

MRC

**MILWAUKIE
REDEVELOPMENT
COMMISSION**

**MEETING
PACKET**

City of Milwaukie, Oregon



City Hall Council Chambers, 10722 SE Main Street
& Zoom Video Conference (www.milwaukieoregon.gov)

AGENDA

JUNE 7, 2022

The Commission will hold this meeting in-person and through video conference. The public may attend the meeting at City Hall or by joining the Zoom webinar or watching live on the [city's YouTube channel](#) or Comcast Cable channel 30 in city limits.

To participate in this meeting by phone dial 1-253-215-8782 and enter Webinar ID 831 8669 0512 and Passcode: 023745. To raise hand by phone dial *9. **Written comments** may be submitted by email to ocr@milwaukieoregon.gov. The Commission may take limited verbal comments. **For Zoom webinar information** visit <https://www.milwaukieoregon.gov/bc-rc/redevelopment-commission-9>.

City Council Regular Session. Before this meeting the MRC will meet as the City Council. The start time of the Commission meeting may be impacted by the Council meeting. For more information about the Council meeting visit <https://www.milwaukieoregon.gov/citycouncil/city-council-regular-session-325>

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 Commission discussion. **Page #**

- 1. **CALL TO ORDER** (8:15 p.m.)
- 2. **APPROVE MINUTES** (8:15 p.m.)
 - A. **February 8, 2022, Commission Meeting.** **1**
- 3. **REGULAR BUSINESS**
 - A. **Five Year Action Plan Adoption – Resolution** (8:20 p.m.) **4**
Staff: Kelly Brooks, MRC Executive Director
 - B. **Biennium 2023-2024 MRC Budget Adoption Hearing – Resolution** (8:25 p.m.) **25**
Staff: Bonnie Dennis, Administrative Services Director
- 4. **INFORMATION** (8:35 p.m.)
The MRC executive director will provide reports on Commission business as necessary.
- 5. **ADJOURNMENT** (8:40 p.m.)

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Executive Sessions. The Commission 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.



Zoom Video Conference
(www.milwaukieoregon.gov)

MINUTES
FEBRUARY 8, 2022

Present: Commissioners Angel Falconer, Lisa Batey, Desi Nicodemus, Kathy Hyzy, and Mark Gamba

Staff: Kelly Brooks, Assistant City Manager
Ann Ober, City Manager

Scott Stauffer, City Recorder
Courtney Wilson, Urban Forester

Commissioner Gamba called the meeting of the Milwaukie Redevelopment Commission (MRC) to order at 6:29 p.m.

1. CALL TO ORDER

2. APPROVE MINUTES

It was moved by **Commissioner Batey** and seconded by **Commissioner Falconer** to approve the Minutes of the December 7, 2021, MRC meeting. Motion passed with the following vote: Commissioners Falconer, Batey, Nicodemus, Hyzy and Gamba voting “aye.” [5:0]

3. REGULAR BUSINESS

A. MRC Community Advisory Committee (MRCCAC) Appointment and Term Changes – Resolution

Stauffer explained the three items included in the proposed resolution: first to notify the Commission of the new Clackamas Fire District #1 (CFD1) representative, Doug Whiteley, second to move all MRCCAC term end dates to June 30 to correspond with the change in term dates for all city boards and committees, and finally to stagger term dates as cited in the MRC’s bylaws.

It was moved by **Commissioner Batey** and seconded by **Commissioner Hyzy** to approve the resolution making an appointment to the MRC Community Advisory Committee (MRCCAC), extending term dates and staggering terms. Motion passed with the following vote: Commissioners Falconer, Batey, Nicodemus, Hyzy and Gamba voting “aye.” [5:0]

Resolution 1-2022:

A RESOLUTION OF THE MILWAUKIE REDEVELOPMENT COMMISSION, MAKING AN APPOINTMENT TO THE MRC COMMUNITY ADVISORY COMMITTEE (MRCCAC), EXTENDING TERM DATES AND STAGGERING TERMS.

B. MRCCAC Bylaws Adoption and MRC Five-Year Action Plan – Resolution & Report

Brooks discussed how the MRCCAC developed and adopted bylaws, explaining that the bylaws largely followed the updated template for boards and committees, with one modification relating to the chair of the advisory body voting last to facilitate discussion and allow the group to come to consensus.

It was moved by Commissioner Batey and seconded by Commissioner Nicodemus to approve the resolution adopting the Community Advisory Committee Bylaws. Motion passed with the following vote: Commissioners Falconer, Batey, Nicodemus, Hyzy and Gamba voting “aye.” [5:0]

Resolution 2-2022:

**A RESOLUTION OF THE MILWAUKIE REDEVELOPMENT COMMISSION,
ADOPTING THE COMMUNITY ADVISORY COMMITTEE BYLAWS.**

Brooks provided an overview of the Commission’s five-year plan and went over implementation of next steps such as getting projects into the city’s Capital Improvement Plan (CIP), procuring agreements with partner agencies and more outreach related to program development and implementation.

Brooks reported that there had been one resignation from the MRCCAC that would need to be filled.

Brooks presented the current version of the draft plan costs: \$3,325,000 for development, \$4,582,200 for infrastructure projects which included downtown and central Milwaukie areas, and \$1,000,000 for parks and open spaces which had been planned for use at Dogwood Park and realigning the Trolley Trail. Administrative costs are still being calculated but would be presented during the budget presentation.

Brooks mentioned checking in with the neighborhood district associations (NDAs), but to date, most of the engagement work had occurred through the Engage Milwaukie page via surveys and the page’s question and answer (Q&A) function over the last month and a half. The surveys discussed items such as what makes Milwaukie special, what type of economic development participants would like to see and would survey participants like to see more large developments that bring services and amenities currently missing from the community.

Commissioner Hyzy asked for clarification about the public’s interest in large developments. **Brooks** responded that in this context large developments would be similar to the Axel Tree apartment building. **Commissioner Gamba** and **Brooks** discussed how population density attracts various businesses.

Brooks continued sharing the results of the Engage Milwaukie survey, explaining how the participants had ranked what services would be most helpful to businesses in Milwaukie.

Brooks discussed next steps such as adopting the plan and the budget, more targeted outreach to businesses, and meeting with partner cities who had well developed tax increment financing (TIF) programs, cooperative agreements for joint capital projects, and establishing a bonding schedule.

Commissioner Batey and **Brooks** discussed the process used for projecting income in relation to current and known development projects. The group noted how urban renewal plans were structured in other cities.

Brooks advised that after the first two years the Commission would need to evaluate the urban renewal projects list to address issues and concerns related to geographic equity and what additional projects are needed in central Milwaukie. **Commissioner Gamba** noted concerns about the Trolley Trail where it intersected with Monroe Street.

