



Work Session

WS

Milwaukie City Council

COUNCIL WORK SESSION

City Hall Council Chambers, 10501 SE Main Street
& Zoom Video Conference (www.milwaukieoregon.gov)

AGENDA

JUNE 3, 2025

Council will hold this meeting in-person and by video conference. The public may come to City Hall, join the Zoom webinar, or watch on the [city's YouTube channel](#) or Comcast Cable channel 30 in city limits. For Zoom login visit <https://www.milwaukieoregon.gov/citycouncil/city-council-work-session-9>. Written comments may be delivered to City Hall or emailed to ocr@milwaukieoregon.gov.

Note: agenda item times are estimates and are subject to change.

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|--|----------|
| 1. Council Goal Update: Affordability – Report (4:00 p.m.)
Staff: Joseph Briglio, Assistant City Manager,
Michael Osborne, Finance Director, and
Peter Passarelli, Public Works Director | 1 |
| 2. Events Update – Report (5:30 p.m.)
Staff: Dan Harris, Events & Emergency Management Coordinator | 9 |
| 3. Adjourn (6:00 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 STAFF REPORT

To: Mayor and City Council

Date Written: May 20, 2025

Reviewed: Emma Sagor, City Manager

From: Peter Passarelli, Public Works Director,
Joseph Briglio, Assistant City Manager and
Michael Osborne, Finance Director

Subject: **Affordability Goal Discussion**

ACTION REQUESTED

Council is asked to discuss the draft affordability goal action plan and provide direction for staff.

HISTORY OF PRIOR ACTIONS AND DISCUSSIONS

[January 31](#) – [February 1](#), 2025: Council held a two-day retreat for the purposes of reviewing feedback and survey results associated with possible goals, as well as deliberating and confirming the top three for 2025-2027.

[February 4](#): Council formally adopted economic development, parks and greenspace, and affordability as the city's three goals for 2025-2027.

ANALYSIS

Council approved three citywide goals during its regular session meeting on February 4. These goals included economic development, parks and greenspace, and affordability. During that discussion, staff agreed to provide the Council with a draft action plan for each goal on a monthly rotation that began with economic development in April and parks and greenspace in May.

Staff have developed the draft affordability goal action plan found in Attachment 1 for this initial discussion. This action plan was developed based on discussion at Council's recent goal setting retreat. The intent is to refine this document during the work session on June 3.

The questions staff are seeking Council direction on during this work session are as follows:

- Does the action plan accurately reflect why this goal was selected and the high-level deliverables Council wants to accomplish by 2027?
- Do the performance benchmarks and milestones included in the action plan feel realistic and meaningful to Council? Are there other metrics you want us to track?
- Are there implementation partners that are not included?
- What changes would Council like to make to the Action Roadmap?
 - Note: The later years of this roadmap are intentionally less detailed to allow for Council to provide direction along the way. Staff propose using this roadmap as our template for quarterly updates to Council on goal progress. Each quarter, we will update the roadmap with what has been accomplished and refine the actions for the following quarters to ensure we remain on track.

BUDGET, CLIMATE, EQUITY, & WORKLOAD IMPACTS

None.

STAFF RECOMMENDATION

This is a discussion item. Staff are seeking direction and confirmation.

ATTACHMENTS

1. Draft Affordability Goal Action Plan

Council Goal **Action Plan**

Last Updated:
5/30/2025

AFFORDABILITY: Identify opportunities to provide utility relief and support more income-restricted housing development in Milwaukee.

Why this goal?

Milwaukee residents face increasing financial pressures from rising housing costs, utility bills, and other essentials. According to the City’s 2023–2043 Housing Capacity Analysis, approximately 52% of renter households are cost-burdened, spending more than 30% of their income on housing, utilities, and related costs; and about 26% are severely cost-burdened, allocating over 50% of their income to these costs. While the city has taken action to support the development of affordable housing options in the city and reduce the growth in utility rates over time, macroeconomic pressures still make these costs burdensome to many Milwaukians. This goal reflects the city's commitment to addressing affordability through targeted utility assistance, equitable investments, and policies that stabilize housing and utility costs for residents most in need.

What do we want to accomplish by 2027?

