only.

HISTORY OF PRIOR ACTIONS AND DISCUSSIONS

January 2, 2007: The SSMP was adopted and became 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.

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

June 4, 2020: Staff presented the annual SSMP report to Council

ANALYSIS

SSMP Project Summary for FY 2020 and FY 2021

Street Reconstruction: \$898,282 cost (\$589,569 SSMP, \$367,840 transportation).

• McBrod Avenue: the entire length of the street from 17th Avenue to Ochoco Street was reconstructed in Summer 2020 (Fiscal Year (FY) 2021); over 10,000 square yards.

Paving, Grind, and Overlay: no grind and overlay work was completed in FY 2020 or FY 2021.

Crack Seal: no projects in FY 2020 or FY 2021.

<u>Slurry Seal</u>: no projects in FY 2020. A slurry seal project is planned for October 2021 (FY 2022). See attachment for details.

BUDGET IMPACTS

The McBrod project experienced overruns due to contaminated soils.

Workload impacts, Overall Program Progress, and Future Project Selection

The engineering department manages SSMP projects. Projects 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.

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. As our individual, smaller projects have been bundled into these larger projects, it typically takes around a year to 18 months to complete a bid-ready set of design plans and contract documents for each project.

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: Manages the city's capital projects program, will assist all project managers and will manage the Meek Storm North Phase project.
- Beth Britell, Civil Engineer: McBrod Avenue SSMP, 42nd Avenue SAFE, Home/Wood/ Edison SAFE/SSMP, and Logus Road / 40th Avenue SAFE/SSMP.
- Wendy Marshall, Civil Engineer: Linwood Avenue SAFE, 43rd 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, 22nd 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 2020 were **\$2.989 million**. To keep this report consistent with previous reports, revenues are focused on FY 2020 even though we are nearly through FY 2021. Revenues earned in FY 2021 will be reported to Council in 2022.

Street Maintenance Fee: Revenue from the street maintenance fee for FY 2020 was \$919,374.

State Gas Tax: For Revenue from the state gas tax for FY 2020 was \$1,393,810.

Local Gas Tax: Revenue from the two-cent per gallon local gas tax for FY 2020 was **\$129,935**.

Electric Utility Privilege Tax: Revenue from the utility privilege tax for FY 2020 was \$328,935.

Interest Income: For FY 2020, interest earned on these accounts was \$217,325.

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:

PCI Decision Matrix												
TIME OF IMPROVEMENT	FREEWAY	ARTERIAL	COLLECTOR	LOCAL								
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

<u>PCI Goal</u>: 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.

2020 PCI values:

- Arterial streets: 61 (previously 63 in 2019, and 67 in 2018) Currently planned projects to rebuild 3,500 ft. of Lake Road and slurry seal Linwood Avenue, will increase PCI value. Arterials account for 9.2% of the street network by length and 12.0% by area.
- **Collector and minor collector streets: 59** (previously 62 in 2019, and 64 in 2018) Currently planned projects include rebuilding 43rd Avenue and slurry seal 42nd Avenue. Collector and minor collector streets account for 29.4% of the city's network by length and 30.2% by area.
- Neighborhood/Local streets: 55 (previously 57 in 2019, and 46 in 2018) Local streets account for 61.4% of the city's network by length and 57.8% by area.

While combining SAFE, SSMP, stormwater, water and sewer projects allows the city to produce a higher quality product, it reduces the city's ability to target SSMP funds to the pavement condition program goal. For example, Edison Street is a high priority SAFE segment and has a PCI of 12. It is also a local road which should be the lowest priority investment for SSMP. As currently managed, a high priority SAFE segment with low pavement quality, on a local road moves ahead of projects on arterials and collectors that do not align with a SAFE priority segment.

<u>Deferred Maintenance Goal</u>: 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, 42nd Avenue, and 43rd Avenue, and long-term projects, including 32nd Avenue, Monroe Street, Washington Street, King Road, Harvey Street, Oak Street, International Way, and Main Street.

Many of 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.

<u>Maintenance Goals</u>: 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.

<u>Stopgap Goals</u>: 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:

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 Americans with Disabilities Act (ADA) ramps and some sidewalk replacement, replacing and adding school zone flashers, 32nd Avenue Sewer Repair, and stormwater system improvements
- 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.
- 42nd Avenue & 43rd Avenue Improvements includes 42nd Avenue SAFE upgrades to sidewalks, crosswalks, and ADA ramps; 43rd 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 32nd Avenue to 42nd Avenue, water system improvements in Harvey Street, 33rd Avenue and 36th Avenue, and stormwater system improvements
- Ardenwald North Improvements includes 28th Avenue and Van Water Street SAFE/SSMP, Roswell Street SAFE/SSMP, 32nd Avenue SAFE/SSMP (Roswell Street to city limits); Van Water Street storm line repairs; Van Water Street, 28th Avenue, 29th Avenue, and 31st Avenue wastewater repairs; water

system improvements on replacement 29th Avenue, 30th Avenue, 31st Avenue, and Roswell Street; and stormwater improvements.

 Monroe Street Neighborhood 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 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 Improvements 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 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, 17th Avenue and Stubb Street.

2026

- Oatfield Road and Shell Lane SAFE/SSMP, includes some water and storm work.
- Sparrow Street Improvements SAFE/SSMP

BUDGET IMPACTS

The engineering team is regularly encountering needed pavement repairs that exceed the funds allocated from SSMP. Staff manage project scopes to proceed with the funds available but grown increasingly concerned about the quality of paving work that can be completed with SSMP resources. The city hopes to use one-time resources to help fill the gaps but also wants to engage with council on a possible modification to SSMP program goals to better focus the city's efforts and priorities.

