



CITY OF MILWAUKIE

AGENDA

August 27, 2019

PLANNING COMMISSION

City Hall Council Chambers
10722 SE Main Street
www.milwaukieoregon.gov

- 1.0 Call to Order - Procedural Matters — 6:30 PM**
- 2.0 Planning Commission Minutes — Motion Needed**
 - 2.1 January 8, 2019
- 3.0 Information Items**
- 4.0 Audience Participation —** This is an opportunity for the public to comment on any item not on the agenda
- 5.0 Public Hearings —** Public hearings will follow the procedure listed on the reverse side
- 6.0 Worksession Items**
 - 6.1 Summary: Comprehensive Plan Block 3 Policies – Urban Design and Land Use
Staff: David Levitan, Senior Planner
- 7.0 Planning Department Other Business/Updates**
 - 7.1 Planning Commission Binder Updates (No Packet Materials)
- 8.0 Planning Commission Committee Updates and Discussion Items —** This is an opportunity for comment or discussion for items not on the agenda.
- 9.0 Forecast for Future Meetings:**
 - Sept 10, 2019
 - 1. Hearing Item: S-2018-001 Railroad Ave Subdivision
 - 2. Hearing Item: Continuation of NR-2018-005 Elk Rock Estates Deliberation and Tentative Decision
 - Sept 24, 2019
 - 1. No agenda items are currently scheduled for this meeting.
 - Oct 8, 2019
 - 1. Hearing Item: Continuation of NR-2018-005 – Elk Rock Estates Final Decision

Milwaukie Planning Commission Statement

The Planning Commission serves as an advisory body to, and a resource for, the City Council in land use matters. In this capacity, the mission of the Planning Commission is to articulate the Community's values and commitment to socially and environmentally responsible uses of its resources as reflected in the Comprehensive Plan

1. **PROCEDURAL MATTERS.** If you wish to speak at this meeting, please fill out a yellow card and give to planning staff. Please turn off all personal communication devices during meeting. For background information on agenda items, call the Planning Department at 503-786-7600 or email planning@milwaukieoregon.gov. Thank you.
2. **PLANNING COMMISSION and CITY COUNCIL MINUTES.** City Council and Planning Commission minutes can be found on the City website at www.milwaukieoregon.gov/meetings.
3. **FORECAST FOR FUTURE MEETING.** These items are tentatively scheduled, but may be rescheduled prior to the meeting date. Please contact staff with any questions you may have.
4. **TIME LIMIT POLICY.** The Commission intends to end each meeting by 10:00pm. The Planning Commission will pause discussion of agenda items at 9:45pm to discuss whether to continue the agenda item to a future date or finish the agenda item.

Public Hearing Procedure

Those who wish to testify should come to the front podium, state his or her name and address for the record, and remain at the podium until the Chairperson has asked if there are any questions from the Commissioners.

1. **STAFF REPORT.** Each hearing starts with a brief review of the staff report by staff. The report lists the criteria for the land use action being considered, as well as a recommended decision with reasons for that recommendation.
2. **CORRESPONDENCE.** Staff will report any verbal or written correspondence that has been received since the Commission was presented with its meeting packet.
3. **APPLICANT'S PRESENTATION.**
4. **PUBLIC TESTIMONY IN SUPPORT.** Testimony from those in favor of the application.
5. **NEUTRAL PUBLIC TESTIMONY.** Comments or questions from interested persons who are neither in favor of nor opposed to the application.
6. **PUBLIC TESTIMONY IN OPPOSITION.** Testimony from those in opposition to the application.
7. **QUESTIONS FROM COMMISSIONERS.** The commission will have the opportunity to ask for clarification from staff, the applicant, or those who have already testified.
8. **REBUTTAL TESTIMONY FROM APPLICANT.** After all public testimony, the commission will take rebuttal testimony from the applicant.
9. **CLOSING OF PUBLIC HEARING.** The Chairperson will close the public portion of the hearing. The Commission will then enter into deliberation. From this point in the hearing the Commission will not receive any additional testimony from the audience, but may ask questions of anyone who has testified.
10. **COMMISSION DISCUSSION AND ACTION.** It is the Commission's intention to make a decision this evening on each issue on the agenda. Planning Commission decisions may be appealed to the City Council. If you wish to appeal a decision, please contact the Planning Department for information on the procedures and fees involved.
11. **MEETING CONTINUANCE.** Prior to the close of the first public hearing, *any person* may request an opportunity to present additional information at another time. If there is such a request, the Planning Commission will either continue the public hearing to a date certain, or leave the record open for at least seven days for additional written evidence, argument, or testimony. The Planning Commission may ask the applicant to consider granting an extension of the 120-day time period for making a decision if a delay in making a decision could impact the ability of the City to take final action on the application, including resolution of all local appeals.

The City of Milwaukie will make reasonable accommodation for people with disabilities. Please notify us no less than five (5) business days prior to the meeting.

Milwaukie Planning Commission:

Kim Travis, Chair
John Henry Burns, Vice Chair
Adam Argo
Joseph Edge
Greg Hemer
Lauren Loosveldt
Robert Massey

Planning Department Staff:

Denny Egner, Planning Director
David Levitan, Senior Planner
Brett Kelter, Associate Planner
Vera Kolas, Associate Planner
Mary Heberling, Assistant Planner
Dan Harris, Administrative Specialist II
Alicia Martin, Administrative Specialist II



CITY OF MILWAUKIE

PLANNING COMMISSION MINUTES

City Hall Council Chambers
10722 SE Main Street
www.milwaukieoregon.gov

January 8, 2019

Present: Kim Travis, Chair
John Henry Burns, Vice Chair
Adam Argo
Joseph Edge
Greg Hemer

Staff: Denny Egner, Planning Director
Brett Kelter, Associate Planner
Justin Gericke, City Attorney

Absent: Sherry Grau

1.0 Call to Order — Procedural Matters*

Chair Travis called the meeting to order at 6:30 p.m. and read the conduct of meeting format into the record.

***Note:** The information presented constitutes summarized minutes only. The meeting video is available by clicking the Video link at <http://www.milwaukieoregon.gov/meetings>.*

2.0 Planning Commission Minutes

2.1 August 28, 2018

Commissioner Hemer moved and Commissioner Burns seconded to approve the August 28, 2018, Planning Commission Minutes as presented. The motion passed unanimously.

3.0 Information Items

There were no information items.

4.0 Audience Participation —This is an opportunity for the public to comment on any item not on the agenda.

Gary Klein, 10795 SE Riverway Ln, Milwaukie, OR, stated his concerns about large electronic billboard signs around the city. He attended a Council meeting last fall regarding the electronic signage issue, but no changes have occurred. His concerns were around safety and believed code should be put into place to address the issue. He submitted correspondence and supporting documentation to the Commission.

Commissioner Edge thanked Mr. Klein and noted both he and Mr. Klein received an email from a member of the DLC where several studies were cited that supported Mr. Klein's position. He encouraged him to continue being engaged in the community.

5.0 Public Hearings

5.1 Summary: Lake Rd Sports Fields Transportation Demand Management Plan Review
Applicant/Owner: 3J Consulting/North Clackamas School District (NCPRD)
Address: 2905 SE Lake Rd
File: CSU-2018-018
Staff: Brett Kelter, Associate Planner

Chair Travis called the hearing to order and read the conduct of quasi-judicial hearing format into the record.

Brett Kelter, Associate Planner, presented the staff report via PowerPoint, and reviewed the background of the application. The original proposal was approved by the Planning Commission, appealed to City Council, and remanded back to the Planning Commission with direction from Council to add a Transportation District Management (TDM) plan to the project. The property was adjacent to Milwaukie Elementary School, which was an integral part of the parking proposal. He provided details on Council's direction and the information included in the TDM plan. He also described the negotiations between the applicants and staff on the plan and staff's recommended conditions of approval.

Mr. Kelter addressed questions from the Commission with the following key comments:

- The parking portion of the proposal was intended to decrease improper parking which would reduce complaints. NCPRD (the District) was responsible for taking complaints about problems related to the use of their site and encouraging good neighbor parking behavior.
- Within the context of the TDM plan, the good neighbor meetings were intended to be a place to talk about transportation-related concerns.
- Conceptually, the idea of the parking monitor was to have someone onsite, to direct parking, answer potential concerns from residents, and be a resource for dealing with issues.
- Imposing triggers would indicate when a CSU would be necessary. The intent was to provide a mechanism to revisit the conditions and staff believed the triggers for a CSU provided an appropriate way to balance impacts with benefits.
- The applicant would address the mechanisms for initiating a tow and who could initiate a tow upon violation of the TDM plan.

Staff explained that the Good Neighbor Agreement was not a formal agreement but was intended to provide the District with a forum for encouraging good neighbor behavior by coordinating and empowering residents. The recommended performance measures and annual report would keep the City apprised of the impacts and allow staff to react accordingly.

Chair Travis called for the applicant's testimony.

David Hobbs, Capital Projects Director, North Clackamas School District, 4444 SE Lake Rd, Milwaukie, OR, introduced the project team. The submitted TDM plan was a methodology for success, and the process had been extensive, with input from City staff and the community. Based upon comments from City staff and community members, the applicant would likely need to make adjustments to the plan and the conditions of approval, although it would become an operational cost to the District.

Andrew Tull, 3J Consulting, 5075 SW Griffith Dr, Suite 150, Beaverton OR, noted the TDM plan was to satisfy a condition of approval from the 2018 application for the overall CSU. The TDM plan was to limit parking-related impacts, provide contact information for parking-related issues, evaluate and propose signage for the site and users of the facility, and explore a Good Neighbor Agreement. This plan removed some authority from the District and gave the neighbors access to District supervisors, an onsite monitor to ask questions, lodge comments and complaints, and to take immediate action by arranging for towing of vehicles, if necessary.

Rudy Schuver, BRIC Architecture, 1233 NW Northrup Way, Portland, OR, presented a PowerPoint, reviewing the physical changes made to improve the site in order to mitigate the issues discussed.

Mr. Tull noted the physical improvements, as many were a direct result of conversations with community members, regarding signage types, access points, and 24-hour contact information.

Mr. Hobbs emphasized the importance of communication with neighbors, visiting sports teams, and coaches and parents. The applicant had prepared an interactive smart flyer to depict available parking for the site. The applicant asked for approval of the TDM plan. Since the outdoor sports season was approaching, they requested working towards a certificate of occupancy so that the fields could be used and the TDM plan put to the test.

Mr. Hobbs addressed questions the Commission had previously asked as follows:

- The District had the power to initiate towing on its property, but not on public streets. Parking on public streets and public right-of-way was meant to be protected by the police.
- The applicant was not ready to define the role of a parking monitor, other than it would be someone onsite to address parking issues and direct to other lots if necessary.

Mr. Tull clarified District operational staff would be handling and coordinating response to complaints via a central monitoring service. Operational staff would also attend good neighbor meetings.

Mr. Tull addressed the language staff presented regarding the proposed alternates as follows:

- The District accepted the revised Conditions 1, 2, and 3 of Alternate 2 in the proposed plan. The District was willing to bear the additional cost, as they understood the importance of the onsite parking monitor for events.
- The applicant was not comfortable with the original numbers proposed in Condition 4, or with metrics which were somewhat undefined.
 - Alternate 2 stated 10 parking-related complaints lodged at the District would trigger a Type III Review. However, determining the origin and resolution of a parking complaint or violation could be challenging.
 - The revision to Condition 4 contained a proposal for counting actual tows as the metric to count against the District in order to demonstrate a problem. Otherwise, a complaint could be resolved before a District employee had an opportunity to act.
 - The applicant respectfully requested the Commission utilize the language in Alternate 1, Item 4 as the recommended and acceptable condition of approval. It called for 15 different occasions where the complaints resulted in an actual tow, as that was easily recordable and defensible from the applicant's perspective.

Mr. Tull and the applicant's team responded to questions from the Commission as follows:

- The District was willing to accept Condition 3, requiring that a monitor be present under certain circumstances, such as when four teams or more were scheduled at a time.
- The requirements for sending the annual report were addressed in Condition 2, which stated the report would sunset after three years of successful TDM plan operation.
- Communication would continue after the sunset; however, it would be a challenge to continue annual reporting mechanisms to the City for an indeterminate time.
- The District could add processes to develop reports and reporting mechanisms to the City; however, the goal was to create a communication pattern with the neighbors.
- No signage was proposed for the Milwaukie Elementary parking lot because it did not share a driveway with residential neighbors. The majority of issues heard had been from those who live on or adjacent to SE 28th Ave which was a shared access easement.

- Informational materials about the community use and rules would be distributed to all Milwaukie High School students, their families, the players, and the general community.
- With the district-wide improvements underway as part of the school bond, the goal was shared facilities across the District.

Chair Travis called for public testimony.

Yvonne McVay, 12951 SE Vernie Ave, Milwaukie, encouraged the Commission to approve the TDM plan. She was frustrated that improvements had been challenged by neighbors or city government. Athletes and families had moved out of the city because of inequitable athletic facilities and programs. Improvements like the Lake Rd complex could help influence positive opinions about the school and city. She agreed there were problems for neighbors, but the plan was a vast improvement to previous concerns. She did not support further requirements or requiring an onsite parking monitor. It was important the plan be approved now as programs were already underway and the teams did not have access to the training facility or equipment.

Bradley Mcvay, 12951 SE Vernie Ave, Milwaukie said he was from Milwaukie and concurred that friends and athletes had left Milwaukie because of the poor facilities and overall culture and noted comments and complaints from other schools about Milwaukie's facilities. He felt this project would also be beneficial for Milwaukie. He asked the Commission to approve the TDM plan. While community members further delay the project, other schools were improving their facilities, so it was important this transportation plan be passed now.

Patty Lange, 11877 SE 32nd Ave, Milwaukie, felt good about the collaboration that had occurred with the Good Neighbor meetings. She would be participating in those meetings and hoped to work together with the District to identify and address issues. She thought a monitor would be helpful when two simultaneous events occurred rather than four. She believed towing was a safety issue with regard to blocked access for emergency vehicles, etc. She noted the frustrations she had with communication with the District.