Brooks noted next steps to complete the draft action plan to ensure that implementation could begin.

Ober thanked Brooks and Commissioner Hyzy for their work on the Commission and MRCCAC and noted that the action plan would be further considered as part of the budget and any concerns should be addressed in this meeting. It was noted that the Commission had no concerns with the plan.

4. INFORMATION

None.

5. ADJOURNMENT

It was moved by Commissioner Nicodemus and seconded by Commissioner Falconer to adjourn the MRC. Motion passed with the following vote: Commissioners Falconer, Batey, Nicodemus, Hyzy and Gamba voting “aye.” [5:0]

Commissioner Gamba adjourned the meeting at 7:05 p.m.

Respectfully submitted,

Nicole Madigan, Deputy City Recorder



STAFF REPORT

**MRC 3. A.
6/7/22**

OCR USE ONLY

To: Chair and Commissioners
Ann Ober, City Manager

Date Written: May 26, 2022

From: Kelly Brooks, MRC Executive Director

Subject: **Five Year Action Plan Adoption**

ACTION REQUESTED

The Milwaukie Redevelopment Commission (MRC) is asked to adopt a five-year action plan for the Milwaukie Urban Renewal Plan.

HISTORY OF PRIOR ACTIONS AND DISCUSSIONS

March 17, 1987: The MRC was established with the adoption of Ordinance 1623.

2015: The MRC directed staff to prepare an urban renewal plan.

[August 25, 2016](#): City Council adopted the Milwaukie Urban Renewal Plan ([Ordinance 2130](#)).

[October 1, 2019](#): The MRC received an update on urban renewal and held their first strategic discussion about urban renewal programming.

[September 1, 2020](#): The MRC received an update on available financial resources in the urban renewal area fund and discussed the creation and recruitment process for the MRC Community Advisory Committee (MRCCAC).

[March 9, 2021](#): The MRC appointed members to the MRCCAC ([MRC Resolution 2-2021](#)).

[October 21, 2021](#): The MRC received an update on the development of a five-year urban renewal action plan.

[December 7, 2021](#): The MRC received an update on the five-year action plan.

[February 8, 2022](#): The MRC received an update on the five-year action plan and approved MRCCAC bylaws.

ANALYSIS

The urban renewal five-year action plan will establish investment priorities for the urban renewal area between fiscal year (FY) 2023 and FY 2028. The four investment categories within the plan are:

- 1) Development / Economic Development
- 2) Transportation: Downtown
- 3) Transportation: Central Milwaukie
- 4) Public Amenities: Parks and Open Space

MRCCAC

The MRCCAC is comprised of eight voting members and two ex-officio representatives, one each from Clackamas Fire District #1 and the North Clackamas Parks and Recreation District.

BUDGET IMPACT

The five-year action plan, which will include updated financial projections, determined how much funding the MRC plans to expend in the FY 2023-2024 biennium budget. The Commission is slated to approve the MRC budget at tonight's meeting as well.

WORKLOAD IMPACT

The adopted plan assumed an ongoing investment of 4% of all urban renewal funds that would be dedicated to administrative costs and financial fees.

CLIMATE IMPACT

None.

COORDINATION, CONCURRENCE, OR DISSENT

The MRC executive director continues to coordinate with the finance department, community development department, and engineering staff on the investments outlined within the investment plan.

STAFF RECOMMENDATION

Staff recommends that the Commission adopt the Five-Year Actin Plan

ALTERNATIVES

The Commission could decide to reject the plan.

ATTACHMENTS

1. MRC Five Year Action Plan
2. Resolution



Add adoption date.

Drafted by Kelly Brooks, Milwaukie Redevelopment Commission Executive Director

ACKNOWLEDGEMENTS

This plan would not have been possible without the guidance and support of the Milwaukie Redevelopment Commission, Milwaukie Redevelopment Commission Community Advisory Committee, City Manager Ann Ober, and the city's Strategic Engagement Team and Community Development Department staff. Tiberius Solutions supplied updated financial projections and Elaine Howard Consulting shared important background about tax increment financing and insights from developing Milwaukie's plan in 2016.

MRC Members

Mark Gamba (Chair)
Kathy Hyzy

Lisa Batey
Desi Nicodemus

Angel Falconer

MRC CAC Members

Kathy Hyzy, Chair
Carmen Meyer
Neil Hankerson
Heather Koch (ex-officio)

Alex Howard
Bonnie Tanamer
Sabina Spicer
Doug Whiteley (ex-officio)

Yelena Voznyuk
Donna Baten
Doug Edwards

Consultants

Elaine Howard, Elaine Howard Consulting
Nick Popenuk, Tiberius Solutions

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INTRODUCTION

The Milwaukie Redevelopment Commission (MRC) is the urban renewal agency for the City of Milwaukie. The MRC was established in 1987 through council adoption of Ordinance 1623. In 2015, Milwaukie City Council directed staff to prepare an urban renewal plan, which was adopted in August 2016. The terms urban renewal area (URA) and tax increment financing (TIF) district are used interchangeably throughout this document. In the 1950s and 1960s, large parcels of land in cities across the country were cleared to make space for expanded business districts and university campuses. In the process, low-income and minority residents were disproportionately impacted by the destruction of existing neighborhoods. Wherever possible, the city uses TIF rather than URA due to the racist origins of the federal program and history of implementation in Oregon.