- Expand the city's income-restricted housing inventory.
- Institutionalize affordability as a policy lens for future decision making, including understanding how governmental efficiency affects affordability for ratepayers.
- Equip residents with knowledge and access to available housing and utility cost support.
- Integrate affordability strategies into budget and land use planning
- Identify new affordability tools that support Milwaukeeans most in need while ensuring sustainable resources for future city investments

How will we measure success?

	BASELINE (as of Dec 31 '24)	End of 2025	End of 2026	End of 2027	Target
Affordable housing-related metrics					
Income-restricted units built <i>Number of new income restricted housing units built in Milwaukee by tenure and % area median income (AMI) served</i>	Total units: Rental: 292 Ownership: 0 30% AMI: 0 60% AMI: 164 80% AMI: 128 100-120% AMI: 0				[Staff identifying target from our HPS or HCAI]
Awareness of housing assistance programs <i>Percent of residents who state they are aware of housing assistance or affordability programs as gathered through the bi-annual community survey</i>	No data	<i>Establish baseline in fall '25 survey</i>			Upward trend
Utility-related metrics					
Annual rate of utility fee increases (adjusted for inflation) <i>5-Year annual rolling average rate change for average single family residential account (based on 6 CCF water consumption)</i>	Total 1.79% <i>Water 1.93% WW 1.83 % Storm 0.50% SAFE 4.82% SSMP 4.78%</i>				5-Year Rolling Average is Stable or Decreases
Awareness of utility assistance programs <i>Percent of residents who state they are aware of utility assistance or affordability programs as gathered through the bi-annual community survey</i>	No data	<i>Establish baseline in fall '25 survey</i>			Upward trend
Energy Efficiency Program Participation <i>Number of income-qualified households participating in weatherization and energy efficiency programs</i>	XX				Upward trend

What additional data will inform our understanding?								
<i>Data</i>	<i>Question</i>	<i>Indicator</i>	<i>2024</i>	<i>2025</i>	<i>2026</i>	<i>2027</i>	<i>Source</i>	<i>Frequency</i>
General affordability metrics								
Milwaukie population that is Asset-Limited, Income Constrained, Employed (ALICE)	What proportion of Milwaukie residents are below the ALICE threshold?	ALICE was created by the United Way of Northern New Jersey to highlight the population that earn more than the poverty level, but less than its basic survival budget. It considers household composition and geographic location across a range of monthly cost categories, including housing, child care, food, transportation, and more.	45% (2022 data)				ALICE data from Clackamas County CAB	
Milwaukie population below the federal poverty line	What proportion of Milwaukie residents are below the federal poverty line?	The Federal Poverty Guidelines are federally set "poverty lines" that indicate the minimum amount of annual income that an individual / family needs to pay for essentials, such as housing, utilities, clothing, food, and transportation. These guidelines are based on the size of a household and the state in which one resides.	7% (2022 data)				Census	
Milwaukie population that is cost burdened	What proportion of Milwaukie residents are considered cost-burdened?	Households that are cost-burdened spend more than 30% of their income on housing, utilities, and related costs. Households that are severely cost-burdened allocate over 50% to these costs.	52% of renter households are cost burdened 26% of renter households are severely cost burdened				Census	
Affordable housing-related metrics								
Multi-Family Vacancy Rate	Is Milwaukie's residential vacancy rate consistent across all AMI levels?	Vacancy rates can inform our understanding of supply and demand, with low vacancy rates indicating high demand (and perhaps lack of supply) of residential units at certain price points, versus high vacancy rates indicating too much supply at certain price points.	All vacancy: 8.2% Market Rate Only: 8.4% Affordable: 3.0% Senior: 2.2%				CoStar	
Changes in Residential Rents and Home Prices	Are rents increasing and leading to gentrification? Where are upward rent pressures greatest, and is this affecting naturally occurring affordable housing?	Changes in residential rents and home prices can shed light on areas at risk of displacement/gentrifying. High or increasing property values and rental rates can attract investors who end up displacing Milwaukie residents that can no longer afford to stay. Increasing property values and rents can signal a need to devote additional resources to preserving naturally occurring affordable housing amid market pressures.					CoStar	
Housing Choice Decision Making	Are Milwaukians making housing decisions based on choice or inability to afford living here?	When Milwaukie residents decide to relocate, understanding the factors leading to that relocation will illustrate the extent to which residents are empowered to exercise housing choice versus being priced out of desirable neighborhoods due to lack of affordability.					NEW proposed Utility Survey	
Utility-related metrics								