Bill Kabeiseman, Attorney, Bateman Seidel, 888 Fifth Avenue, Suite 1250, Portland, 97204 said he represented Michael Martin and Ben Brody, who filed the appeal that resulted in tonight's hearing. He noted his clients were in favor of the project, but the facility would be significantly different as far as the lighting and the intensity. He referenced a photo showing only one game being played and 71 parked vehicles.

- Regarding Condition 4, certain complaints should count regardless of if towing resulted. Issues often are a result of game transitions, with vehicle parking and congestion.
- He believed the continuing report made sense.
- He suggested the same complaints and tows trigger consequences for two years. After the first year, the metrics could be reevaluated.

Michael Martin, 2725 SE Lake Rd, said as parents, the communication with the District was excellent. However, he believed there was a disconnect between the District and neighboring residents. He believed mitigation and better communication could improve the situation, rather than focusing on complaint numbers, etc. He was pleased with the new sidewalk along 28th Ave.

Commissioner Edge said he was seeking ideas about quantifying measurable events to represent a trigger for revisiting the CSU. He clarified he supported the project following through the upcoming year, measuring the triggers, and then potentially triggering a review.

Hal Wasick, 3122 SE Lake Rd, stated he agreed with some of the comments already made. Code Subsection 19.605.2.C.1 regarded what was reasonable parking. He noted that, although modifications were allowed and reasonable, the parking in the current plan was lower than what the code required. The District was planning to increase the intensity of the use of the fields, so additional parking or measures should be considered, such as shuttle buses.

Vince Alvarez, Lake Rd NDA Chair, 12671 SE Where Else Ln, thought the plan was good and supported staff's recommendation for triggering the review process. He suggested asking for a police presence to get their perspective, and to have six good neighbor meetings over the year with notification to the entire neighborhood. He offered the Lake Road NDA meetings as a resource for the good neighbor meetings.

Chair Travis called for the applicant's rebuttal.

Mr. Hobbs responded as follows:

- He was aware of the communication error with the neighborhood meeting, which was addressed and fixed.
- The budgets for bussing were different between the middle school and sports programs.
- The shuttle buses and the parking monitor were not in the proposed TDM plan but were discussed at the community meeting as potential options.
- The District believed the plan, as written, would be successful.
- Condition 4 allowing the first year to be a trial basis and collecting metrics the second year was critical. Although issues would arise with the new process, the District hoped to work with community members to resolve them. The District wanted to address problems and collect metrics to get a more accurate representation of how the fields and parking were operating. Having a specific tangible quantifiable metric was critical and the District believed actual tows should be the metric the District was gauged on.

Commissioner Hemer asked for a better definition of what an unresolved issue might be, noting a tow might not work for other unresolved issues.

Mr. Hobbs replied that problems could be resolved without towing, but a tow would provide a firm metric with a definite outcome. A number of issues could arise that could be resolved without tangible outcomes for which the District had a process to resolve.

Chair Travis closed the public hearing.

Planning Commission Deliberation

Commissioner Hemer said he preferred staff's Alternative 2 and wanted to include the Lake Rd and Historic Milwaukie NDAs in Condition 1. He thought there would be zero incidences with a monitor informing people where they could or could not park

Commissioner Argo understood it to be a circulation problem, which would be expected because it was an event venue. The proposal was TDM targeted parking in order to help the situation of access, but it could not solve circulation issues.

Commissioner Edge concurred. If parking was limited on the site to only legal parking spaces and usage exceeded that, then they would go somewhere. As part of the CSU, it was fair to consider that impact on the neighborhood. The question would be, what was the parking utilization rate on the legal streets around the facility during events when the facility

was over-parked. He suggested an alternative could be a mandatory review after two years if there was no metric they were comfortable with to trigger it. After two years, the District would have a better idea of the data and ideally a course correction midway through if needed.

Commissioner Burns noted the applicant wanted a firm criterion for the CSU review with a high threshold and the public testimony wanted a firm trigger with a low threshold. Both sides seemed to want a firm threshold and something quantitative. The incentive should protect the good neighbor relationships, and towing was a way to protect that relationship.

Commissioner Hemer responded that he preferred unresolved issues as the metric but then they would have to define "unresolved," which was challenging. Tows seemed like a really bad incentive.

Commissioner Burns said the District was obligated to let the neighbors use their driveways and not be blocked, but it was a civil matter. He was empathetic to the situation, but a metric number seemed arbitrary and hard to measure, and it set up perverse incentives on both sides to either under or over report. He was struggling to see a way they could do it that was truly objective.

Commissioner Edge said there were no examples of other jurisdictions implementing a similar condition with quantities and definitions. and he was uncomfortable setting a precedent in that manner. This particular CSU approval related to the TDM plan and suggested adding an expiration date to the TDM plan approval. At that point, there would be experience with the TDM in place and the Commission would see any course corrections that occurred along the way.

Commissioner Hemer asked what the resolved solution would be as no parking could be added.

Commissioner Argo said the District would have to look to other options, such as a shuttle bus. He suggested metrics such as capacity and number of reports about being over capacity.

Chair Travis said there would be some call volume and some data about the types of calls, when the calls came in, such as during a tournament, all of which would be data the Commission would be able to review.

Commissioner Hemer understood the District was saying it wanted a metric for logging calls and wanted to count tows.

Commissioner Burns said the time-based expiration to the CSU seemed philosophically and practically better. He agreed with empowering the NDA to trigger a new review in two years. While that gave a lot of discretion to the NDA, at least it would not be automatic.

Mr. Kelter said the question was whether a land use decision could empower an NDA to decide whether it was working or not, which seemed to be misplacing the discretion a bit.

Commissioner Edge asked about the next follow up review being a planning director review and if that would be legally viable.

Mr. Egner said the director would not be able to add or change conditions.

Commissioner Burns suggested a condition where the planning director in two years would review that the Good Neighbor meetings had happened according to the schedule and there was general conformance of the TDM plan as far as meeting the objectives. If not, a new CSU would be required.

The Commission and staff discussed how a Type II review process would allow for a less expensive review, public notice and comment, and if the review found that the TDM plan was not being met or if the approval decision was appealed, a Type III review to the Planning Commission would result.

Commissioner Hemer said the Commission resolved that either the bimonthly or annual meeting's location should be chosen by the District, but either the Lake Road or Historic Milwaukie NDA could offer their meeting time and location to hold the meeting, which would minimize costs for the District. As an encouragement, it did not need to be a condition.

Chair Travis understood the Commission had agreed to add notifying the NDAs of the meetings to Condition 1. The District could utilize the NDA as discussed.

Commissioner Edge confirmed that Conditions 2 and 3 would remain as drafted. Two simultaneous events would involve four teams, which was a typical use that should be supported by the available parking. The monitor would be required when another event with two teams was scheduled without an hour in between events to allow people to clear out while other people arrive. He also noted Condition 4 would be replaced.

Mr. Kelter stated he needed direction on language about signage.

The Commission recommended a sign stating "Parking for Lake Road Complex" at the Milwaukie Elementary driveway as well as a wayfinding sign to the fields at the entrance of the pedestrian pathway.

Mr. Egner noted after reviewing the suggested changes with staff and the applicant's attorneys, all agreed the proposed language might work conceptually. The plan would allow the CSU to be reopened instead of requiring a new CSU. He read the language that would replace Condition 4 into the record.

Commissioner Edge recommended using two years from the issuance of the certificate of occupancy, final inspection, or whatever allowed the District to start using the complex.

Following a brief discussion, **Mr. Kelter** confirmed changing the proposed language for the new Condition 4 to read, "~~In January of 2021~~ **Two years after a certificate of occupancy or final inspection of the facility**, the Planning Director shall evaluate the effectiveness of the TDMP..."

The Commission agreed with renumbering the conditions.

Commissioner Hemer moved and Commissioner Edge seconded to approve CSU-2018-018, with the changes and additions in the document labeled Alternative Staff Report 2 as discussed. The motion passed unanimously.

Chair Travis read the rules of appeal into the record.

6.0 Worksession Items

There were none

7.0 Planning Department Other Business/Updates

Chair Travis noted the officer elections had been delayed and notebook supplemental pages had been given to Commissioners.

Commissioner Hemer encouraged the Commissioners to use the electronic copy of the notebook.

8.0 Planning Commission Discussion Items

Mr. Egner noted staff had been working hard on the Comprehensive Plan and a number of other items.

Chair Travis added that Comprehensive Plan Advisory Committee held a meeting last night, where the Block 2 language was pinned down. The policies would go to City Council on January 15, 2019. The committee also started discussing the next block of items on housing. The next meeting would be on the first Monday in February 2019.

9.0 Forecast for Future Meetings:

January 22, 2019 1. Public Hearing: TBD

February 12, 2019 1. Public Hearing: CU-2018-004 Washington St. Vacation Rental

Chair Travis confirmed that at the January 22 meeting, officer elections and a zone change hearing for a potential subdivision off Railroad Ave would be held, and a Comprehensive Plan update would be given.

Meeting adjourned at approximately 10:17 p.m.

Respectfully submitted,

Alicia Martin, Administrative Specialist II

Kim Travis, Chair



CITY OF MILWAUKIE

To: Planning Commission

Through: Dennis Egner, Planning Director

From: David Levitan, Senior Planner

Date: August 20, 2019, for August 27, 2019 Worksession

Subject: Follow-up on Comprehensive Plan Block 3 Urban Design Policies

ACTION REQUESTED

Staff is requesting that the Planning Commission review and provide their final comments on the draft urban design goals and policies, which have been developed during Block 3 of the Comprehensive Plan Update. Following the Commission's review, the policies will be reviewed by the Comprehensive Plan Advisory Committee (CPAC) and Design and Landmarks Committee (DLC).

History of Prior Actions and Discussions

- [May 22, 2018](#): The Commission provided feedback on the block 1 policies.
- [June 26, 2018](#): The Commission provided additional feedback on the block 1 policies, which were later "pinned down" by the City Council on August 7, 2018.
- [November 27, 2018](#): The Commission provided feedback on the block 2 policies, which were later "pinned down" by the City Council on January 15, 2019.
- [June 11, 2019](#): The Commission provided feedback on the housing block policies, which were later "pinned down" by the City Council on July 16, 2019.
- [June 25, 2019](#): The Commission provided their initial feedback on the public facilities, natural resources, and environmental quality policies.
- [July 9, 2019](#): The Commission reviewed the urban design policies.
- [August 13, 2019](#): The Commission provided their final comments on the Block 3 policies related to public facilities, natural resources, and environmental quality, which are scheduled to be "pinned down" by Council resolution on August 20.

BACKGROUND

Block 3 of the Comprehensive Plan Update kicked off in early 2019 and includes four topics – public facilities, urban design, natural resources, and environmental quality. On [August 13](#), the Planning Commission was scheduled to provide their final comments on the Block 3 topics, which were then scheduled to be "pinned down" by Council resolution on August 20. However, following input from the CPAC and City Council, the decision was made to delay the "pinning

down” of the urban design policies, so that the CPAC and Planning Commission could provide additional feedback.

The urban design policies are attached as both a clean version (Attachment 1) and track changes version showing changes since the Commission last reviewed the policies on July 9 (Attachment 2). The policies included in Attachments 1 and 2 include the changes to Policy 4 under Urban Design Goal 3. These policies address the criteria for areas eligible for plan map amendments to medium or high-density residential designations. They were previously discussed in the August 8 memo that was part of your August 13 meeting packet. Staff has also included the map of areas eligible for a high or medium density designation as Attachment 3. A summary of the feedback from the Block 3 online survey and Open House is included in Attachment 4, while a draft of potential implementation strategies for the neighborhood hubs concept is included in Attachment 5.

This is scheduled to be the final opportunity for the Planning Commission to weigh in on the urban design policies prior to public hearings on the entire package of plan policies. Staff will also be sharing the most recent draft of policies (reflecting the Commission’s comments) with the CPAC and DLC in early September.

Questions for Commission

1. Are their specific Urban Design goals or policies that should be added, revised, or removed?
2. Adoption of the Comprehensive Plan documents will require a Planning Commission public hearing in late 2019 before it is considered by the City Council. Would the Commission like staff to check in periodically over the next two months during the synthesis stage? If so, how often?

ATTACHMENTS

Attachments are provided as indicated by the checked boxes. All material is available for viewing upon request.

	PC Packet	Public Copies	E-Packet
1. Urban Design Policies – Clean Version	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
2. Urban Design Policies – Track Changes since July 9	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
3. Urban Design Draft Policy 3.4 – Zone Change Eligibility Maps	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
4. Block 3 Town Hall and Online Survey Summary Report	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
5. Draft Neighborhood Hubs Implementation Strategies	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>

Key:

PC Packet = paper materials provided to Planning Commission 7 days prior to the meeting.

Public Copies = paper copies of the packet available for review at City facilities and at the Planning Commission meeting.

E-Packet = packet materials available online at <https://www.milwaukieoregon.gov/bc-pc/planning-commission-35>.

Draft Urban Design and Land Use Policies – August 27 Planning Commission Version

Includes input from 6/17 CPAC meeting, 7/9 PC meeting, and 7/15 DLC meeting

Goal 1 - Design: Use a design framework that considers location and development typology to guide urban design standards and procedures that are customized by zoning district.

1. Downtown Milwaukie Policies

- a) Allow for a variety of dense urban uses in multi-story buildings that can accommodate a mix of commercial, retail, office and higher density residential uses.
- b) Provide a high-quality pedestrian environment that supports excellent access to the area's multiple transportation modes.
- c) Prioritize pedestrian access and movement in the downtown while also improving safety and access for cyclists. Establish mode split targets for alternative transportation modes.
- d) Capitalize on proximity to and views of the Willamette River and the Willamette Greenway.
- e) Ensure that buildings are designed with storefront windows and doors, weather protection, and details that contribute to an active, pedestrian oriented streetscape.
- f) Ensure that standards and guidelines implement a well-defined design vision for the downtown that has been vetted by the community.
- g) Support establishments that provide commercial services and amenities for downtown residents and employees.