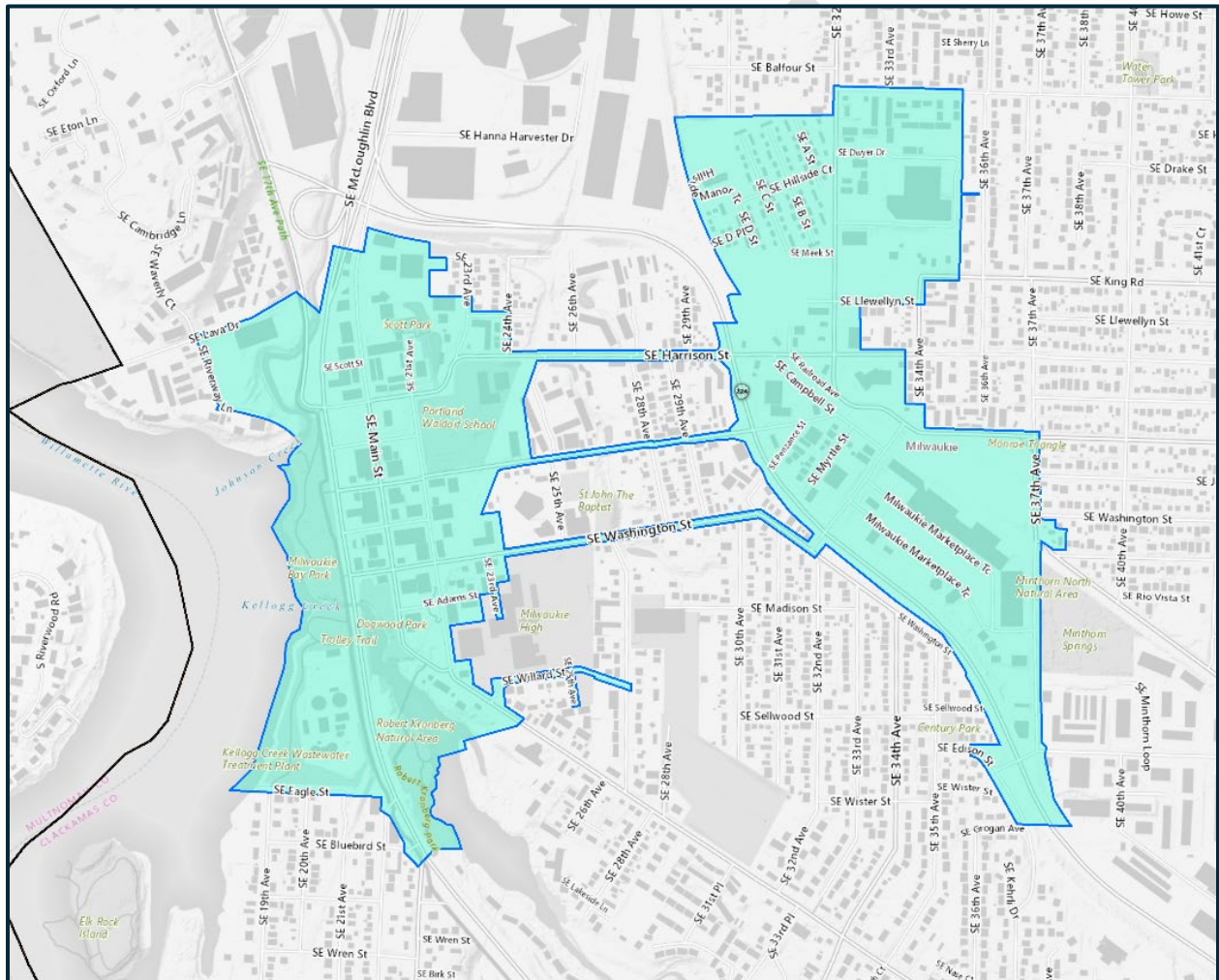
The 2016 plan established the boundary of the zone, a maximum indebtedness of \$92.5 million, and estimated a 29-year implementation timeframe. The adopted plan was informed by the Moving Forward Milwaukie plan (2015), Central Milwaukie Land Use and Transportation plan (2015), Milwaukie Downtown and Riverfront Land Use Plan (2015) and Transportation System Plan (2013). It also established goals, objectives, and a robust list of eligible projects and programs for the district.

By late 2020, sufficient tax increment had accrued to justify development of a 5-year investment strategy for the district. Furthermore, multiple city-wide plans, such as the Community Vision and Action Plan (2017) and Comprehensive Plan (2020), supplied further direction on where investments should be focused. Therefore, the MRC authorized the development of a more focused, near-term investment strategy to ensure that investments align with community needs.

The 5-year action plan begins to fulfill the goals and objectives of the Milwaukie urban renewal area by focusing on investments that reflect the highest priorities of our community, maximize TIF dollars and can be completed within five years. The priorities were shaped by input from the MRC, MRCAC, the community at-large and Neighborhood District Associations. Extensive ongoing engagement will be needed throughout the implementation phase to inform grant program administration and criteria.

DISTRICT BOUNDARIES

The Milwaukie TIF district spans both sides of OR Highway 224 to include both downtown and central Milwaukie, the city's two primary commercial areas. Milwaukie Bay Park, Scott Park, Kronberg Park / Kellogg Lake, McLoughlin Boulevard and Oregon Highway 224 all fall within the district.

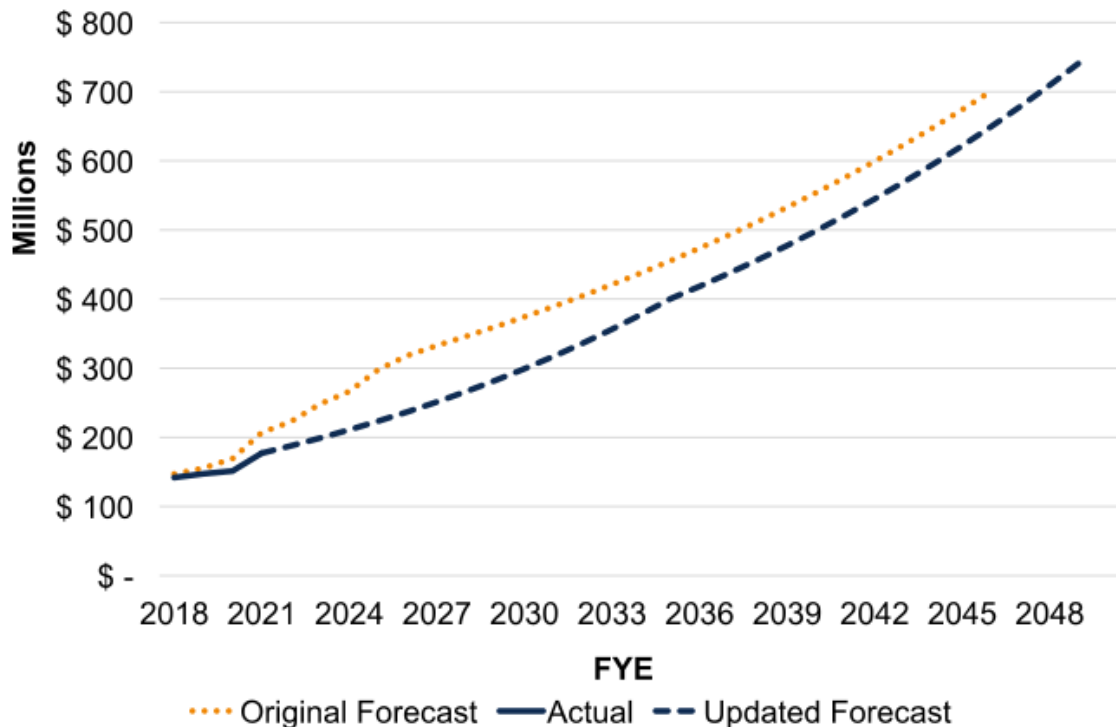


- ▭ Milwaukie City Limits
- ▭ Milwaukie Urban Renewal Area

2022 FINANCIAL FORECAST

The city contracted Tiberius Solutions to provide updated financial projections. The analysis found the district is projected to have robust growth, but not as strong as the 2016 forecast. The analysis did confirm, however, that the annual TIF is increasing rapidly, and is sufficient to incur debt. Therefore, the city is well positioned to invest up to \$10 million in projects between 2023-2028. Actual borrowing capacity will depend heavily on specific loan terms for new debt. Financing assumptions used for the forecast were 5% interest, 20-year loan duration and 1.5x desired debt service coverage ratio.