Utility customers at risk of disconnection because of non-payment	What is the monthly average of customers that receive a shut-off notice because of lack of payment?	While other cities typically issue a shutoff notice after 1 or 1.5 months of no payment, the city does not move to shut-off service until 75 days of no payment. City staff also aim to work with all customers to develop payment plans or connect them to utility assistance to avoid shut-offs. Tracking customers at risk of disconnection will help plan proactively for future utility assistance budgeting needs.					City finance	
Utility assistance dollars distributed per year	How much budget does the city allocate for utility assistance annually?	Monitoring total dollars distributed through assistance programs each year helps assess the scale of city support, its growth over time, and how well it aligns with demand and need.					City finance	
Milwaukie Utility Customers Enrolled in Utility Assistance Program	How many households are enrolled in the city's Utility Assistance Program?	Customers enrolled in this program receive a reduced monthly charge for Water, Sewer, Storm, and Street utility charges. To qualify for the reduced rate utility program, a customer must not exceed current gross annual income levels established by the Housing Choice Voucher Program, which are established by the federal government annually.					City finance	

Implementation partners

COUNCIL LEAD:

Councilor Adam Khosroabadi

STAFF LEAD:

- Joseph Briglio, Assistant City Manager
- Peter Passarelli, Public Works Director
- Michael Osborne, Finance Director
- Mandy Byrd, Development Project Manager

SUPPORTING DEPARTMENTS:

- City Manager's Office
- Public Works Department
- Community Development
- Finance Department
 - Community Utility Advisory Committee

EXTERNAL PARTNERS:

- Clackamas County
 - Community Action Board
- Portland General Electric (PGE)
- Northwest Natural (NWN)
- Developers
- Energy Trust of Oregon
- Community Energy Project
- St Vincent DePaul
- United Way
- Metro

Action Roadmap

YEAR/FOCUS	QUARTER	STAFF ACTIONS	COUNCIL ACTIONS
2025 FOCUS: Planning and analysis to identify the most impactful actions	CY-Q2 Apr - Jun	<ul style="list-style-type: none">✓ Review and discuss solid waste rate study with council✓ Review and update the fee schedule as part of financial stability strategy.✓ Draft affordable housing code improvements as part of the Housing Production Strategy□ Conduct utility cost of service study rate design work for water and wastewater□ Launch Sparrow affordable housing development RFP	<ul style="list-style-type: none">✓ Select and appoint new Budget / Community Utility Advisory Committee (CUAC) members to fill vacancies✓ Adopt updated fee schedule□ Complete goal action plan□ Advocate with Metro/Regional Waste Advisory Committee for solid waste rate design transparency□ Hold study session on affordable housing models to better understand opportunities and constraints□ Share updates on committee assignment work related to affordability
	CY - Q3 Jul - Sept	<ul style="list-style-type: none">□ Continue conducting utility-rate design work for water and wastewater□ Prepare draft code updates to reflect needed utility billing efficiencies.□ Conduct Customer Account Audit to ensure proper account classifications□ Develop SOP for updating utility customer accounts going forward based on changes to customer characteristics (Impervious surface area changes, SAFE and SSMP business changes, changes in meter size, etc.)□ Conduct bi-annual community survey and gather baseline data related to affordability metrics and other topics (including composting and bulky waste day participation)	<ul style="list-style-type: none">□ Define Council's affordability priorities and principles, in collaboration with the CUAC (August CUAC/BC meetings)□ Generate rebate/discount/exemption ideas for further analysis with the CUAC (August CUAC/BC meetings)□ Adopt affordable housing code incentives (HPS Item E)□ Share updates on committee assignment work related to affordability
	CY - Q4 Oct - Dec	<ul style="list-style-type: none">□ Conduct cost/benefit analysis of rebate/discount/exemption ideas generated by the CUAC/BC and prepare update for November meetings□ Update stormwater impervious surface area data for utility billing□ Conduct work session(s) with Council to discuss proposed code changes for utility billing efficiencies□ Conduct work session to discuss increasing high-density housing capacity (HPS Item D)□ Conduct work session to discuss Land Banking Strategy with City Council□ Present data from bi-annual community survey□ Select developer for affordable housing at the Sparrow site	<ul style="list-style-type: none">□ Provide direction on:<ul style="list-style-type: none">○ Utility billing code updates○ Next steps with increasing high-density housing capacity (HPS Item D)○ Land bank strategy (HPS Item A)□ Review cost/benefit analysis of affordability strategies and implications for rates and CIP (November CUAC/BC meetings)□ Provide direction on utility rates and relief strategies to include in budget development based on cost/benefit analysis□ Share updates on committee assignment work related to affordability