2. Central Milwaukie Policies

- a) Ensure that new development supports better transportation connectivity through the Central Milwaukie district, especially for pedestrians and cyclists. Increased connectivity should include pedestrian and bicycle improvements through the Milwaukie Marketplace shopping center.
- b) Enhance Highway 224 intersections to increase the safety and comfort for pedestrians and cyclists traveling on cross streets. Implement these safety improvements through the Transportation Systems Plan.
- c) Ensure buildings and sites are designed to support a pedestrian-friendly streetscape and establish a storefront environment along key streets as set out in the Central Milwaukie Land Use and Transportation Plan.
- d) Manage the bulk and form of buildings to provide a transition between Central Milwaukie and adjacent areas with a lower density residential comprehensive plan designation.
- e) Broaden the scope of the Central Milwaukie Land Use and Transportation Plan to include the Milwaukie Market Place, Providence Hospital, and the Hillside Development.

3. Neighborhood Mixed Use (NMU) Policies

- a) Provide opportunities for a mixture of neighborhood commercial services and housing which are well-connected to the surrounding neighborhoods by sidewalks and bikeways.
- b) Ensure that development is designed to minimize impacts to surrounding residential areas through appropriate setbacks, building placement, buffers, and landscaping.
- c) Require that new development connect to surrounding neighborhoods for pedestrians and others using active transportation modes to travel to and within the district.
- d) Ensure that new mixed use and commercial buildings provide a commercial storefront environment with sidewalks and amenities appropriate to create an active, pedestrian-focused streetscape.
- e) Ensure that new development is designed to create a transition to adjoining residentially zoned properties in terms of height, massing, and building form.

4. **Neighborhood Hubs Policies** (outside of NMU areas)
 - a) Provide opportunities for the development of neighborhood commercial services and the provision of amenities and gathering places for residents of the surrounding area.
 - b) Ensure that new development projects are at a scale that fits with the height, bulk and form of development that have been historically permitted in the neighborhood.
 - c) Ensure new development contributes to a pedestrian friendly environment along the property frontage, recognizing that a storefront environment is not mandatory in a neighborhood hub setting.
 - d) Encourage development of multi-season outdoor seating areas and pedestrian plazas.
 - e) Provide for a high level of flexibility in design and incentives to accommodate a variety of start-up uses and explore innovative techniques for waiving or deferring full site development and parking requirements.
 - f) Provide a process to allow start-up and temporary uses that take advantage of incentives and deferral programs to make a smooth transition to status as a permanent use.
5. **North Milwaukie Innovation Area Policies**
 - a) Provide opportunities for a wide range of employment uses including manufacturing, office, and limited retail uses, as well as mixed-use residential in the area close to the Tacoma Station Area.
 - b) Ensure that the design of new development and redevelopment projects contribute to a pedestrian friendly environment within the Tacoma Station Area.
 - c) Provide for active transportation connections throughout the NMIA.
 - d) Implement provisions of the North Milwaukie Innovation Plan.
6. **International Way Business District Policies**
 - a) Provide flexibility to allow a wide variety of employment uses including industrial, research, office, and limited commercial in the district.
 - b) Protect natural resources in the district including Minthorn Natural Area and the waterways that connect to it. Daylight the creek where feasible.
 - c) Require landscaping along street frontages in the district.
 - d) With redevelopment, provide pedestrian and active transportation improvements through the district.
 - e) Work to ensure that the district is well-served by transit or micro-transit and that transit stops and shelters are safe, comfortable, and easy to access.
7. **Corridors Policies**
 - a) Provide opportunities for higher intensity development in areas within walking distance of frequent transit service.
 - b) Ensure that design standards require direct pedestrian connections to the closest transit line.
 - c) If new development includes a commercial component, require a storefront design.
 - d) Ensure that all new development contributes to a safe, well-connected, and attractive pedestrian environment.
 - e) Maintain development and design standards that provide for a transition in development intensity between the development site and adjoining areas designated or planned for lower density residential uses.
8. **Regional Center Policies**
 - a) Develop and adopted a planning framework and zoning for the Clackamas Regional Center recognizing that this area is within the area subject to the Milwaukie Urban Growth Management Agreement and will eventually be annexed to the City.
 - b) Within the Regional Center:
 - Provide for high-intensity development to accommodate projected regional increases in housing and employment, including mixed-use development;

- Provide for and capitalize on high-quality transit service;
- Allow for a mix of land uses to support public transportation and bicycle and pedestrian usage;
- Provide for the open space and recreation needs of residents and employees of the area; and
- Support a multimodal street network.

Goal 2 - Livability. Enhance livability by establishing urban design concepts and standards that help improve the form and function of the built environment.

1. Policies to promote a great **Pedestrian Environment**:
 - a) Prioritize enhancement of the environment for pedestrians and people using other active transportation modes when expending public funds on street improvements.
 - b) Require new development and public improvements to be designed in a manner that contributes to a comfortable and safe environment for everyone, including pedestrians and other non-motorized users in the public right-of-way.
 - c) Enhance pedestrian spaces through adequate landscaping, trees, public art, and amenities such as benches and lighting.
 - d) Encourage small-scale storefront retail to be developed along street frontages in commercial and mixed-use districts.
 - e) Provide for pedestrian connectivity and access by other active transportation modes.
 - f) Use urban design features to reduce trips or slow traffic through areas where pedestrian safety is especially a concern, e.g. NMU districts and neighborhood hub areas.
 - g) To enhance the pedestrian experience, explore opportunities for woonerf and living street designs in areas with appropriate traffic volumes.
 - h) Provide a regularly scheduled review process that evaluates pedestrian comfort, safety, and accessibility using the best available science.
2. Policies for **Parking**-related design:
 - a) Establish parking standards that rely on higher levels of active transportation and increased use of transportation demand management programs to achieve community design patterns that are more sustainable.
 - b) As opportunities arise, encourage redevelopment of existing parking lots or conversion of parking lots for other uses.
 - c) In the town center, buffer parking lots from the pedestrian environment with a combination of landscaping, stormwater facilities, public art, or decorative walls.
 - d) Provide on-street parking on frontages that have commercial storefronts.
 - e) Restrict off-street parking between the public sidewalk and the front of any new commercial retail or mixed-use building.
 - f) Anticipate and plan for the conversion of parking spaces into pick-up/drop-off areas as use of shared modes of transportation (ride share, autonomous vehicles, micro-transit, etc.) grows in the community.
 - g) Require canopy trees and swales in parking lots to reduce stormwater runoff and better manage urban temperatures.
 - h) Prioritize pedestrian and bicycle safety over parking convenience to minimize conflicts between modes.
3. Policies to enhance **integration of the Urban and Natural Environment**:
 - a) Maintain landscaping design standards that require landscape plan approval as part of the development review process.
 - b) Use the landscape plan review process to ensure that new development provides tree canopy cover consistent with city urban forestry objectives and to achieve better habitat connectivity throughout the City.

- c) Allow for vertical landscaping or green roofs to substitute for ground landscaping in situations where sites are constrained and there is a public benefit associated with the project.
 - d) Require street trees consistent with urban forestry goals and to provide pollinator highways.
 - e) Utilize green infrastructure (bioswales, rain gardens, pervious pavement, and green roofs) to minimize impervious surfaces and to capture and treat stormwater on site.
 - f) Where appropriate, integrate natural features such as trees, creeks, wetlands, and riparian areas into the site planning process while also ensuring that designated natural resources are protected and conserved.
 - g) Daylight creeks and drainages where possible.
4. Policies for the design of **Public Spaces**:
- a) Provide clear standards for the design and improvement of public spaces and streets as set forth in design objectives of adopted project plans or special area plans.
 - b) Design streets to provide for the equitable allocation of space for different modes including pedestrians, bicycles, and transit.
 - c) Provide multi-season seating in public spaces where people are intended to gather. Areas of public seating should have access to direct sunlight and shade as well as options for rain protection.
5. Policies to promote **Community Character**:
- a) Limit the size and display characteristics of commercial signage, especially along Highway 224 and Highway 99E.
 - b) Where feasible, design of buildings should include views and orientation toward the Willamette river or other waterways.
 - c) Encourage green buildings through a program that allows extra building height with the development of a green building.
 - d) Ensure that policies and codes related to urban design are consistently and regularly enforced.

Goal 3 - Process. Provide a clear and straight forward design review process for development in Milwaukie along with incentives to achieve desired outcomes.

- 1. Use a two-track **Design Review** process to ensure that new development and redevelopment projects are well designed. Provide a clear and objective set of standards as well as an optional, discretionary track that allows for greater design flexibility provided design objectives are satisfied.
- 2. Ensure that a **clear and objective process** is available for all needed housing types that is well designed, provides adequate open space, and fits into the community, while offering an alternatives discretionary path for projects that cannot meet these standards.
- 3. Expand **incentives** and refine development standards that help to:
 - a) Provide flexibility for commercial use of existing residential structures within Neighborhood Hubs and Neighborhood Mixed Use districts.
 - b) Provide flexibility for the types of uses permitted as home occupations where it can be demonstrated that the home occupation will help meet the daily needs of residents in the surrounding neighborhood.
 - c) Consider the use of vertical housing tax abatements and other financial tools to encourage development in Neighborhood Hubs
- 4. Require that **comprehensive plan amendment applications** address the following guidelines when the amendment would increase the intensity and/or density of an area:
 - a) High density districts should be:
 - i. Served by a collector or arterial street or if served only by a local street system, within ¼ mile of frequent transit or a regional trail; and
 - ii. Within ¼ mile of a park or school; and

- iii. Within ¼ mile of commercial services
- b) Medium density districts should be:
 - i. Served by a collector or arterial street or if served only by a local street system, within ¼ mile of an arterial, frequent transit or a regional trail; and
 - ii. Within ¼ mile of a park
 - iii. Within ¼ mile of commercial services
- c) Mixed use districts should be:
 - i. Served by a collector or arterial street or if served only by a local street system, within ¼ mile of frequent transit or a regional trail; and
 - ii. Within ¼ mile of a park or school

Geographic Designations

- **Downtown Milwaukie** is part of the Milwaukie Town Center, which is a regional destination in the Metro 2040 Growth Concept.
- **Central Milwaukie** is part of the Milwaukie Town Center that serves the larger Milwaukie community with goods and services and seeks to provide opportunities for a dense combination of commercial retail, office, services, and housing uses.
- **Neighborhood Mixed Use** areas are located primarily along collector or arterial roads
- **Neighborhood Hubs** are dispersed throughout Milwaukie
- The **North Milwaukie Innovation Area** is one of the City's main employment areas that has identified redevelopment opportunities.
- The **International Way Business District** is a major employment area off of International Way and Highway 224
- **Corridors** are located along frequent transit lines.

Notes from DLC and PC:

- Include maps of Neighborhood Hubs and Corridors
- Add a hub location at the northwestern corner of Railroad Avenue and Stanley.

Draft Urban Design and Land Use Policies – August 6 Council Version

Includes input from 6/17 CPAC meeting, 7/9 PC meeting, and 7/15 DLC meeting

Goal 1 - Design: Use a design framework that considers location and development typology to guide urban design standards and procedures that are customized by zoning district.

1. Downtown Milwaukie Policies

- a) Allow for a variety of dense urban uses in multi-story buildings that can accommodate a mix of commercial, retail, office and higher density residential uses.
- b) Provide a high-quality pedestrian environment that supports excellent access to the area's multiple transportation modes.
- ~~b)c)~~ Prioritize pedestrian access and movement in the downtown while also improving safety and access for cyclists. Establish mode split targets for alternative transportation modes.
- ~~e)d)~~ Capitalize on proximity to and views of the Willamette River and the Willamette Greenway.
- ~~e)e)~~ Ensure that buildings are designed with storefront windows and doors, weather protection, and details that contribute to an active, pedestrian oriented streetscape.
- f) Ensure that standards and guidelines implement a well-defined design vision for the downtown that has been vetted by the community.
- ~~e)g)~~ Support establishments that provide commercial services and amenities for downtown residents and employees.

2. Central Milwaukie Policies

- a) Ensure that new development supports better transportation connectivity through the Central Milwaukie district, especially for pedestrians and cyclists. Increased connectivity should include pedestrian and bicycle improvements through the Milwaukie Marketplace shopping center.
- b) Enhance Highway 224 intersections to increase the safety and comfort for pedestrians and cyclists traveling on cross streets. Implement these safety improvements through the Transportation Systems Plan.
- c) Ensure buildings and sites are designed to support a pedestrian-friendly streetscape and establish a storefront environment along key streets as set out in the Central Milwaukie Land Use and Transportation Plan.
- d) Manage the bulk and form of buildings to provide a transition between Central Milwaukie and adjacent areas with a lower density residential comprehensive plan designation.
- e) Broaden the scope of the Central Milwaukie Land Use and Transportation Plan to include the Milwaukie Market Place, Providence Hospital, and the Hillside Development.

3. Neighborhood Mixed Use (NMU) Policies

- a) Provide opportunities for a mixture of neighborhood commercial services and housing which are well-connected to the surrounding neighborhoods by sidewalks and bikeways.
- b) Ensure that development is designed to minimize impacts to surrounding residential areas through appropriate setbacks, building placement, buffers, and landscaping.
- c) Require that new development connect to surrounding neighborhoods for pedestrians and others using active transportation modes to travel to and within the district.
- d) Ensure that new mixed use and commercial buildings provide a commercial storefront environment with sidewalks and amenities appropriate to create an active, pedestrian-focused streetscape.
- e) Ensure that new development is compatible with what has been historically permitted on ~~designed to~~ create a transition to adjoining residential ly zoned properties in terms of height, bulk ~~massing~~, and building form.

4. Neighborhood Hubs Policies (outside of NMU areas)

- a) Provide opportunities for the development of neighborhood commercial services and the provision of amenities and gathering places for residents of the surrounding area.
- b) Ensure that new development projects are at a scale that fits with the height, bulk and form of development that have been historically permitted in the neighborhood.
- c) Ensure new development contributes to a pedestrian friendly environment along the property frontage, recognizing that a storefront environment is not mandatory in a neighborhood hub setting.
- d) Encourage development of multi-season outdoor seating areas and pedestrian plazas.
- e) Provide for a high level of flexibility in design and incentives to accommodate a variety of start-up uses and explore innovative techniques for waiving or deferring full site development and parking requirements.
- f) Provide a process to allow start-up and temporary uses that take advantage of incentives and deferral programs to make a smooth transition to status as a permanent use.