The chart below illustrates the difference between the 2016 and 2021 financial forecast. A total net TIF revenue of \$108.8 is projected for the fiscal year ending (FYE) 2049 versus \$116.3.



PLAN DEVELOPMENT & COMMUNITY ENGAGEMENT

MRCCAC

The MRC appointed a 9-member advisory committee to establish investment priorities for the city's tax increment financing (TIF) zone through the creation of a 5-year action plan. While the standing committee will exist beyond the adoption of the 5-year action plan, it will reengage on a quarterly basis after adoption of the FY 23/24 budget process to provide input and receive updates on plan implementation.

The bylaws of the MRC outline the following details for the CAC:

- Appointed by the commission
- Purpose is to advise the commission in decisions regarding plan implementation
- Shall adopt its own bylaws which shall be approved by the commission
- Not more than nine voting members and two non-voting ex-officio members
- Up to 3-year terms
- Two term limits, except for initial members
- Commission shall strive to appoint voting members who represent the following categories:

Property owners or business owners form within the URA	Persons with extensive knowledge of real estate, development, or land planning	Persons with extensive knowledge of public services, utilities, or infrastructure
Residents from within the URA	Persons with extensive knowledge of affordable housing development or programs	A member of the Milwaukie Redevelopment Commission (a City Councilor) - this person is the chair
Persons with extensive knowledge of finance, accounting, or economics	2 Ex-Officio members: representing special service districts - Fire District #1, NCPRD	

In accordance with the MRC bylaws, the CAC is chaired by Commissioner Kathy Hyzy and includes representation from downtown businesses, residents within the TIF district, social

service advocates and experts within the field of planning. The committee also includes an ex-officio member from North Clackamas Parks and Recreation District and Clackamas Fire District.

Plan Development

The MRCCAC met six times in 2021. The first meeting covered the basics of tax increment financing, with a focus on the racist history of the tool. Next, the group familiarized itself with the goals, objectives and underlying assumptions of Milwaukie's 2016 adopted plan. The third meeting delved deeper into the types of investment eligible within the zone and a discussion about what criteria should be applied in narrowing or expanding investments within the plan horizon. In accordance with the CAC and MRC's stated desire to apply an equity lens, staff and committee members regularly took inventory of who would be helped and hurt by various investments to grapple with potential implications to historically marginalized communities.

After receiving the updated financial forecast, the committee spent its final three meetings discussing and finalizing a draft investment plan for review by the MRC and the greater public.

Desired outcomes that emerged through deliberations at the CAC included:

- Using TIF to invest in what makes Milwaukie special and contributes to a sense of place.
- Construct improvements that make it safer and more convenient to walk, bike or roll to downtown Milwaukie.
- Help for existing and emerging business, particularly smaller businesses, thrive and increase their presence within the city.
- Activation of Milwaukie's Main Street and the Milwaukie Marketplace but with an emphasis on services are accessible to all income levels.
- Investing in projects that will provide future economic benefit to the city and our partner taxing jurisdictions.

Engage Milwaukie • Survey

The city created a project on its online engagement platform, Engage Milwaukie, to ask for feedback from community members about their priority investments areas, solicit ideas about how best to help businesses within the district and answer questions about the project. Overall, 89 people contributed to a survey or asked a question, 214 people downloaded a document or visited multiple pages and 477 people visited at least one page. Staff used survey results and other engagement to validate or right size various investment prior to adoption of the final plan and the 2023/2023 budget.

The first question asked was "What makes Milwaukie special to you?". In response, the city heard that people enjoy Milwaukie's small town feel and that our community members have a

deep connection to the Willamette River, trees and open space. A collection of some of the responses are shown in Table 1.

Table 1

<i>The small town feeling and proximity to the river, trees, and other vegetation.</i>	<i>Milwaukie is a small town with a depth of history adjacent to a larger urban area and close to beautiful outdoor recreational areas.</i>
<i>Small and community centered. It feels like a smaller town, even so close to Portland.</i>	<i>Milwaukie's downtown feels like an old-timey Main Street. "Small-town feel" still even with the futuristic TriMet gliding by.</i>
<i>The fact that it's very spacious; large plots of land and greenery. It doesn't feel cramped. I also like the community activities (like the umbrella parade) and living in a city that's main street is on the river.</i>	<i>I love the river view, small town feel, walkability, easy access to Portland (both via the MAX and Mcloughlin) and great parks such as Milwaukie Bay. I like living near Downtown on the one hand and beautiful Elk Rock Island on the other! I can walk to MAX</i>
<i>I like the quaint feeling of the downtown. I like that it's close to all Portland has to offer but is a smaller town.</i>	<i>Affordable family neighborhoods</i>
<i>Farmers Market and iconic City Hall building It's connectivity to the river, it's increasingly safe ability to walk and ride a bike everywhere, being a small self-contained city on the edge of a big city.</i>	<i>I like that Milwaukie has a small, walkable downtown. I also like the recent emphasis on bike, walk, and transit commute methods, they all allow for you to feel a part of your community instead of in your own little bubble in your car.</i>

Next, we asked participants to tell us about the type of economic development that you would like to see.

- 81 respondents strongly agreed (58) or somewhat agreed (23) with the statement “I want to help existing businesses stay in Milwaukie.”
- 84 respondents strongly agree (72) or somewhat agree (12) with the statement “I’d like to have a vibrant Main St.”
- 77 respondents strongly agree (55) or somewhat agree (22) with the statement “I want to help people in Milwaukie start or expand their businesses.”

The statement “I would like to see large developments that bring services and amenities currently missing from our community” met with a more mixed reaction.

- 46 respondents strongly agreed (22) or somewhat agreed (24)
- 18 respondents neither agreed nor disagreed
- 21 strongly (12) or somewhat (9) disagreed.

The third and final question asked people to rank programs or investments in the order that would be most helpful to Milwaukie businesses. The final ranking in order of most to least helpful was:

- 1) Secure bike parking
- 2) Updated signage to highlight signature events
- 3) Storefront improvement grant program
- 4) Interior tenant improvement grant program
- 5) Small business loan program for capital and equipment needs.