<div>2026</div> <div>FOCUS: Implementation and awareness raising</div>	Annual goal review and performance measure data report		
	CY – Q1 Jan - Mar	<ul style="list-style-type: none"> □ Develop proposed FY27-28 budget that incorporates direction given on CIP priorities, utility rates and relief strategies from BC/CUAC □ Conduct work session discussion about SDC/other fee waivers and affordable housing (HPS Item B) □ Implement affordable housing code incentives (HPS Item E) □ Continue work to prepare for Sparrow development 	<ul style="list-style-type: none"> □ Provide direction on SDC/other fee waivers for affordable housing □ Adopt a new code to improve utility billing efficiencies □ Share updates on committee assignment work related to affordability
	CY – Q2 Apr – Jun	<ul style="list-style-type: none"> □ Review and discuss solid waste rate study with council □ Review and update fee schedule □ Evaluate the feasibility of a Revolving Loan Fund for Homeownership Assistance using CET (HPS Item H) □ Continue to track and update Council on State Pre-Approved Plan Sets for ADUs and Middle Housing and provide update if needed (HPS Item F) □ Continue work to prepare for Sparrow development; construction beginning in summer '26 or spring '27 	<ul style="list-style-type: none"> □ Adopt FY 27-28 budget □ Adopt fee schedule changes □ Share updates on committee assignment work related to affordability
	CY – Q3 Jul - Sept	<ul style="list-style-type: none"> □ Prepare for and implement any utility relief strategies adopted as part of the FY 27-28 budget □ Develop communication strategy for informing Milwaukians about housing and utility relief resources □ Present feasibility and strategy for a first-time buyer Revolving Loan Fund (HPS Item H) 	<ul style="list-style-type: none"> □ Provide Direction on a Revolving Loan Fund Program □ Share updates on committee assignment work related to affordability
	CY – Q4 Oct - Dec	<ul style="list-style-type: none"> □ Launch communication strategy for informing Milwaukians about housing and utility relief resources 	<ul style="list-style-type: none"> □ Share updates on committee assignment work related to affordability
<div>2027</div> <div>FOCUS: Institutionalize affordability programs</div>	Annual goal review and performance measure data report		
	CY – Q1 Jan - Mar	<ul style="list-style-type: none"> □ Continue implementation of communications strategy □ Evaluate Multiple-Unit Limited Tax Exemption Program (HPS Item C) □ Implement pre-approved plan sets for ADUs and Middle Housing Typologies (HPS Item F) 	<ul style="list-style-type: none"> □ Continue advocacy. □ Plan for institutionalization of affordability work □ Share updates on committee assignment work related to affordability
	CY – Q2 Apr – Jun	<ul style="list-style-type: none"> □ Review and update fee schedule □ Review and discuss solid waste rate study with council □ Evaluate Multiple-Unit Limited Tax Exemption Program (HPS Item C) 	<ul style="list-style-type: none"> □ Adopt fee schedule changes □ Adopt Revolving Loan Strategy □ Share updates on committee assignment work related to affordability

	CY – Q3 Jul - Sept	<ul style="list-style-type: none">□ Conduct biannual community survey and utilize it to evaluate effectiveness of communications strategy and other efforts	<ul style="list-style-type: none">□ Share updates on committee assignment work related to affordability
	CY – Q4 Oct - Dec		<ul style="list-style-type: none">□ Report on 3-year Goal progress and provide direction for ongoing operationalization affordability work□ Share updates on committee assignment work related to affordability work

DRAFT

COUNCIL STAFF REPORT

To: Mayor and City Council
Emma Sagor, City Manager

Date Written: May 20, 2025

Reviewed: Jordan Imlah (as to form), Strategic Engagement Team Supervisor, and
Gabriela Santoyo Gutierrez, Equity and Inclusion Coordinator, and
Katie Gavares, Climate and Natural Resources Manager

From: Dan Harris, Events & Emergency Management Coordinator

Subject: **Milwaukie Fest Update**

ACTION REQUESTED

Council is asked to receive a briefing on the progress of Milwaukie Fest planning, as well as community-led events.