5. North Milwaukie Innovation Area Policies

- a) Provide opportunities for a wide range of employment uses including manufacturing, office, and limited retail uses, as well as mixed-use residential in the area close to the Tacoma Station Area.
- b) Ensure that the design of new development and redevelopment projects contribute to a pedestrian friendly environment within the Tacoma Station Area.
- c) Provide for active transportation connections throughout the NMIA.
- d) Implement provisions of the North Milwaukie Innovation Plan.

6. International Way Business District Policies

- a) Provide flexibility to allow a wide variety of employment uses including industrial, research, office, and limited commercial in the district.
- b) Protect natural resources in the district including Minthorn Natural Area and the waterways that connect to it. [Daylight the creek where feasible.](#)
- c) Require landscaping along street frontages in the district.
- d) With redevelopment, provide pedestrian and active transportation improvements through the district.
- e) Work to ensure that the district is well-served by transit or micro-transit and that transit stops and shelters are safe, comfortable, and easy to access.

7. Corridors Policies

- a) Provide opportunities for higher intensity development in areas within walking distance of frequent transit service.
- b) Ensure that design standards require direct pedestrian connections to the closest transit line.
- c) If new development includes a commercial component, require a storefront design.
- d) Ensure that all new development contributes to a safe, well-connected, and attractive pedestrian environment.
- e) Maintain development and design standards that provide for a transition in development intensity between the development site and adjoining areas designated or planned for lower density residential uses.

8. Regional Center Policies

- a) [Develop and adopted a planning framework and zoning for the Clackamas Regional Center recognizing that this area is within the area subject to the Milwaukie Urban Growth Management Agreement and will eventually be annexed to the City.](#)
- b) [Within the Regional Center:](#)
 - [Provide for high-intensity development to accommodate projected regional increases in housing and employment, including mixed-use development;](#)
 - [Provide for and capitalize on high-quality transit service;](#)

- [Allow for a mix of land uses to support public transportation and bicycle and pedestrian usage;](#)
- [Provide for the open space and recreation needs of residents and employees of the area;](#) and
- [Support a multimodal street network.](#)

Goal 2 - Livability. Enhance livability by establishing urban design concepts and standards that help improve the form and function of the built environment.

1. Policies to promote a great **Pedestrian Environment**:

- a) Prioritize enhancement of the environment for pedestrians and people using other active transportation modes when expending public funds on street improvements.
- b) Require new development and public improvements to be designed in a manner that contributes to a comfortable and safe environment for everyone, including pedestrians and other non-motorized users in the public right-of-way.
- c) Enhance pedestrian spaces through adequate landscaping, trees, [public art](#), and amenities such as benches and lighting.
- d) Encourage small-scale storefront retail to be developed along street frontages in commercial and mixed-use districts.
- e) Provide for pedestrian connectivity and access by other active transportation modes.
- f) Use urban design features to [reduce trips or](#) slow traffic through [areas where pedestrian safety is especially a concern, e.g.](#) NMU districts and neighborhood hub areas.
- g) [To enhance the pedestrian experience, explore opportunities for woonerf and living street designs in areas with appropriate traffic volumes.](#)
- h) [Provide a regularly scheduled review process that evaluates pedestrian comfort, safety, and accessibility using the best available science.](#)

2. Policies for **Parking**-related design:

- a) [Reduce the amount of off-street automobile parking required for new development and place a greater emphasis on active transportation. Establish parking standards that rely on higher levels of active transportation and increased use of transportation demand management programs to achieve community design patterns that are more sustainable.](#)
- b) As opportunities arise, encourage redevelopment of existing parking lots or conversion of [parking](#) lots for [other uses/recreational activities](#).
- c) [In the town center, b](#)Buffer parking lots from the pedestrian environment with [a combination of landscaping, stormwater facilities, and with public art,](#) or decorative walls ~~along streets in the town center.~~
- d) Provide on-street parking on frontages that have commercial storefronts.
- e) [Limit-Restrict](#) off-street parking between the public sidewalk and the front of any new commercial retail or mixed-use building.
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- g) [Require canopy trees and swales in parking lots to reduce stormwater runoff and better manage urban temperatures.](#)
- g)h) [Prioritize pedestrian and bicycle safety over parking convenience to minimize conflicts between modes.](#)

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- a) Maintain landscaping design standards that require landscape plan approval as part of the development review process.

- b) Use the landscape plan review ~~ning~~ process to ensure that new development provides tree canopy cover consistent with city urban forestry objectives and to achieve better habitat connectivity throughout the City.
- c) Allow for vertical landscaping or green roofs to substitute for ground landscaping in situations where sites are constrained and there is a public benefit associated with the project.
- d) Require street trees consistent with urban forestry goals and to provide pollinator highways.
- e) Utilize green infrastructure (bioswales, rain gardens, pervious pavement, and green roofs) to minimize impervious surfaces and to capture and treat stormwater on site.
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- a) Provide clear standards for the design and improvement of public spaces and streets as set forth in design objectives of adopted project plans or special area plans.
- ~~a~~b) Design streets to provide for the equitable allocation of space for different modes including pedestrians, bicycles, and transit.
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- a) Limit the size and display characteristics of commercial signage, especially along Highway 224 and Highway 99E.
- b) Where feasible, design of buildings should include views and orientation toward the Willamette river or other waterways.
- c) Encourage green buildings through a program that allows extra building height with the development of a green building.
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 - a) Provide flexibility for commercial use of existing residential structures within Neighborhood Hubs and Neighborhood Mixed Use districts.
 - b) Provide flexibility for the types of uses permitted as home occupations where it can be demonstrated that the home occupation will help meet the daily needs of residents in the surrounding neighborhood.
 - c) Consider the use of vertical housing tax abatements and other financial tools to encourage development in Neighborhood Hubs
- 4. Require that **comprehensive plan amendment applications** address the following guidelines when the amendment would increase the intensity and/or density of an commercial or mixed-use area:
 - a) High density districts should be:

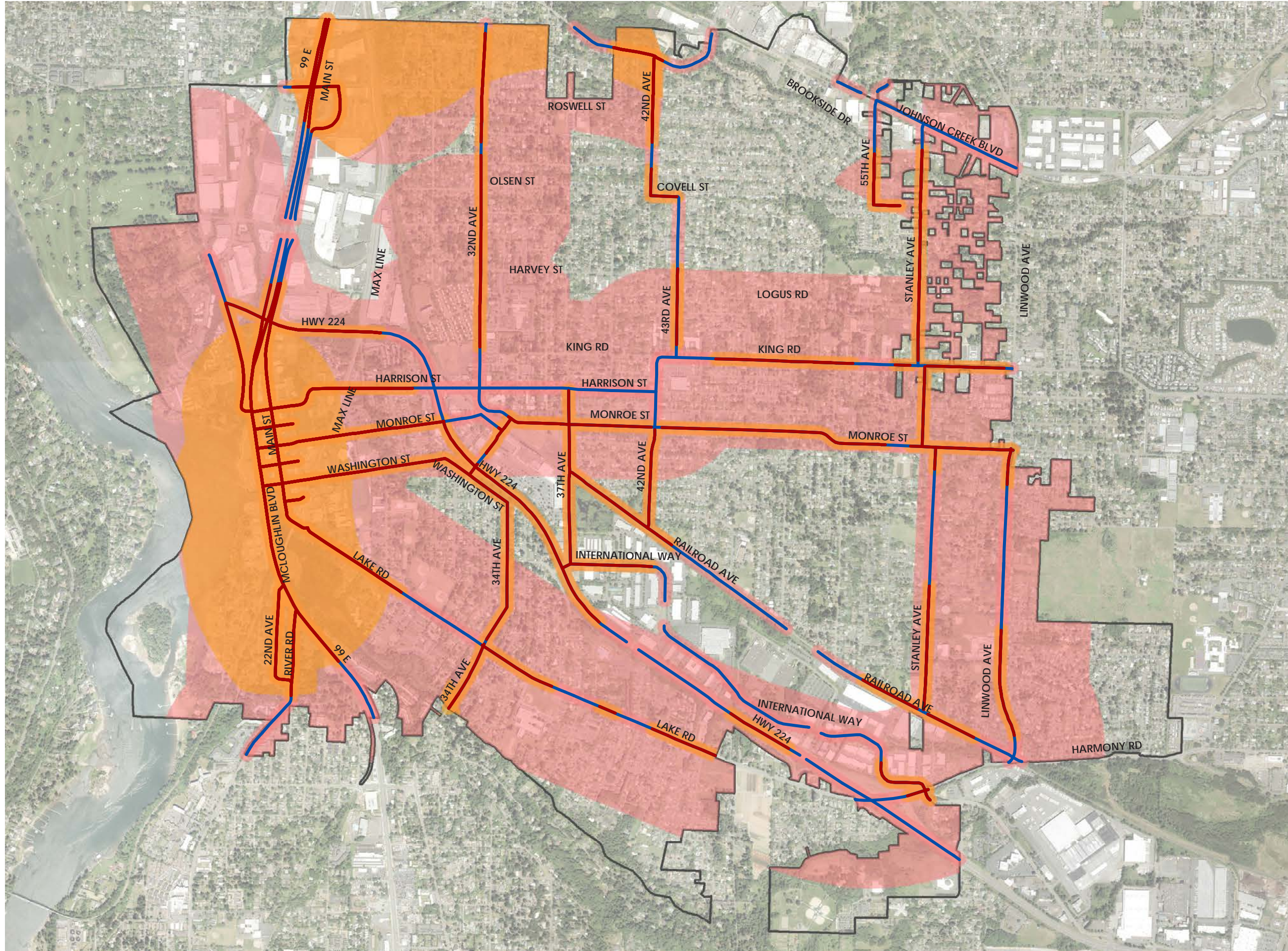
- i. Served by a collector or arterial streets or if served only by a local street system, within ¼ mile of frequent transit and/or a regional trail; and
 - ii. Within ¼ mile of a park or school; and
 - iii. Within ¼ mile of commercial services
- b) Medium density districts should be:
- i. Served by a collector or arterial streets or if served only by a local street system, within ¼ mile of an arterial, frequent transit or a regional trail; and
 - ii. Within ¼ ½ mile of a park
 - iii. Within ¼ ½ mile of commercial services
- ~~c) Low density districts should be:~~
- ~~i. Served by local, collector, or arterial streets~~
 - ~~ii. Within ½ mile of a park~~
 - ~~iii. Within ½ mile of commercial services~~
- ~~d) c) Mixed use districts should be:~~
- i. Served by a collector or arterial streets or if served only by a local street system, within ¼ mile of frequent transit or a regional trail; and
 - ii. Within ¼ mile of a park or school
 - ~~iii. Located to serve residents in the surrounding ¼ mile area~~

Geographic Designations

- **Downtown Milwaukie** is part of the Milwaukie Town Center, which is a regional destination in the Metro 2040 Growth Concept.
- **Central Milwaukie** is part of the Milwaukie Town Center that serves the larger Milwaukie community with goods and services and seeks to provide opportunities for a dense combination of commercial retail, office, services, and housing uses.
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- The **International Way Business District** is a major employment area off of International Way and Highway 224
- **Corridors** are located along frequent transit lines.

Notes from DLC and PC:

- Include maps of Neighborhood Hubs and Corridors
- Add a hub location at the northwestern corner of Railroad Avenue and Stanley.



Areas Eligible for Zone Changes to High and Medium Density

- High Density Eligibility Area
- Medium Density Eligibility Area
- High Density Eligible Collector or Arterial Streets
- Medium Density Eligible Collector or Arterial Streets
- City Boundary



CITY OF MILWAUKIE | COMPREHENSIVE PLAN UPDATE

Comprehensive Plan Update Block 3 Community Engagement Summary Report

Prepared for



Prepared by



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Overview

The City of Milwaukie is updating its Comprehensive Plan. In July 2019, the City conducted community outreach related to topic areas, called “Block 3 topics” within the planning process.

Block 3 topic areas were:

- Public Facilities
- Natural Resources and Environmental Quality
- Urban Design

For previous Comprehensive Plan topics, town hall public meetings were a successful outreach and engagement tool; coupled with focus groups, online engagement and discussion with the Comprehensive Plan Advisory Committee (CPAC). For the Block 3 topics, project staff recognized an opportunity to vary the outreach methods to help ensure additional perspectives are gained during the planning process, and to help avoid engagement fatigue among stakeholders.

Staff engaged the community through:

- Open House meeting held July 15 at the Milwaukie Public Safety Building
- Spanish-language focus group conducted July 17
- Environmental organizations focus group conducted July 16
- Online survey open July 15 – 25

This report summarizes the community feedback received during these outreach efforts. The results of the outreach will inform the Comprehensive Plan Advisory Committee (CPAC) and Milwaukie planning staff as they develop and refine the policies for these topic areas.

Methods and Reach

The objectives of the Block 3 outreach included:

- Gathering unique perspectives and expand the reach of City outreach efforts
- Varying the engagement methods used to fit in the timeline required and help avoid engagement fatigue among stakeholders
- Informing and hearing from key interest groups on topics of environmental quality, natural resources and public facilities

Reach of Block 3 outreach opportunities

50	Approximate open house attendees
178	Online survey responses
19	Focus group participants
	<ul style="list-style-type: none">• 15 Spanish-language focus group participants• 4 Environmental organization focus group participants

Participants in the open house, online survey and focus groups engaged parallel information and prompting questions regarding the Block 3 policies. Some Spanish-language focus group participants participated in the online survey. Their additional comments were captured during the focus group meeting; summarized in the topic-specific feedback sections in this report.

A crosstab comparison was completed for each survey question to see how respondents' answers differed based on their age, income, and their reported location. For each category, respondents were divided into two groups and their responses were compared.