Many of the questions and comments received through Engage Milwaukie were about the need for another grocery store in town. Coincidentally, the long dormant Milwaukie Marketplace gained a new grocery store tenant while the draft plan was under review. While this exciting development was unrelated to direct TIF expenditures, it generated interest in the survey and provided a timely example of how co-investing in infrastructure can stimulate development.

Neighborhood District Association (NDA) and Business Outreach

During plan development, the Historic Milwaukie Neighborhood District Association began including Downtown Milwaukie Business Association (DMBA) members and leaders in its meetings. The purpose was to provide a forum for DMBA members to engage in city projects while the organization is taking an extended break from regular meetings. As such, staff discussed the 5-year action plan with Historic Milwaukie NDA / DMBA at two meetings. The more in depth of the two occurred on Jan. 10, 2022. While the group was generally supportive of the investments as presented, they had questions and concerns about the absence of a larger overall economic development strategy for downtown.

MRC staff met with NDA leadership from across the city in February 2022 to review the proposed investments and seek input. The group had questions about what criteria would be used to award grants, but was largely supportive of the various investments proposed.

Direct Business Outreach

Most of the input from business came directly from the MRCAC, which included two downtown business representatives and a downtown resident who owns a business located just outside city limits. A more intense period of business outreach will occur after plan adoption to

inform the criteria and award amounts for the business support programs (storefront improvement grants, tenant improvements, small business assistance loan/grants).

INVESTMENTS

The 5-year action plan establishes investment priorities between fiscal year (FY) 2023 and FY 2027. The four investment categories within the plan are:

- 1) Development / Economic Development
- 2) Transportation: Downtown
- 3) Transportation: Central Milwaukie
- 4) Public Amenities: Parks and Open Space

Development • Economic Development

Predevelopment Assistance for Development Opportunities - \$250,000

Predevelopment funds can be used to help with the initial development costs on a site, such as technical assistance, feasibility studies and site planning. Providing this assistance can incentivize investment in a development project.

An active project under development that may receive help from these funds is the redevelopment of Milwaukie's historic city hall at 10722 SE Main St.



Tenant Improvements - \$1,000,000

MRC staff will partner with new or existing business owners to encourage and fund high-quality tenant improvements to the interiors of vacant commercial spaces. The program would help property owners in attracting businesses to locations that are difficult and costly to renovate and incentivize new retail and restaurant businesses to locate within the urban renewal area. A portion of these funds will go specifically towards creating a storefront improvement grant program.



Small Business Development Fund - \$150,000

The goal of this program is to provide funds and/or financing for things such as equipment and machinery, to help small and micro-businesses expand or become established in Milwaukie.

Developer Assistance - \$1,500,000

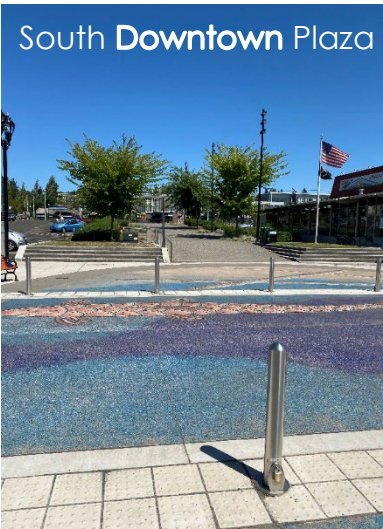
The 2016 plan allows for a broad range of activities related to development assistance. In general, the purpose of this funding is to offset costs related to development to incentivize activity on high priority sites. In response to drastic increases in housing costs across the Portland Metropolitan Statistical Area over the past decade, the city enacted a 1% Construction Excise Tax on new construction value over \$100,000 in permit value to fund affordable housing incentives. To increase the number of affordable housing units constructed in Milwaukie, 50% of the developer assistance will be distributed to CET eligible projects within the TIF district. The remaining 50% to offset development costs on projects that do not involve affordable housing.



Downtown Main St. Enhancements - \$425,000

Urban renewal can be used fund a portion of some activities included in a Main Street Program. Between 2023 and 2028, such funding will go towards:

- Replacing Event Signage
- Installing more wayfinding signage
- Pursuing partnerships to underground utilities
- Installing vertical element and shade at the South Downtown Plaza



Transportation Downtown

McLoughlin Boulevard Intersection Upgrades – \$250,000

McLoughlin Boulevard is owned and maintained by the Oregon Department of Transportation (ODOT). The purpose of allocating TIF resources to McLoughlin is to incentivize repainting and upgrading of crosswalks at Harrison, Monroe and Washington streets. Should such improvements trigger the replacement traffic signals, the vast majority of those costs would need to be covered by the state.

MRC would also like to work with ODOT to make pedestrian and cyclist crossing of McLoughlin more comfortable through modifications to the signal infrastructure and timing.



Pedestrian Undercrossing at Kellogg Dam – \$1,000,000

The 2016 recommends using TIF funds to establish a dedicated bicycle and pedestrian connection across McLoughlin Boulevard. A natural location for such a crossing is under the Kellogg Bridge on OR 99E (McLoughlin). The city aspires to restore Kellogg Creek by removing a dam that is structurally integral to the bridge. Restoring Kellogg Creek would provide critical fish habitat for endangered and threatened species while also facilitating construction of a separated crossing for bikes and pedestrians that would directly connect downtown to Milwaukie Bay Park.



ODOT owns 99E and is therefore responsible for any improvements to the highway and Kellogg Bridge. The ultimate cost of bridge replacement also far exceeds the financial capabilities of the city and more specifically the tax increment financing district. The purpose of programming TIF resources to the Kellogg Dam removal project is to catalyze action and leverage funding at the state and federal level. Prior to releasing the funds, however, the MRC

would need direct assurance (via formal agreement) that state resources will be committed to the project.

Parking Solutions - \$500,000

TIF resources will be used to implement many of the near-term actions identified in the city's 2018 adopted Downtown Parking Management Plan. Such projects will include:

- New signage to reflect zone timing changes recommended in plan.
- Better delineation of loading zones
- Development of shared parking agreements with new downtown developments
- Installation of secure bike parking downtown to incentivize non-auto trips
- Study and potential acquisition of paid parking technology for downtown.

Downtown Streetscape Improvements - \$500,000

Sections of sidewalk on Main Street, between Washington and Jackson, are in disrepair due to tree root growth. To facilitate saving the street trees, while also ensuring Americans with Disability Act (ADA) access, the city will use TIF funds to design and construct new sidewalk.

Transportation Central Milwaukie

Improved Access to Opportunity Sites - \$250,000

The city's updated Transportation System Plan, expected to be complete in 2024, will identify new projects that could be funded with TIF dollars in the 5-10 year period. A small amount of early funding has been identified to acquire needed property adjacent to Harrison Street.