HISTORY OF PRIOR ACTIONS AND DISCUSSIONS

[November 5, 2024](#): Council received an update on the progress of winter events planning and an outline of Milwaukie Fest.

[February 11](#): Council received an update on the progress of Milwaukie Fest planning and the recently concluded winter events season.

ANALYSIS

The city produces a lively calendar of annual events including summer and winter celebrations. The city also coordinates with community groups to support events taking place in Milwaukie.

Community-Led Events

Since 2021, the city's events program has expanded to develop and support a variety of events primarily or entirely organized by community members to celebrate historically underserved communities in Milwaukie.

Juneteenth & Pride

Milwaukie's Juneteenth celebration will be held in Ball-Michel Park on June 14 from 11 a.m. - 3 p.m. The city's Pride celebration will be held on June 21 from 11 a.m. - 2 p.m. in Scott Park. Both celebrations will feature food, activities, and live music. People of all ages and backgrounds are welcome to join the celebrations.

Milwaukie Community Events Fund (MCEF)

The MCEF was established at the beginning of the current fiscal year to provide seed funding for culturally specific community events. Applications are reviewed twice each year by the city's Equity Steering Committee (ESC).

To date, the fund has supported five community celebrations for groups including people living with traumatic brain injuries, immigrants, indigenous North Americans, and Ukrainian refugees.

Milwaukie Fest

Milwaukie Fest is the city's newest annual celebration, now scheduled for the second weekend in July. The festival is intended to highlight the many things that make The Dogwood City of the West such a wonderful place to live.

Friday, July 11 will feature a celebration at Ardenwald Elementary. The North Clackamas Parks and Recreation District and the Milwaukie Arts Committee are actively collaborating with the city's events program to program an evening of music, games, and a free showing of *Despicable Me 4* to kick off the weekend.

Saturday, July 12 brings a summer fair to Main Street. Four blocks of Main Street will close from 10 a.m. - 5 p.m. for a fair. Highlights include six hours of children's programming outside of Key Bank, a pop-up skating area courtesy of Stronger Skatepark, and Milwaukie's own Pacific Northwest Blue Collar Wrestling, which will fill the Plaza of Champions from 1:30-5 p.m.

Saturday will also include the second-annual running of the Milwaukie Mile, live music continuing at several businesses into the evening, and the return of the always-popular Milwaukie Parks Foundation Duck Race at Kellogg Dam.

The event concludes Sunday with a super-sized farmers market produced by Celebrate Milwaukie, Inc. This market will feature children's activities, extra live entertainment, special offerings from vendors, and possibly a cherry-pie baking contest.

The city continues to recruit volunteers for the event. Anyone interested in bringing Milwaukie Fest to life should visit milwaukieoregon.gov/events/milwaukie-fest for more information.

BUDGET IMPACT

The events program is funded in the existing biennial budget. Due to the generous support of numerous community groups and Milwaukie businesses, no supplemental event budget requests are anticipated for this biennium.

CLIMATE IMPACT

City events use recyclable and biodegradable food containers wherever possible. This includes encouraging vendors to avoid non-biodegradable packaging. The city's provision of additional bicycle parking, and positioning of the Saturday and Sunday Milwaukie Fest events near the Jackson St. bus mall and the downtown Milwaukie MAX stop all help to discourage the use of private motor vehicles to attend the event. Although sincere efforts are made to minimize the climate impact of city events, these large-scale events require significant energy for sound, food preparation, and operational needs.

EQUITY IMPACT

Milwaukie Fest will include amenities to encourage participation from people of all ability levels, including shaded resting areas to prevent heat-related illnesses, and wide, unobstructed pathways to facilitate the use of mobility assistance devices. The city is actively recruiting vendors, performers, and tabling groups to present the diverse story of our community to festival attendees.

WORKLOAD IMPACT

Milwaukie Fest is not expected to generate any additional workload for city staff not already accounted for in existing work plans.

COORDINATION, CONCURRENCE, OR DISSENT

The climate and natural resources, library, city recorder, and water teams are already planning to participate actively at Milwaukie Fest. The event's traffic control plan has been reviewed and approved by Engineering and MPD.

ATTACHMENTS

None.