- For age, respondents were classified as “older respondents” if they were 41 or older and classified as “younger respondents” if they were younger than 41, the median age of Milwaukie residents.
- For income, respondents were classified as having a higher income if their annual household income is \$50,000 or greater and were classified as having a lower income if their annual household income is less than \$50,000. The median annual household income of Milwaukie residents is approximately \$59,000.
- For location, respondents were divided into respondents who live or work in Milwaukie and respondents who live and work outside of Milwaukie.

Notable variations across these groups are included in the survey feedback section of each topic. Detailed graphical comparisons are included in Appendix I.

Public open house

Approximately 50 individuals participated in the public open house. The open house included four informational stations, with project staff and CPAC members available for discussion and to answer questions. Stations included information on the Comprehensive Plan Update background and process, and on each of the three Block 3 topic areas. Open house participants were invited to indicate whether they were supportive, had questions or concerns, or were unsupportive of a set of draft policy questions using colored dots and to provide their additional written feedback.

Online survey

The online survey was distributed via the City's list serve and project website. The online survey received 178 total responses. A gift card prize drawing was offered as an incentive for participation in the survey. The survey used similar questions to those posed at the open house, plus some additional questions. The online survey used Likert scales to gauge respondents' agreement with a number of policy-related topics.

Focus groups

Spanish-language group: This group included 15 Spanish-speaking Milwaukie residents. The participants have lived in Milwaukie for 11.5 years on average. The group discussed each of the questions in the online survey in more detail.

Environmental organization group: This group included a representative from four environmental agencies engaged in work locally and in the Portland-Metro area: Friends of Trees, Johnson Creek Watershed Council, North Clackamas Watershed Council, and Portland Audubon. These participants discussed and gave feedback on draft policies for the Natural Resources and Environmental Quality chapter.

Key findings and take-aways

Overall, Block 3 outreach showed strong support for the draft policies that were reviewed. In particular, tree canopy goals received support, as did bike and pedestrian connections to transit, good neighbor agreements with the Kellogg Wastewater Treatment Plant, and allowing housing in commercial areas. Other select key findings include:

- Some notable differences among survey respondents based on age, income and location:
 - Younger residents were more supportive of promoting reuse and salvage opportunities through franchise agreements compared to older respondents.
 - Lower income residents were more supportive of prioritizing hiring and support for minority and women owned businesses compared to respondents of higher income.
 - Older residents were most supportive of removing Kellogg Dam, although this was also an important priority among a large share of younger respondents.
- Spanish language outreach participants:
 - Showed an interest in promoting safety
 - Were interested in how policies on the Block 3 topics intersect with housing policy in order to expand the supply of affordable housing
- There may be opportunity to address questions and concerns apparent about potential policies that were not ranked as high priorities or where questions or confusion were apparent among focus group participants, including:
 - Expanding the capacity of the Kellogg Wastewater Treatment Plant
 - Adoption of form-based code
 - Provision of adequate parking with increased development

Who we heard from

Demographic information was collected from respondents to the online survey but not for focus group or open house participants. A summary of demographic characteristics is provided below.

Neighborhood distribution

Survey participants were asked to identify which neighborhood they live or work in. A considerable portion (23%) of respondents were from outside of Milwaukie. Additional analysis compared responses of those who indicated they are from outside of Milwaukie to those within Milwaukie.

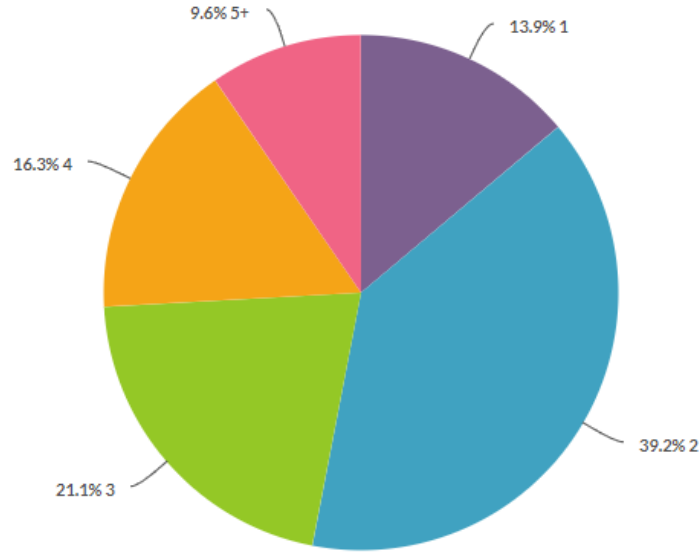
Age

The median age of survey respondents was 48. The median age in Milwaukie is 41, meaning people over the age of 41 were overrepresented in the survey sample. Only five respondents were under the age of 30.

Household Size

The most common household size was two (39%). 47% of respondents lived in households of three or more.

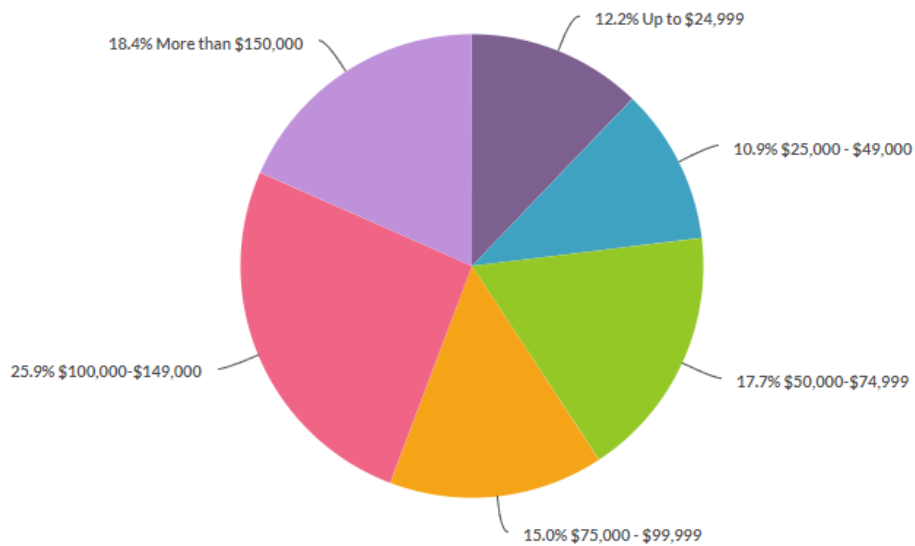
Household size of survey respondents (N=166)



Income

The online survey reached people of a wide variety of household incomes. On average, results show respondents are of higher income than the Milwaukie population. Median household income for Milwaukie residents is \$59,000. Additional analysis was completed to compare the responses of lower income people (below \$50,000) to higher income people (above \$50,000).

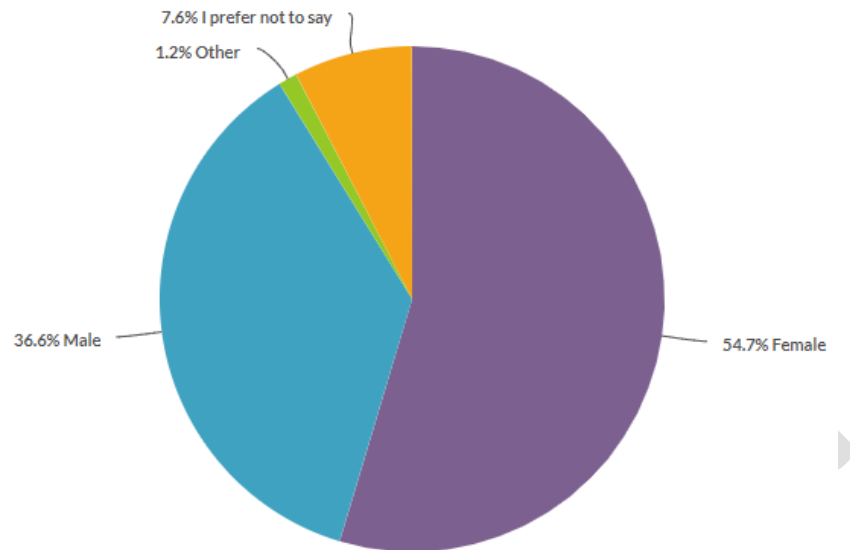
Income distribution of survey respondents (N=147)



Gender

A greater portion (55%) of survey respondents identify as female compared to male respondents (37%). About 8 percent of respondents did not share gender data.

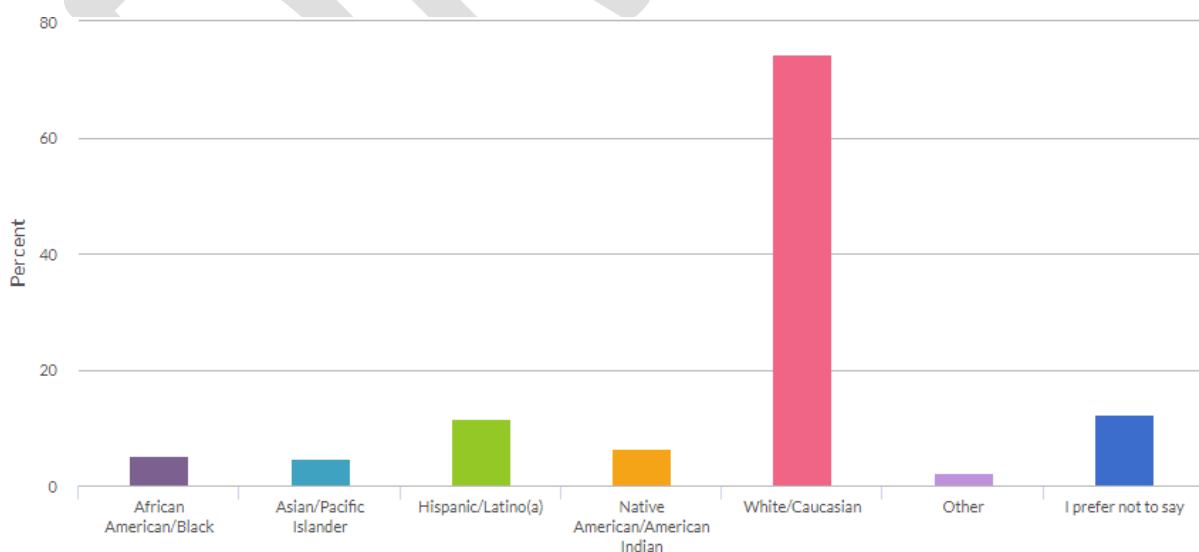
Gender identity of survey respondents (N=172)



Race and ethnicity

The second most common cultural category after White/Caucasian (74%) was Hispanic/Latino(a) at roughly 12 percent. The distribution of race and ethnicity is similar to that reported by the U.S. Census Bureau (American Community Survey, 2017, 5-year estimates) for the City of Milwaukee.

Race and ethnicity of survey respondents



Topic-specific feedback





The following section summarizes survey, open house, and focus group feedback by topic.


Public Facilities

Public Improvements

Survey Feedback:

1. The City recently began implementing a 9-year program (Safe Access for Everyone, or SAFE) that aims to improve pedestrian and bicycle connections throughout the City and remove barriers for all residents, including those with disabilities. As the City considers additional improvements to its pedestrian and bicycle facilities, where should it focus improvements? Please prioritize the following options with 1 being the most important and 4 being the least important:

Item	Overall Rank	Rank Distribution	Score	No. of Rankings
Continue providing safe access to schools	1		511	167
Connections to frequent transit service	2		433	168
Connections to established commercial areas such as Downtown Milwaukie and the Milwaukie Marketplace	3		391	168
Connections to neighborhood commercial hubs and neighborhood mixed use areas	4		352	174


Lowest Rank Highest Rank

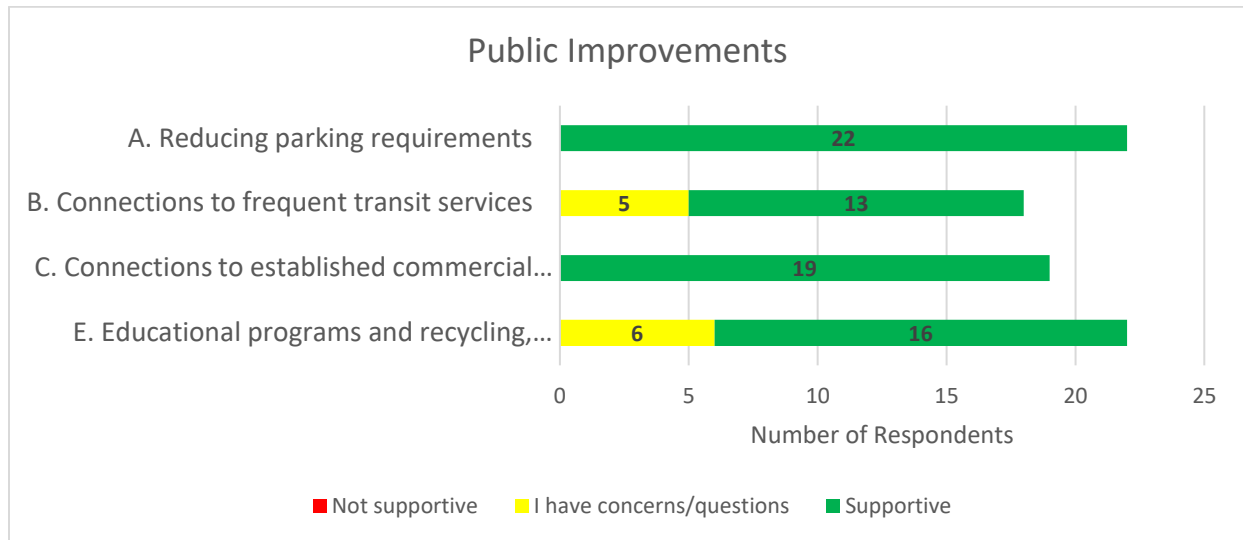
Survey respondents prioritized continuing to provide safe access to schools as a strategy to improve bike and pedestrian infrastructure. The second highest ranked strategy was to increase connections to frequent transit service.