Improve Transit Stops - \$300,000

Transit stops in Milwaukie are owned and maintained by TriMet. The plan invests a small amount of resources towards transit stop improvements to facilitate partnership projects with TriMet. The goal of such improvements is to provide transit shelters as sites are developed and to ensure excellent transit service to Central Milwaukie.

Monroe St. Greenway - \$1,332,000

The Monroe Greenway will create a nearly 4-mile continuous, low-stress bikeway from downtown Milwaukie to the I-205 multi-use path. Once complete, it will serve as the spine of Milwaukie's active transportation network connecting users to the Max Orange Line, Max Green Line, Trolley Trail, 17th Avenue Bike Path, I-205 path, neighborhoods, schools and parks. The \$1.34 million TIF allocation will leverage more than \$6.5 million in state, federal and local funds to complete the city's section of the greenway from Highway 224 to Linwood Avenue. Specifically, TIF funds will be spent on segment C, which is east of 224 and west of the cycle track and Monroe St. Apartments.

Public Amenities: Parks and Open Space

Dogwood Park Improvements - \$400,000

A framework plan completed by Lango Hansen in 2019 identified preferred locations for a future play structure, small performance area, and picnic/outdoor seating. Total cost of the framework plan design is \$462,957.



Trolley Trail Realignment at Milwaukie Bay Park - \$600,000

Realign the trolley trail within Milwaukie Bay Park as part of the Phase III improvements to the park. The realignment of the trail will reduce conflicts between cyclists and pedestrians, who currently share a sidewalk, and facilitate the development of the overall project.



CONCLUSION

In total, the action plan proposed to invest up to \$9,237,280 in eligible projects and programs between FY 2023 and FY 2027.

Table 2

Total Funding Proposed by Type

Development	\$3,750,000
Infrastructure	\$4,132,000
Parks and Open Space	\$1,000,000
Administration	\$355,000
Total	\$9,237,280

While many of the investments fall within the City of Milwaukie's authority and are, therefore, highly likely to go ahead, others are contingent on partner agreement and funding. To ensure the delivery of partner projects is assured, staff recommend that the MRC requires execution of all necessary agreements prior to issuing debt. Extensive outreach to businesses and partner agencies will be needed to craft economic development programs that work for users.

The city would like to again thank all of the MRCAC members, the MRC and the many people who shared their ideas throughout development of the plan.

**Investment Project List
Attachment A**

Project	FY 2023	FY 2024	FY 2025	FY 2026	FY 2027	Total
Developer Assistance		750,000	750,000			1,500,000
Downtown Main St. Enhancements		500,000		150,000		650,000
Pre-Development Assistance	150,000	150,000				300,000
Small Business Development Fund		150,000	150,000			300,000
Tenant Improvements		500,000	500,000			1,000,000
Development Total	150,000	2,050,000	1,400,000	150,000	-	3,750,000
Downtown Streetscape Improvements		500,000				500,000
Kellogg Dam Removal / Pedestrian Undercrossing			1,000,000			1,000,000
McLoughlin Boulevard Intersection Upgrades		250,000				250,000
Monroe Greenway		1,332,000				1,332,000
Opportunity Site Access			250,000			250,000
Parking Solutions		500,000				500,000
Transit Stop Improvements		150,000		150,000		300,000
Infrastructure Total	-	2,732,000	1,250,000	150,000	-	4,132,000
Dogwood Park			400,000			400,000
Trolley Trail (Milwaukie Bay Park)				600,000		600,000
Parks and Open Space Total		-	400,000	600,000		1,000,000
Administration	55,280	100,000	100,000	100,000		355,280
TOTAL	205,280	4,882,000	3,150,000	1,000,000		9,237,280
*No projects are programmed for FY 2027						



RESOLUTION No.

A RESOLUTION OF THE MILWAUKIE REDEVELOPMENT COMMISSION ADOPTING A FIVE YEAR ACTION PLAN.

WHEREAS Milwaukie City Council Ordinance 1623, adopted in 1987, activated and established the Milwaukie Redevelopment Commission (MRC) as the urban renewal agency for the City of Milwaukie Oregon, and

WHEREAS on August 25, 2016, the Milwaukie City Council adopted Ordinance 2130 creating a urban renewal district for the downtown and central Milwaukie areas of the city, and

WHEREAS on February 21, 2017, the MRC adopted Resolution No 1-2017 adopting MRC Bylaws, and

WHEREAS the MRC worked with its Community Advisory Committee to develop a five-year action plan for the district that outlines spending priorities and investment areas from 2023 to 2027.

Now, Therefore, be it Resolved by the Milwaukie Redevelopment Commission that the Milwaukie Redevelopment Commission Five Year Action Plan is adopted.

Introduced and adopted by the Commission on **June 7, 2022.**

This resolution is effective immediately.

ATTEST:

Mark F. Gamba, Chair
APPROVED AS TO FORM:

Scott S. Stauffer, City Recorder

Justin D. Gericke, City Attorney



STAFF REPORT

**MRC 3. B.
6/7/22**

OCR USE ONLY

To: Chair and Commissioners
Through: Ann Ober, City Manager
Kelly Brooks, MRC Executive Director
From: Bonnie Dennis, Administrative Services Director
Subject: **2023-2024 BUDGET ADOPTION, APPROPRIATION, AND TAX INCREMENT**

Date: May 20, 2022

ACTION REQUESTED

The Milwaukie Redevelopment Commission (MRC) is asked to consider, and adjust, if necessary, a resolution to adopt the budget for the biennium commencing July 1, 2022, after receiving and considering public testimony on the budget approved by the Commission Budget Committee.

HISTORY OF PRIOR ACTIONS AND DISCUSSIONS

April 20, 2022: A public notice of the Commission's Budget Committee meeting to receive the budget message and receive comment from the public on the proposed budget was published in *The Clackamas Review* newspaper.

[May 7, 2022](#): The Commission Budget Committee received the budget, took public comment, and approved the budget and the division of tax in accordance with the Oregon Constitution and Oregon Revised Statutes (ORS) Chapter 457.

June 1, 2022: The approved budget and notice of the public hearing on the approved budget was published in *The Clackamas Review* newspaper.

ANALYSIS

The MRC Budget Committee met and approved the 2023-2024 biennial budget on May 14, 2022, and recommended adoption by the Commission. The budget for the 2023-2024 biennium totals \$9,883,000 and continues the declaration of tax increment at the maximum amount of revenue that may be raised by dividing the taxes under section 1C, Article IX or the Oregon Constitution and ORS Chapter 457.