COORDINATION, CONCURRENCE, OR DISSENT

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

ATTACHMENTS

- 1. Map of upcoming SSMP paving projects
- 2. 2021 Slurry Seal Maps and Spreadsheet



Attachment 2

City of Milwaukie 2021 Slurry Seal

Slurry Seal Maps and Spreadsheet



WS23



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Slurry Seal Project Roads 1a



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A1	40th	Harvey	Monroe	2,286.00	30.00	8,205	Ν	16	7	6	0	15					
A1	28th	Washington	Monroe	556.00	30.00	2071	Ν	4	4	0	0	3					N
A1	28th	Monroe	Harrison	596.00	30.00	1169	Ν	2	3	0	0	1					N
A1	29th		Monroe	519.00	30.00	1886	Ν	2	5	0	0	0					N
A1	29ht	Monroe	Washington	519.00	30.00	2115	Ν	2	5	0	0	0					N
A1	34th	0.0	Lake	2,731.00	36.00	10924	Ν	3	6	0	0	4					N
A1	37th		Edison	1,858.00	32.00	6606	Ν	10	11	0	0	7					N
A1	Filbert		32nd	2,525.00	31.00	8697	Ν	15	7	0	0	12					N
A1	Barbra		end	694.00	28.00	2159	Y	2	9		1	3					N
A1	35th		Cul-de-sac	136.00	28.00	423	Y	1		0	0	0					N
A1	34th		Sherrett	838.00	28.00	2607	N	2	8	0	1	6					N
A1	Marry CT		end of Cul-de	416.00	28.00	1563	Y	1	1	0	0	3					N
A1	33rd		Marry CT	461.00	28.00	1434	Ν	2	0	0	0	0					N
A1	Kathryn CT		end of cul-de	172.00	28.00	715	Ν	1	1	0	0	1					N
A1	Park		Home	295.00	28.00	906	N	2	2	0	0	0					N
A1	Wilma Cr		End	305.00	26.00	950.00	Ν	2	0	0	0	1					N
A1	Guido Bocci dr		End	377.00	28.00	1,267.00	Y	2	4	0	1	2					N
A1	, , ,	Guido Bocci	5089	370.00	33.00	1,430.00		1	2	0	1	2					N
A1	48th	RxR	End	1,395.00	29.00	4,239.00	Y	6	6	0	0	1					N
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WS 3. 5/18/21 Presentation

2021 SAFE & SSMP

Program Update Kelly Brooks, Steve Adams, Jennifer Garbely

SAFE PROGRAM GOAL

Accomplish the priority 1 and 2 corridor improvements within the 20-year planning horizon.



SAFE Projects Update

SSMP PROGRAM GOALS

> Major streets at 75% or above on Pavement Condition Index

- Deferred Maintenance no concrete goal set but reconstruction of local streets should come after all preventative maintenance needs have been addressed and larger streets are brought up over 70% PCI
- Prevent any street from deteriorating to the point of requiring reconstruction. Crack sealing and rehabilitation projects should be prioritized over reconstruction of already failed streets
- Complete 10-year project streets



SSMP Projects Update

Integrated Program Development Timeline

March 2018 Council Directed Staff to issue debt for first phase July 2018 Adopted budget provides funding for additional staff. Sum. 2018/Spr. 2019 - Key staff hired and trained. Project scoping and internal controls developed. Spring 2019 – January 2020 Completed several large capital projects in the pipeline.

2020 – SAFE Program Full Capacity Year 1

9-year / Integrated Program Goals

27.9 miles of sidewalk

One mile of paths and trails

Four miles of bike lanes

Pave 19.5 miles of roadway

Construct or repair 899 ADA ramps 78% of the 25year SAFE program 82% implementation of the city's ADA transition plan Complete the city's original 10year SSMP project list

Bonded for 1/3 of Program

TARGETS

9.3 miles of sidewalk
.33 miles of paths and trails
6.5 miles paved
1.3 miles of bike lanes
299 Accessible ramps

2019 TO 2022 ACTUALS

4.8 miles of sidewalk
2.1 miles of paths and trails
5.4 miles of paved
1.4 miles of bike lanes
228 Accessible ramps
5 SSMP Priority Streets



Lake Road Improvements

Original scope

Grind and inlay ~ \$1m

Band-Aid fix to address community response to poor pavement condition

Widening plan in 5 years ~ \$10m

Reevaluated the scope

Widening for bike lanes with a full depth repair now ~\$3.2M

The goal is the roadway now is built for 20 plus years



Linwood SAFE Improvements

10-foot pedestrian and bike path both sides of the street

In order to save existing mature trees required to pull path curb tight in some areas

No paving, just a slurry seal, finding grading issues with retrofitting curb and sidewalk, major utility trench matches

Contractor has proposed 2-inch grind and inlay

Staff is evaluating difference in cost



Home/Wood/Edison

Only funds for sidewalk on one side of Home and Edison

During design discovered road on Home and Wood is in very poor condition and highly variable

0.5-inches of AC over no base on Wood standard is 4-inches AC with 12-inches of base rock

Wood only a paving project but triggered updating ramps

Identified additional funds to reconstruct Home and Wood roadway

Trigger additional stormwater treatment requirements

PHASE ONE – LESSONS LEARNED

The integrated program works

Construction is hard on the community

Coming to an area once is key

Allows us to meet ADA and stormwater requirements efficiently

Drawbacks

Paving costs more than what we have but people want it

Band-aid repairs gets us 5 to 10 years, full repair provides 20 plus years

Only funds for sidewalk on one side of the roadway

Expectations

Continue to save mature trees knowing there is a higher cost to construct around the trees

The community and staff want to walk away from a project feeling positive

Project pace = we are pushing hard

We've been building a team and need to support them

On calls have been more essential that contracted design

PHASE II – Recommendation