Crosstab Comparisons:

There were no substantial differences in respondents' answers based on their age, the location of their residence, or their household income.

Open House Feedback:

Respondents at the open house were supportive of all four strategies and generally consistent with the prioritization results from the online survey.



Spanish-Language Focus Group Feedback:

Participants in the Spanish-language focus group also prioritized providing safe access to schools and spoke about specific improvements such as adding lighting, sidewalks, and speedbumps to highly trafficked alternative routes to 82nd Avenue and neighborhood connections.

Franchise Agreements

Survey feedback:

2. The City uses franchise agreements with private providers for the collection of garbage, recycling, and yard/food waste. What types of items might be included in franchise agreements to help reflect community priorities? Please prioritize the following options with 1 being the most important and 5 being the least important:

Item	Overall Rank	Rank Distribution	Score	No. of Rankings
Establish programs to reduce waste through reuse/salvage of large items	1		558	168
Educational programs on recycling, composting, and other efforts to reduce waste generation	2		531	167
Call for a transition to electric or other low-emission vehicles	3		480	169
Expand composting opportunities	4		478	162
Prioritize hiring and support for minority and women owned businesses and other equitable hiring practices	5		471	170

Lowest Rank Highest Rank

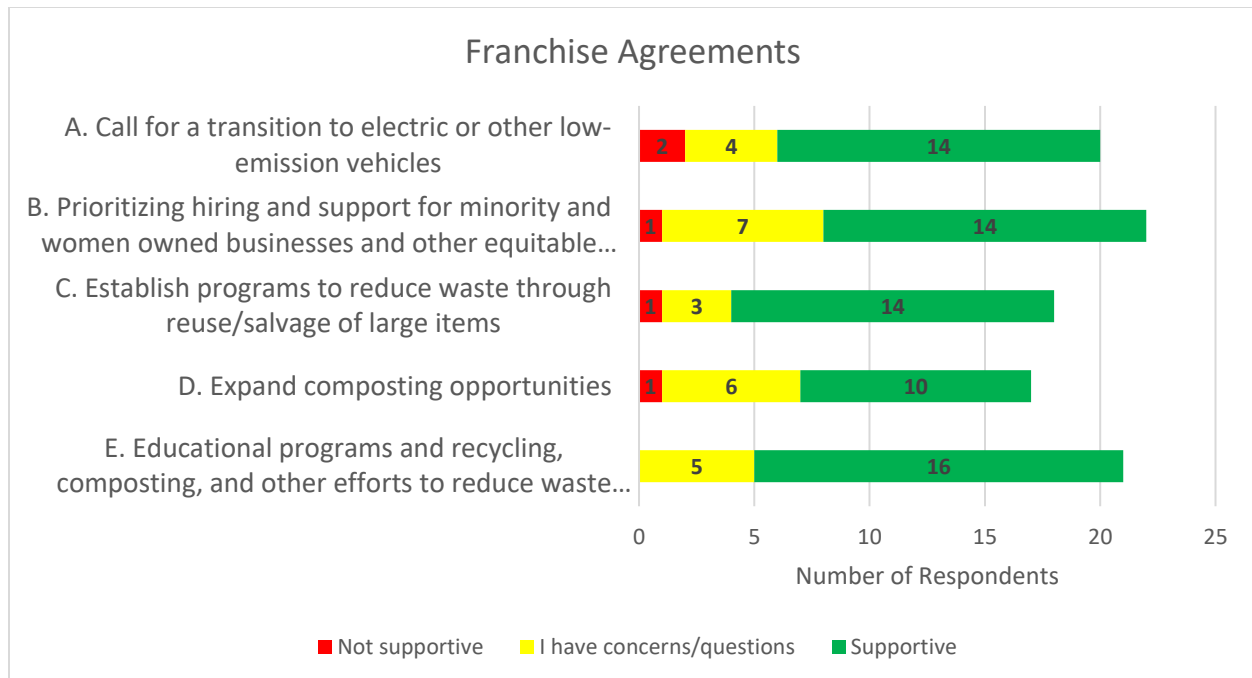
The highest-ranking item to include in franchise agreements with garbage collection providers was establishing programs to reduce waste through reuse and salvage of large items. The second highest-ranking item was educational programs on recycling, composting, and other efforts to reduce waste generation.

Crosstab Comparisons:

- Age – Respondents who were 41 or older thought prioritizing hiring and support for minority and women owned businesses and other equitable hiring practices was the least important strategy whereas respondents younger than 41 thought this was the most important strategy. Older respondents thought that establishing programs to reduce waste through reuse/salvage of large items was the most important strategy, while younger respondents thought this was the second to least important strategy.
- Location of residence – There were no substantial differences in respondents' answers based on their location of residence.
- Income – Respondents with a lower income (less than \$50,000) thought prioritizing hiring and support for minority and women owned businesses and other equitable hiring practices was the second most important priority, whereas respondents with a higher income (greater than \$50,000) thought it was the least important priority.

Open House Feedback

The responses from the open house were generally consistent with the prioritization results in the online survey.



Spanish-Language Focus Group Feedback:

Participants prioritized educational programs and workshops. They noted the importance of offering and promoting these classes in multiple languages and the opportunity that the City has to help build partnerships between garbage collection providers and Milwaukie residents through emails, the City website, newsletters, and other methods of communication and engagement.

Kellogg Wastewater Treatment Plant

Survey feedback:

3. The existing Comprehensive Plan calls for the City to “use best efforts to decommission or downsize the Kellogg Wastewater Treatment Plant” and “transition... to some other sewage treatment facility.” The City is considering revising this policy language to instead call for the continued use and improvement of the current plant. How would you prioritize the following improvements? Please prioritize the following options with 1 being the most important and 4 being the least important:

Item	Overall Rank	Rank Distribution	Score	No. of Rankings
Expansion of “good neighbor ” programs (odor control, landscaping, etc.)	1		502	166
Plant footprint reduction	2		400	164
Examine feasibility of covering/capping the plant for recreational purposes	3		388	170
Capacity expansion	4		359	158

Lowest Rank Highest Rank

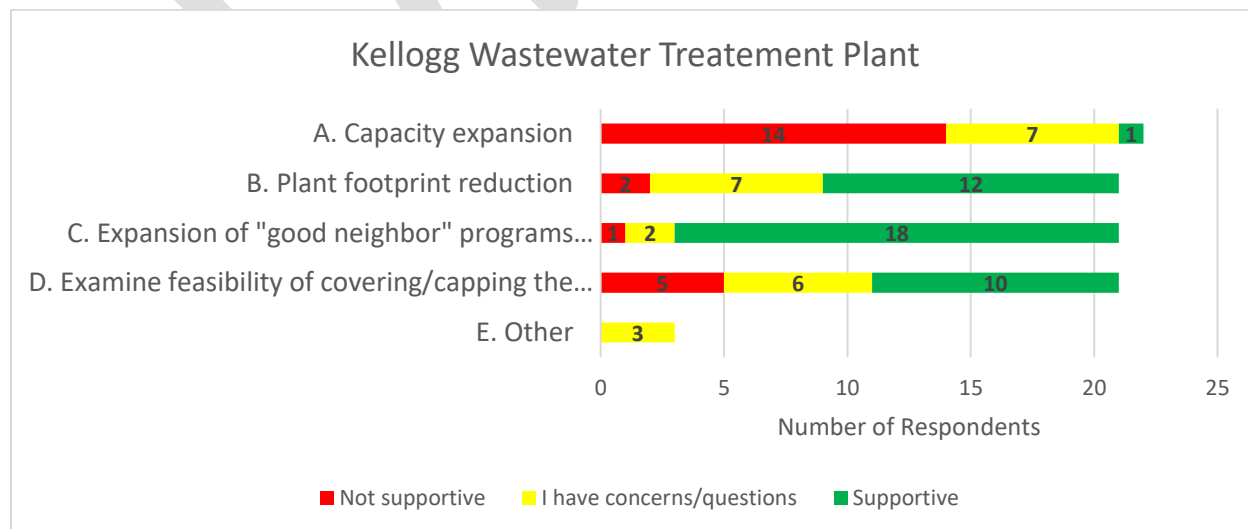
Survey respondents supported expansion of “good neighbor” programs as the best strategy for improving the Kellogg Wastewater Treatment Plant.

Crosstab Comparisons:

There were no substantial differences in respondents’ answers based on their age, the location of their residence, or their household income.

Open House Feedback:

The responses from the open house were generally consistent with the prioritization in the survey.

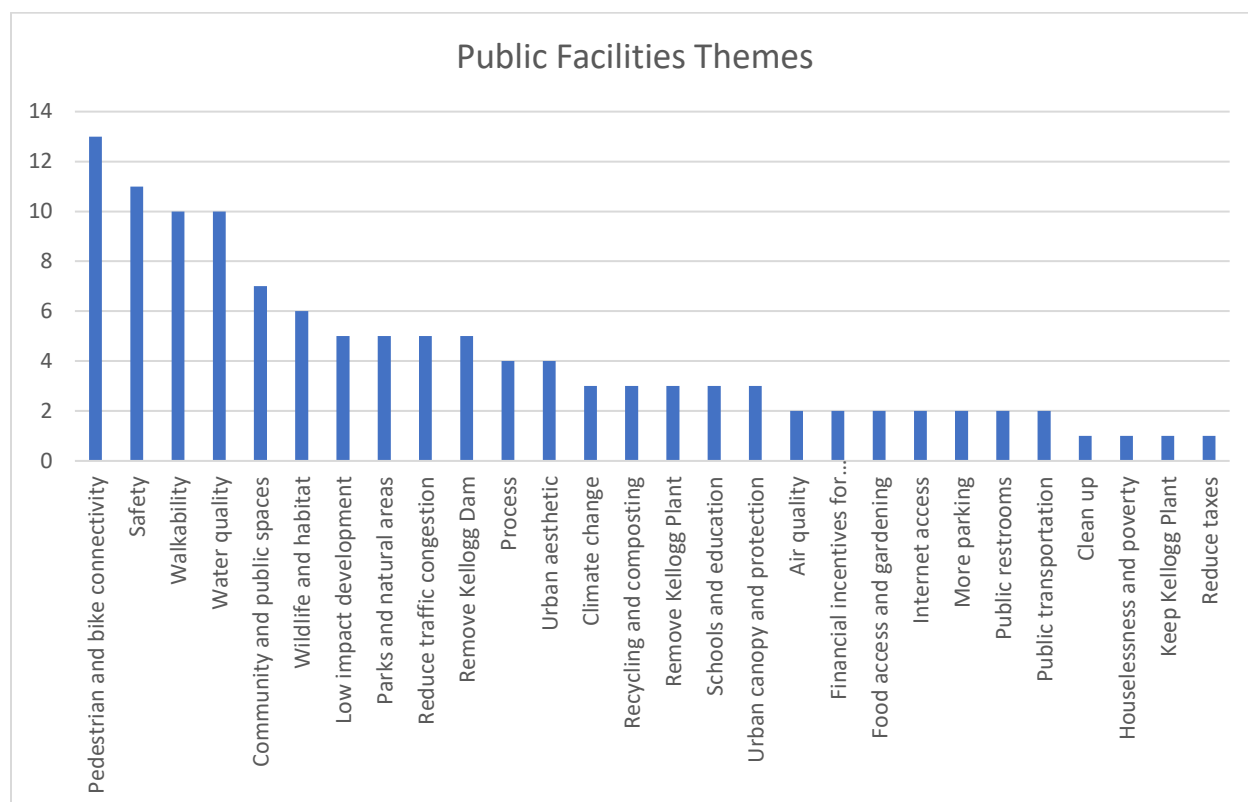


Spanish-Language Focus Group Feedback:

Participants generally agreed that they did not want to see capacity expansion of the facility, but it was more difficult to prioritize the other options as a group. Several people were not familiar with the facility because they did not utilize the waterfront area around it very much. There was some interest in covering the plant if there is a possibility to create a park on top of it.

Open Ended Feedback Related to Public Facilities

Survey feedback:



The most common theme from the open-ended public facilities survey question was pedestrian and bike connectivity. Many respondents called for more sidewalks, wider sidewalks, bike lanes and better protected pedestrian and bike lanes, and bike and pedestrian crossings over water and highways. Safety and walkability were popular themes. Respondents wanted safer walking options. Traffic speed was cited as a concern. Water quality and community and public spaces were also common themes. Many respondents advocated for removing Kellogg dam and having cleaner options for drinking and wastewater. For community and public space comments, residents mentioned the need for more usable waterfront areas, plazas, parks and farmers markets.

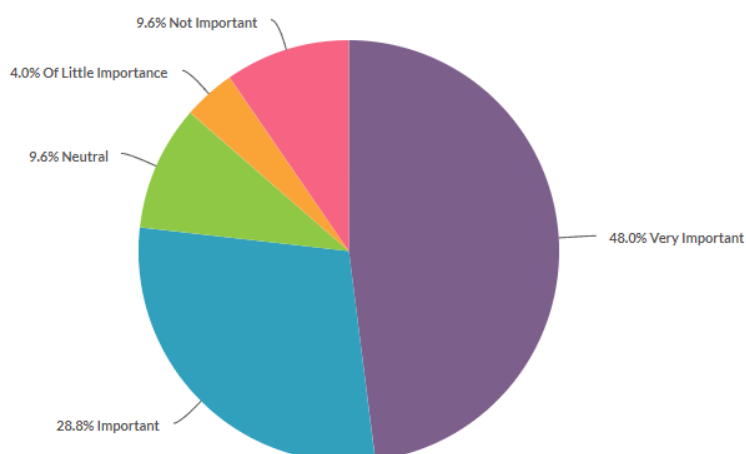
Natural Resources and Environmental Quality

Removal of Kellogg Dam

[Survey feedback:](#)

Respondent ranking of Kellogg Dam removal importance

5. Over the past two decades, the City has advocated for the removal of the Kellogg Dam in an effort to restore riparian habitat and reestablish fish passage in the Kellogg Lake area and along Kellogg Creek and other tributaries of the Willamette River. The Comprehensive Plan proposes to include a policy calling for the removal of Kellogg Dam. How would you rate this as a priority for the City of Milwaukie?