A financial summary of the approved budget and a notice of budget hearing before the Commission were published in the *Clackamas Review* on June 1 according to the requirements of Oregon Local Budget Law (ORS 294.418). The Commission may take action to adopt the MRC budget once the budget hearing has been held and testimony has been heard and considered.

Since the approval of the budget, staff has continued to make minor editorial and grammatical revisions to enhance the document. There have been no edits or adjustments to the dollars as originally presented to the MRC budget committee.

BUDGET IMPACT

The resolution adopts the 2023-2024 biennial budget of \$9,883,000 and appropriates \$6,588,000.

CLIMATE & WORKLOAD IMPACT

None.

COORDINATION, CONCURRENCE, OR DISSENT

The proposed budget was approved by the Commission's Budget Committee, the Commission's executive director who is also the city's assistant city manager, and the city manager.

STAFF RECOMMENDATION

Staff recommends that the Commission adopt the budget resolution.

ALTERNATIVES

If the Commission does not adopt the budget or request tax to be divided, revenue for the Commission would not be raised.

ATTACHMENTS

1. Resolution
2. Commission Approved Budget by the Budget Committee



RESOLUTION No.

A RESOLUTION OF THE MILWAUKIE REDEVELOPMENT COMMISSION, ADOPTING THE BUDGET FOR THE BIENNIUM COMMENCING JULY 1, 2022, MAKING APPROPRIATIONS AND DECLARATION OF TAX INCREMENT.

Be it Resolved by the Milwaukie Redevelopment Commission that the budget for the biennium commencing July 1, 2022, and ending June 30, 2024, in the total of \$9,883,000 is adopted and is on file at Milwaukie City Hall, 10722 SE Main Street, Milwaukie, Oregon 97222.

APPROPRIATIONS

Be it further Resolved, that the Commission directs that the below-noted amounts for the fiscal year beginning July 1, 2022, and July 1, 2023 (BN 2023-2024), for the purposes shown below are appropriated:

MRC Urban Renewal Fund

Program: Urban Renewal activities	\$6,588,000
Unappropriated - Reserve for Future	<u>3,295,000</u>
Total	<u>\$9,883,000</u>

DECLARATION OF TAX INCREMENT

Be it further Resolved, that the Commission certifies to the County Assessors of Clackamas County and Multnomah County that the Milwaukie Urban Renewal Plan Area requests the maximum amount of revenue that may be raised by dividing the taxes under section 1C, Article IX of the Oregon Constitution and ORS Chapter 457.

Introduced and adopted by the Commission on **June 7, 2022**.

This resolution is effective immediately.

Mark Gamba, Commission Chair

ATTEST:

APPROVED AS TO FORM:
Justin D. Gericke

Scott Stauffer, City Recorder

City Attorney

MRC

MILWAUKIE
REDEVELOPMENT
COMMISSION



CITY OF MILWAUKIE, OREGON
URBAN RENEWAL AUTHORITY
APPROVED BUDGET

MRC28 2023-2024 BIENNIUM



To: Mayor Mark Gamba, Chair
Members of the Milwaukie Redevelopment Commission
Members of the Budget Committee
Community Members of Milwaukie

I am pleased to present you with the proposed biennial budget for fiscal years 2023-2024 for the Milwaukie Redevelopment Commission (MRC). This budget cycle includes the first two years of the recently adopted five-year action plan for the district.

OVERVIEW

Urban Renewal activities are funded through a mechanism called Tax Increment Financing (TIF), authorized under Oregon Revised Statute 457. When the Plan was adopted in 2016, the existing tax base for the urban renewal area was frozen – this is referred to as the frozen base. Property value increases and new development within the Plan area that increases revenue above the frozen base gets allocated to the MRC and can be spent within the boundaries of the Urban Renewal Area (URA). TIF is important as it provides funding for redevelopment projects that enhance areas of livability and ultimately increase the tax base within the district. TIF can be used to provide much needed infrastructure, amenities and investments in new housing and commercial development, as well as improvements to existing buildings within the URA.

Milwaukie's URA focuses primarily in the downtown and central commercial areas. The frozen base for Milwaukie's URA is \$135,994,953. It is forecasted to reach maximum indebtedness of \$92,500,000 in 2049. Maximum indebtedness is an estimate of future property tax growth over the period based on detailed assumptions, estimates and projects from the Plan.

LOOKING BACK

By late 2020, sufficient tax increment had accrued to justify development of a five-year investment strategy for the district. Furthermore, multiple city-wide plans like the Community Vision and Action Plan (2017) and Comprehensive Plan (2020) supplied further direction on where investments should be focused. Therefore, the MRC authorized the development of a more focused, near-term investment strategy to ensure that investments align with community needs.

LOOKING FORWARD

In a 2021 financial analysis found that the district is projected to have robust growth, but not as strong as the 2016 forecast. With the annual TIF increasing rapidly, however, the fund balance is sufficient to incur debt. Therefore, the city is well positioned to invest up to \$10 million in projects between 2023-2028. Actual borrowing capacity will depend heavily on specific loan terms for new debt. Financing assumptions used for the forecast were 5% interest, 20-year loan duration and 1.5x desired debt service coverage ratio.

The 5-year action plan begins to fulfill the goals and objectives of the Milwaukie urban renewal area by focusing on investments that reflect the highest priorities of our community, maximize TIF dollars and can be completed within five years. The priorities were shaped by input from the MRC, MRC Community Advisory Committee, the community at-large and neighborhood district associations.

CONCLUSION

MRC is managed by city staff and conforms to the same financial policies as the city. The city is committed to responsible fiscal management through financial integrity, prudent stewardship of public assets, planning, accountability and transparency. These fiscal policies enable the city to achieve and maintain a long-term stable and positive financial condition and are the basic framework for overall financial management, day-to-day and long-range fiscal planning, and decision-making. The financial policies can be found within the city's biennial budget.

Respectfully presented this 30th day of April 2022,

Kelly Brooks

Kelly Brooks
Executive Director

MILWAUKIE REDEVELOPMENT COMMISSION FUND

URBAN RENEWAL AUTHORITY

DEPARTMENT DESCRIPTION AND CORE SERVICES

The Milwaukie Redevelopment Commission (MRC) is the urban renewal agency for the City of Milwaukie. The MRC was established in 1987 through council adoption of Ordinance 1623. In 2015, the Milwaukie City Council directed staff to prepare an urban renewal plan. That plan was adopted in August 2016 and established the boundary of the zone, a maximum indebtedness of \$92,500,000, and estimated a 29-year implementation timeframe.