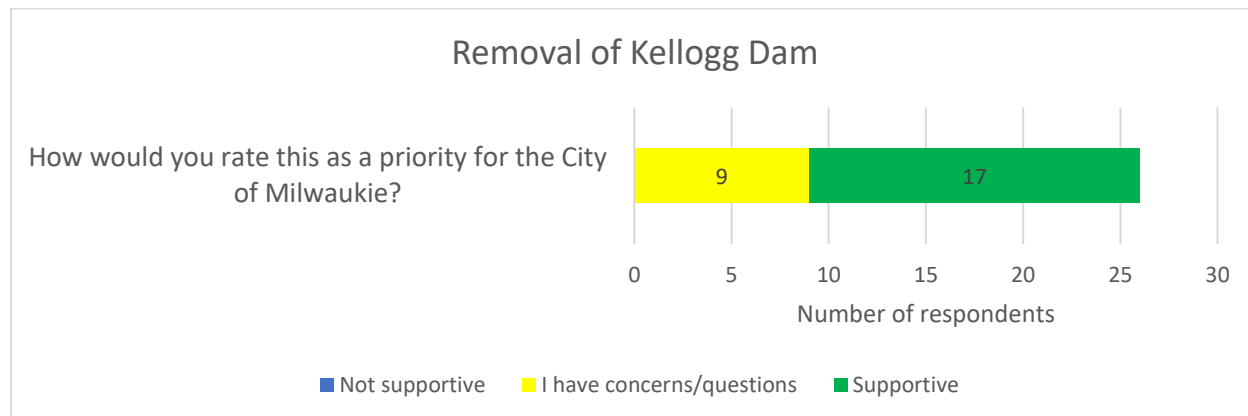
The majority of survey respondents (77%) categorized the removal of Kellogg Dam as important or very important. 13% of respondents think removal is not important or of little important. A total of 9.3% of respondents are neutral on removal.

Crosstab Comparisons:

- Age – Respondents who were 41 or older were more likely to think including a policy in the Comprehensive Plan calling for the removal of Kellogg Dam is “very important” (59% as compared to 35% of younger respondents). Respondents younger than 41 were more likely to be neutral on this policy (15% of younger respondents as compared to 8% of older respondents) or to say it was “not important” (15% as compared to 5%)
- Location of residence – There were no substantial differences in respondents’ answers based on their location of residence.
- Income – Respondents with higher incomes were more likely than respondents with lower incomes to say that this policy is “very important” (55% as compared to 35%). However, there was no substantial difference in the percentage of respondents who said that this policy was either “very important” or “important” based on their income.

Open House Feedback:

The responses from the open house were generally consistent with the prioritization in the survey, although no respondents in the open house were unsupportive of the removal, while some respondents of the survey thought the dam removal was “not important.”



Spanish-Language Focus Group Feedback:

Initially, participants did not have strong opinions regarding the removal of Kellogg Dam. After hearing more about the benefits to fish populations and habitats along the creek, the group was overall in support of removing the dam, although some wondered how the money for removal could be spent elsewhere to benefit parks or community programs.

Tree Canopy Goal

Survey feedback:

Survey respondents' priorities for achieving the tree canopy target

6. The City is proposing to include a new Comprehensive Plan policy that “supports achievement of the City’s goal of creating a 40% tree canopy by 2040,” a goal which was adopted by the City Council through the Climate Action Plan and Urban Forest Management Plan. Which of the following strategies would you support to help the City achieve the 40% tree canopy target? Please prioritize the following options with 1 being the most important and 5 being the least important:

Item	Overall Rank	Rank Distribution	Score	No. of Rankings
Focus plantings on city and other public properties	1	<div><div></div><div></div><div></div><div></div><div></div></div>	539	163
Encourage a diversity of native and climate change-suited species to increase forest resiliency	2	<div><div></div><div></div><div></div><div></div><div></div></div>	514	166
Provide additional financial or regulatory incentives for tree protection	3	<div><div></div><div></div><div></div><div></div><div></div></div>	496	165
Provide flexibility in the division of land, siting and design and buildings, and permitted housing types on private property in exchange for increased tree protection	4	<div><div></div><div></div><div></div><div></div><div></div></div>	468	163
Consider amendments to the Milwaukie Municipal Code that address preservation, protection, replacement and maintenance of trees on private property.	5	<div><div></div><div></div><div></div><div></div><div></div></div>	455	166

Lowest Rank Highest Rank

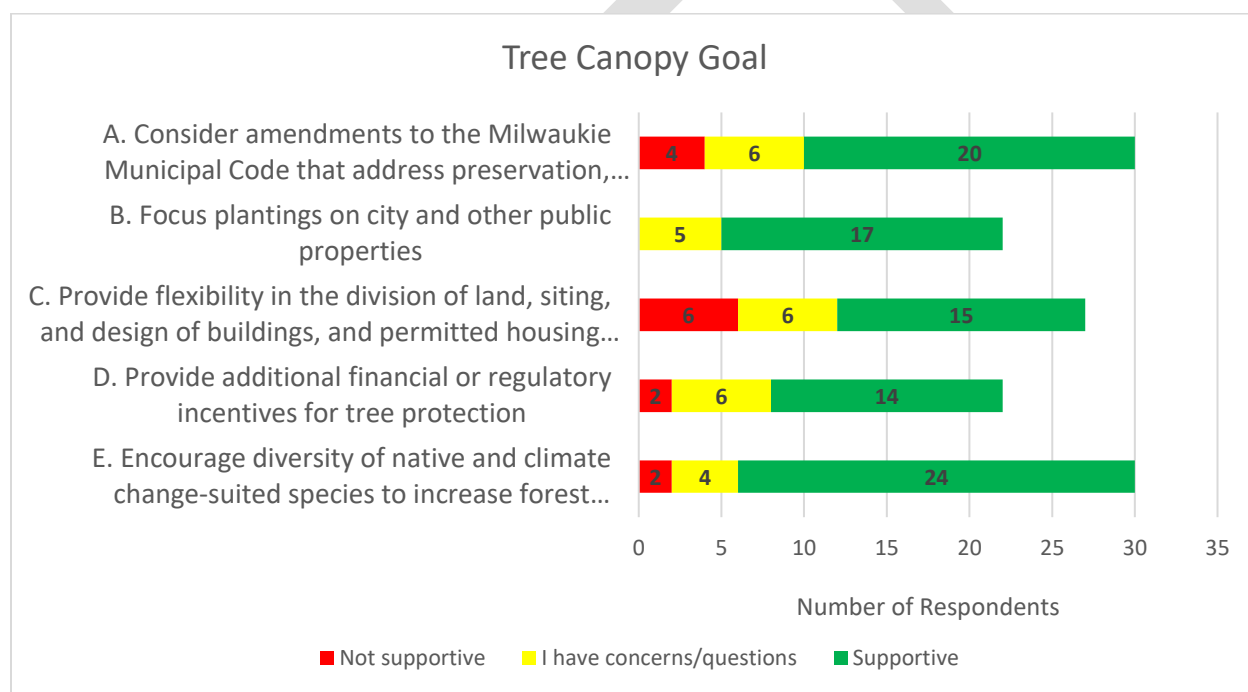
Survey respondents support focusing plantings on city and other public properties as the best strategy to achieve tree canopy goals. Respondents also rank encouraging a diversity of native and climate change-suited species as a popular strategy.

Crosstab Comparisons:

- Age – Older respondents thought providing financial or regulatory incentives for tree protection was the second most important strategy, while younger respondents thought this was the least important strategy.
- Location of residence – Respondents who live in Milwaukie thought focusing plantings on city and public property was the most important strategy, while respondents who live outside Milwaukie thought this was the second to least important strategy. Respondents who live in Milwaukie thought that considering amendments to the municipal code to improve the urban tree canopy was the least important strategy, while respondents who live outside Milwaukie thought this was the second most important strategy.
- Income – There were no substantial differences in respondents' answers based on their income.

Open House Feedback:

The responses from the open house were generally consistent with the prioritization in the survey.



Spanish-Language Focus Group Feedback:



Prioritization with the Spanish-language group differed somewhat from survey and open house results. This group expressed greatest interest in financial or regulatory incentives to not only keep trees on private property, but to add more; in particular, fruit trees. Many also supported added flexibility in the siting and design of buildings and permitted housing in exchange for increased tree protection because of the potential help this could provide to add ADUs to their properties and across Milwaukie to increase available housing.

Regulating Air and Water Quality

Survey feedback:

Survey respondents' priorities for responding to environmental quality concerns

7. The City has limited authority to regulate air and water quality (regulations are established, monitored and enforced at the state and federal level). How might the City better respond to residents' concerns about environmental quality? Please prioritize the following options with 1 being the most important and 3 being the least important:

Item	Overall Rank	Rank Distribution	Score	No. of Rankings
Coordinate with local organizations to expand monitoring of air and water quality	1		339	163
Help facilitate/develop/broker good neighbor agreements between residents and nearby businesses	2		324	160
Adopt stricter nuisance codes	3		321	169

Lowest Rank Highest Rank

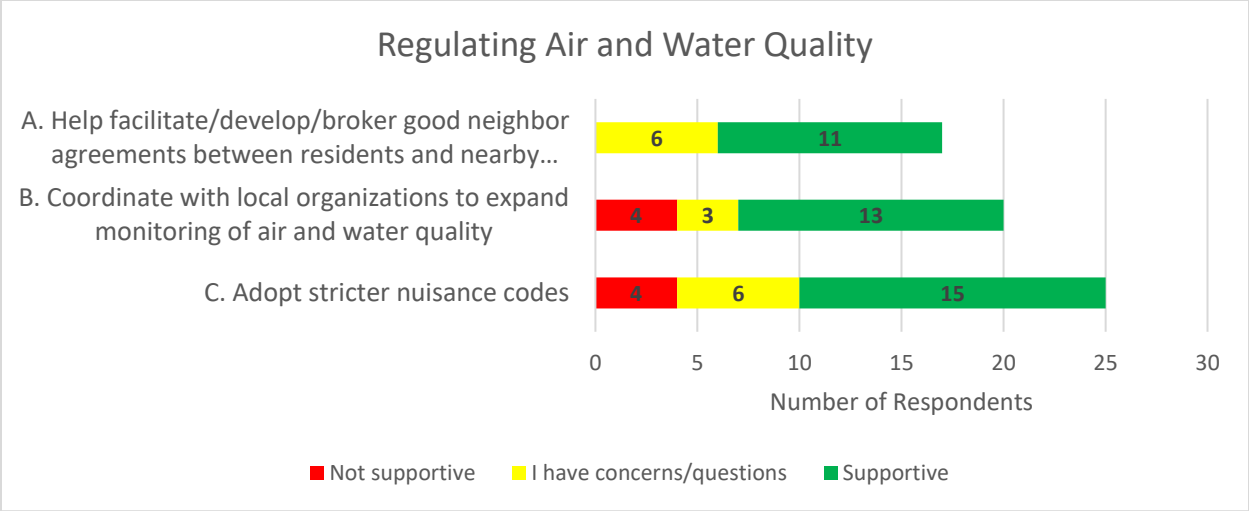
Survey respondents ranked coordinating with local organizations to expand monitoring of air and water quality as the best choice for regulating air and water quality and adopting stricter nuisance codes as the lowest priority of the three options.

Crosstab Comparisons:

- Age – There were no substantial differences in respondents' answers based on their age.
- Location of residence – Respondents who live in Milwaukie indicated adopting stricter nuisance codes was the most important strategy, while respondents who live outside of Milwaukie thought this was the least important strategy.
- Income – Respondents with higher incomes thought facilitating good neighbor agreements between residents and nearby businesses was the most important strategy, while respondents with lower incomes thought this was the least important strategy.

Open House Feedback:

The open house feedback was somewhat different from the survey respondents. Open house attendees prioritized good neighbor agreements over coordinating with local organizations, while survey respondents thought coordinating with local organizations was more important than brokering good neighbor agreements.

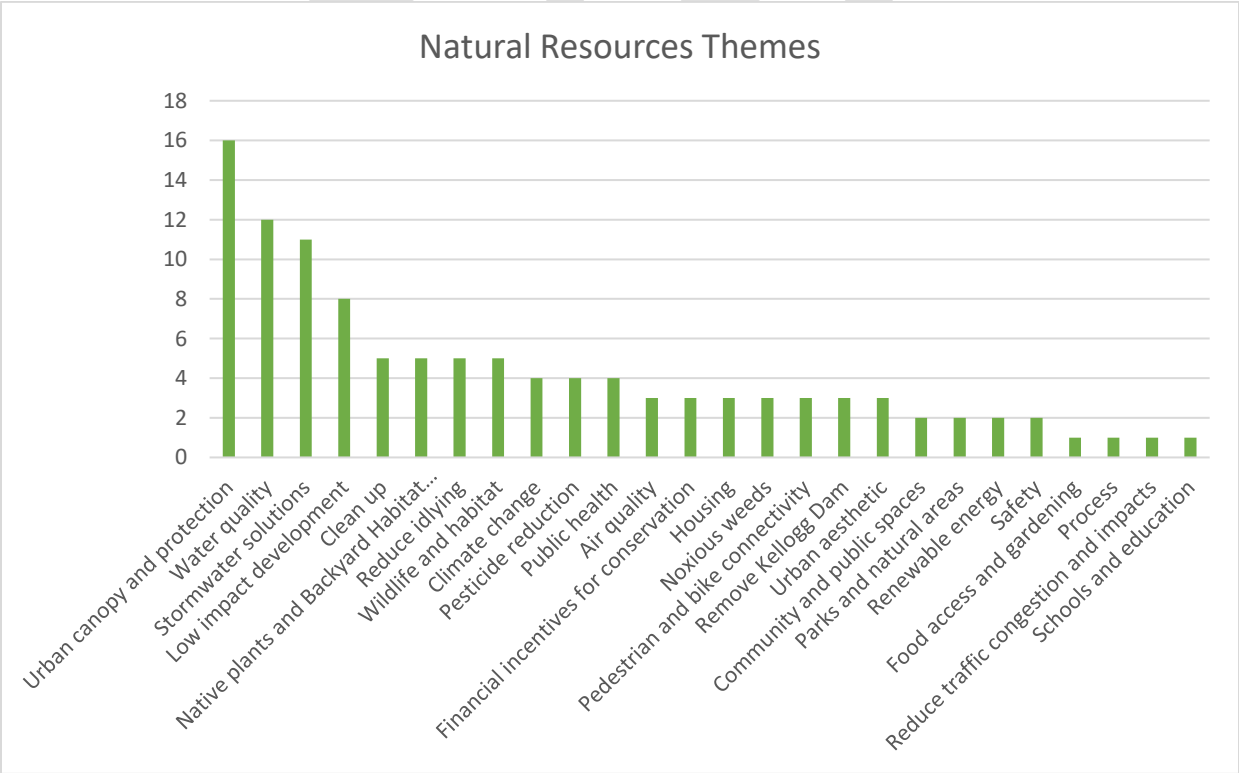


[Spanish-Language Focus Group Feedback:](#)

The discussion among the group focused on how stricter nuisance codes could help reduce pollutants while also benefiting the health and safety of local residents. For example, a stricter noise nuisance code could make construction less disruptive to nearby neighbors and result in lower levels of dust and contaminants affecting air quality and respiratory health.