ACCOMPLISHMENTS

- Established and appointed members to Milwaukie Redevelopment Commission Community Advisory Committee
- Updated financial projections
- Adopted a 5-year action plan for FY 2023-2027

GOALS

- Seek best practices and expertise from other public agencies and establish agreements with implementation partners
- Develop criteria for economic development programs and issue grants
- Invest \$750,000 in eligible affordable housing project within the district
- Issue debt for capital construction projects to be designed and constructed in FY 2023 and 2024. Capital projects are outlined further in the Capital Improvement Plan.

COUNCIL GOAL RELATED FUNDING



Climate change actions within the MRC budget will advance the city's climate action goal by providing secure bike parking, reconstructing sidewalks and completing a portion of the Monroe Greenway. These investments will help encourage residents and visitors to reduce auto trips.



Equity, justice and inclusion goals advance through co-investment in the city's affordable housing program, prioritizing anti-displacement as a criteria for project selection, and working directly with diverse communities to implement projects and programs.



FINANCIAL SUMMARY – MILWAUKIE REDEVELOPMENT COMMISSION FUND

(Amounts in Thousands: \$100 = \$100,000)

	Actual FY 2019	Actual FY 2020	BN 2021-2022 CURRENT OUTLOOK				BN 2023-2024				Notes
			Budget	Actuals FY 2021	Estimated FY 2022	Estimated Total	Proposed Total	Approved FY 2023	Approved FY 2024	Approved Total	
RESOURCES											
BEGINNING FUND BALANCE	95	271	495	513	990	513	1,620	1,620	8,158	1,620	
Property Taxes	172	234	456	470	627	1,097	1,753	790	963	1,753	1
Interest Income	4	8	2	7	5	12	10	5	5	10	
Proceeds from Issuance of Debt	-	-	2,000	-	-	-	6,500	6,500	-	6,500	2
TOTAL RESOURCES	\$ 271	\$ 513	\$ 2,953	\$ 990	\$ 1,622	\$ 1,622	\$ 9,883	\$ 8,915	\$ 9,126	\$ 9,883	
REQUIREMENTS											
MATERIALS & SERVICES											
Professional & Technical Services	-	-	170	-	2	2	100	50	50	100	3
TOTAL MATERIALS & SERVICES	-	-	170	-	2	2	100	50	50	100	
Capital Outlay	-	-	1,000	-	-	-	5,332	150	5,182	5,332	4
Debt Service	-	-	200	-	-	-	1,044	522	522	1,044	
Transfer to Other Funds	-	-	-	-	-	-	70	35	35	70	5
Contingency	-	-	100	-	-	-	42	-	42	42	
TOTAL PROGRAM REQUIREMENTS	-	-	1,470	-	2	2	6,588	757	5,831	6,588	
Unappropriated Ending Fund Balance	271	513	1,483	990	1,620	1,620	3,295	8,158	3,295	3,295	
TOTAL REQUIREMENTS	\$ 271	\$ 513	\$ 2,953	\$ 990	\$ 1,622	\$ 1,622	\$ 9,883	\$ 8,915	\$ 9,126	\$ 9,883	
Contingency & Ending Fund Balance Above	\$ 271	\$ 513	\$ 1,583	\$ 990	\$ 1,620	\$ 1,620	\$ 3,337	\$ 8,158	\$ 3,337	\$ 3,337	
Policy Requirement (50%)	-	-	100	-	-	-	42	42	42	42	
Reserve	-	-	1,483	990	1,620	1,620	3,337	8,158	3,337	3,337	
Amount over (under) Policy Requirement	\$ -	\$ -	\$ 1,483	\$ 990	\$ 1,620	\$ 1,620	\$ 3,295	\$ 8,116	\$ 3,295	\$ 3,295	

EXPLANATION OF SIGNIFICANT BUDGET CHANGES

MRC fund balance increased by \$1,812,000 or 122% due to additional tax increment revenue projections and debt issuance. The fund balance requirements increase by \$6,930,000 or 235% when compared to prior biennium budget. Net changes are:

- 1) Increase of \$1,297,000 or 284% in property taxes within the district. These projections were completed by an outside consultant and used current and upcoming developments to forecast the increase.
- 2) Increase of \$6,500,000 for debt issuance to proceed with capital projects as outlined in the Urban Renewal Plan and Capital Improvement Plan.
- 3) Addition of \$100,000 to cover costs to issue debt with financial advisors and bond counsel.
- 4) Increase of \$4,332,000 or 433% in capital projects as outlined in the Capital Improvement Plan.
- 5) Addition of \$70,000 in transfers to the General Fund for administrative costs to maintain the fund. These costs are outlined in the transfer schedule.

FIVE-YEAR FORECAST

MILWAUKIE REDEVELOPMENT DISTRICT / URBAN RENEWAL AUTHORITY SUMMARY

(Amounts in Thousands: \$100 = \$100,000)

	FY19	FY20	FY21	Current Fiscal Year Estimated FY22	Current Budget		+3 FY25	Forecast		ASSUMPTIONS
					+1 FY23	+2 FY24		+4 FY26	+5 FY27	
RESOURCES										
BEGINNING FUND BALANCE	\$ 95	\$ 271	\$ 513	\$ 990	\$ 1,620	\$ 8,158	\$ 1,620	\$ (524)	\$ (133)	
REVENUES										
Property Taxes	172	234	470	627	790	963	1,146	1,341	1,546	Projected Analysis
Interest Income	4	8	7	5	5	5	5	5	5	3%
Proceeds from Issuance of Debt	-	-	-	-	6,500	-	-	-	-	
TOTAL REVENUES	176	242	477	632	7,295	968	1,151	1,346	1,551	
TOTAL RESOURCES	\$ 271	\$ 513	\$ 990	\$ 1,622	\$ 8,915	\$ 9,126	\$ 2,771	\$ 822	\$ 1,419	
REQUIREMENTS										
EXPENDITURES										
Materials & Services	-	-	-	2	50	50	52	53	55	3%
Capital Outlay	-	-	-	-	150	5,182	2,650	300	600	Capital Improvement Plan
Debt Service	-	-	-	-	522	522	522	522	522	Estimated
Transfers to Other Funds	-	-	-	-	35	35	46	54	62	4% Administration Fee of TIF
Contingency	-	-	-	-	-	42	26	27	27	50% Contingency of M&S plus transfers
TOTAL EXPENDITURES	-	-	-	2	757	5,831	3,295	955	1,266	
FUND BALANCE										
Policy Requirement (50%)	-	-	-	-	42	42	26	27	27	
Over (Under) Policy	271	513	990	1,620	8,116	3,253	(550)	(159)	126	
TOTAL ENDING FUND BALANCE	271	513	990	1,620	8,158	3,295	(524)	(133)	153	
TOTAL REQUIREMENTS	\$ 271	\$ 513	\$ 990	\$ 1,622	\$ 8,915	\$ 9,126	\$ 2,771	\$ 822	\$ 1,419	



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