[Open Ended Feedback Related to Natural Resources](#)

Survey feedback:



In the open-ended question on natural resources and environmental quality, respondents prioritized urban canopy and protection. Respondents expressed a desire for greater regulation and enforcement of tree codes. They also suggested planting trees, particularly native trees and climate-resilient trees. Respondents were also concerned about waterways with water quality and stormwater solutions. Respondents suggested restoring wetlands and local streams on private and public property. They expressed concern about developers impacting natural areas. They mentioned clear cutting on private property, burying streams, pesticide run off and building in flood plains as some of the impacts to environmental quality as the city grows.

Environmental Focus Group Feedback Related to Natural Resources

The environmental focus group included representatives from four organizations who gave feedback on draft policies on the Natural Resources and Environmental Quality chapter.

Key takeaways from this group's discussion included:

- Taking a forward-thinking approach to the policies that would help address changes that are likely to happen in the future such as the impacts of climate change and FEMA development regulations.
- Emphasizing green infrastructure over gray, or traditionally constructed, infrastructure. For example, creating swales versus installing additional pipelines, to increase capacity of stormwater management.
- Encouragement to include more ambitious language and goals knowing that the City of Milwaukie has been and can continue to be a leader in this space and help influence the policies of surrounding cities and counties.
- Ensuring that policies and subsequent codes are equitable and provide benefit to all residents, especially low-income and historically marginalized populations. Specific examples included equitable distribution of tree plantings on public land and ensuring that potential tree codes do not place additional financial burdens on low-income populations for things like assessments or pruning requirements.
- Involving environmental organizations to help broker and/or manage relationships with developers as early as possible in the development process.






Urban Design


Sustainable and Livable Development

[Survey feedback:](#)

Survey respondents' priorities for designing sustainable and livable developments

9. Do you support the following strategies aimed at designing future development and redevelopment in a more sustainable, livable manner? Please prioritize the following options with 1 being the most important and 5 being the least important:

Item	Overall Rank	Rank Distribution	Score	No. of Rankings
Improve bicycle/pedestrian connections to transit, with a focus on how to make the last leg of trips (known as "last-mile connections") more efficient.	1		633	163
Encourage conversion of underutilized surface parking lots to parks or new development, especially with wider adoption of rideshare and autonomous vehicles	2		487	157
Increase requirements for plazas and other public amenities	3		475	156
Expand queuing/loading areas for rideshare and microtransit (shuttles and minibuses)	4		390	153
Reduce parking requirements	5		369	156

Lowest Rank Highest Rank

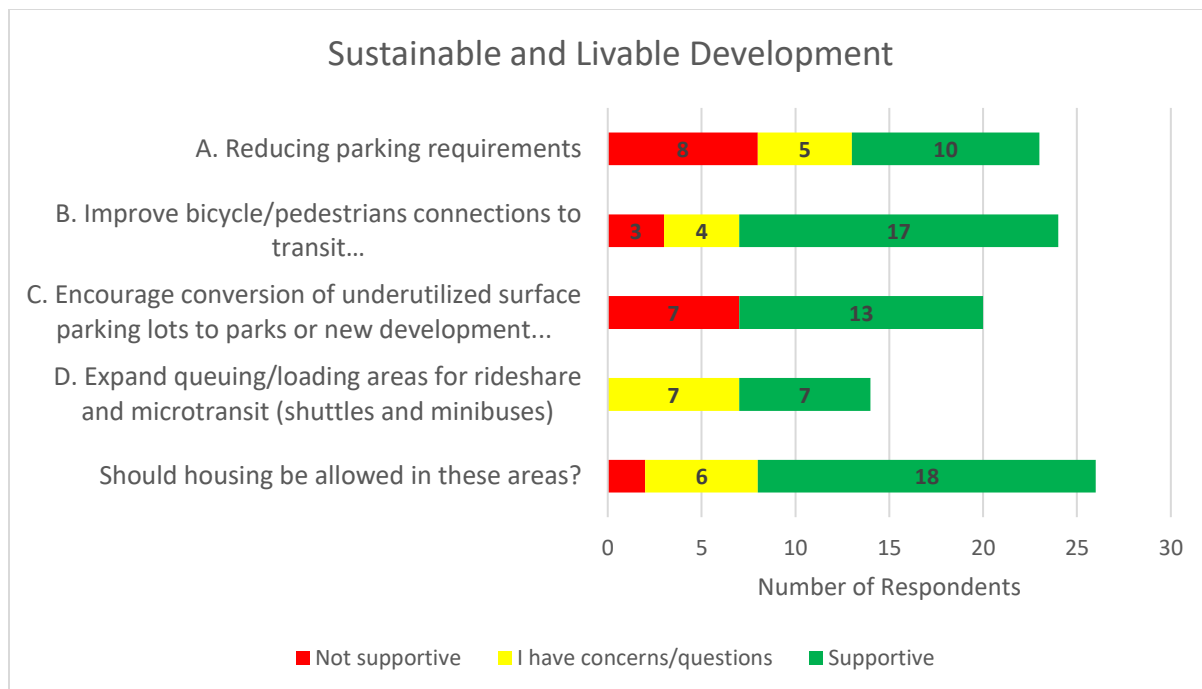
Survey respondents supported improving bicycle/pedestrian connections to transit, with a focus on how to make last mile connections more efficient. This strategy ranked substantially above other strategies.

Crosstab Comparisons:

There were no substantial differences in respondents' answers based on their age, the location of their residence, or their household income.

[Open House Feedback:](#)

Open house attendees had mixed opinions on the suggested strategies aimed at creating sustainable and livable development that did not necessarily match with the responses from the survey. Open house attendees were generally more supportive of reduced parking requirements and expanding loading areas for rideshare and microtransit than they were of encouraging the conversion of underutilized surface parking lots to parks or new development, while the reverse was true for survey respondents.



Spanish-Language Focus Group Feedback:

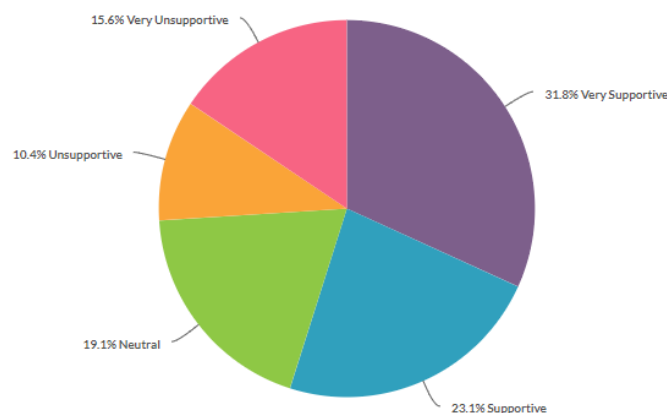
Like survey respondents, focus group participants prioritized improving bike/pedestrian connections to transit. They also supported increasing requirements for plazas and other public amenities with a specific note about adding more restrooms in public areas and parks.

Form-Based Development

Survey feedback:

Survey respondent support for form-based development codes (N=178)

10. A form-based development code relies more on regulating the physical form (height, setbacks, shape, square footage) of a structure and less on evaluating and separating specific land uses. For example, a triplex with three 800 sf units, a duplex with two 1,200 sf units, and a 2,400 sf single family home could all be permitted if they had the same general form and appearance. How supportive would you be of a form-based code?



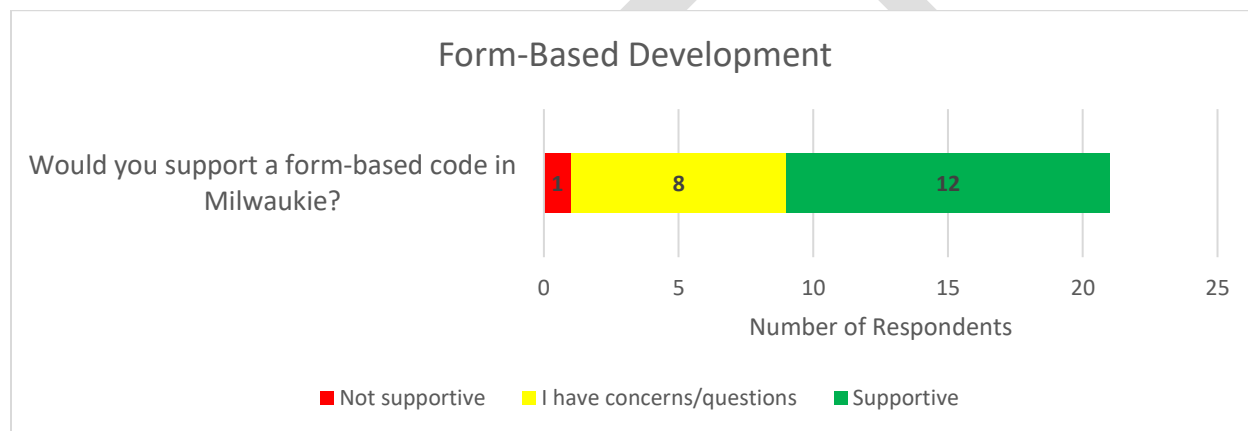
The majority of survey respondents (55%) are supportive or very supportive of form-based code while 26 percent are unsupportive or very unsupportive.

Crosstab Comparisons:

- Age – There were no substantial differences in respondents’ answers based on their age.
- Location of Residence – There were no substantial differences in respondents’ answers based on their location of residence.
- Income – Respondents with lower incomes were more likely to be “very unsupportive” of a form-based development code, but the same percentage of respondents were either “very unsupportive” or “unsupportive” of a form-based development code regardless of income.

[Open House Feedback:](#)

Open house attendees were more supportive of a form-based development code than survey respondents.



[Spanish-Language Focus Group Feedback:](#)

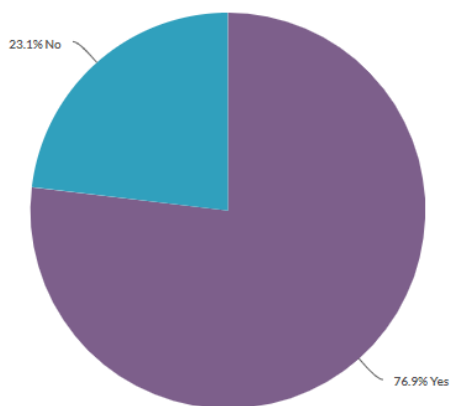
Participants had mixed feelings about a form-based code and asked a lot of clarifying questions. Many participants noted that the concept was somewhat confusing. Those who supported it did so on the understanding that this strategy would allow for more ADUs or duplexes to help address housing needs in Milwaukie.

Housing in Commercial Areas

[Survey feedback:](#)

Survey respondents' support for housing in commercial areas

11. The City has existing commercial areas (most notably the Milwaukie Marketplace) where housing is not currently permitted. Should housing be allowed in these areas?



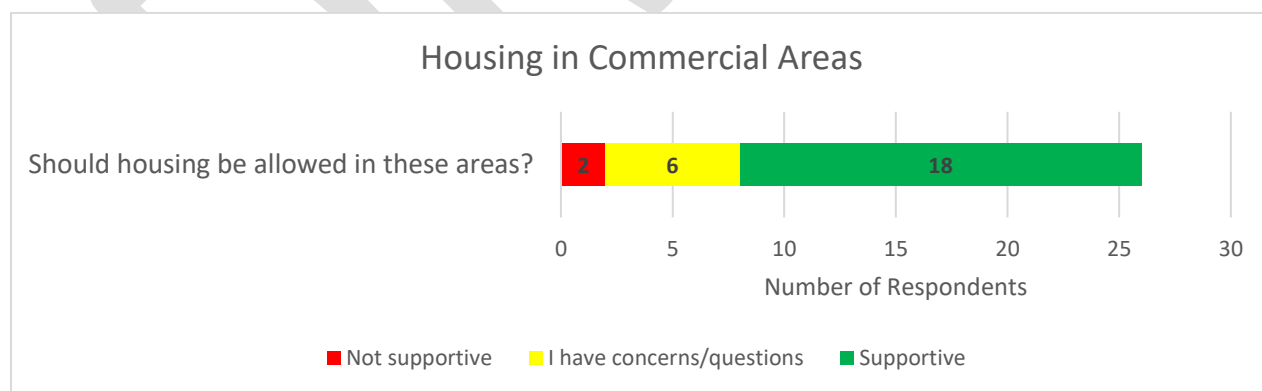
The majority of survey respondents (77%) support allowing housing in commercial areas while 22% oppose this change.

Crosstab Comparisons:

There were no substantial differences in respondents' answers based on their age, the location of their residence, or their household income.

[Open House Feedback:](#)

In general, open house attendees were more supportive of allowing housing in commercial areas where it is not currently allowed than survey respondents.

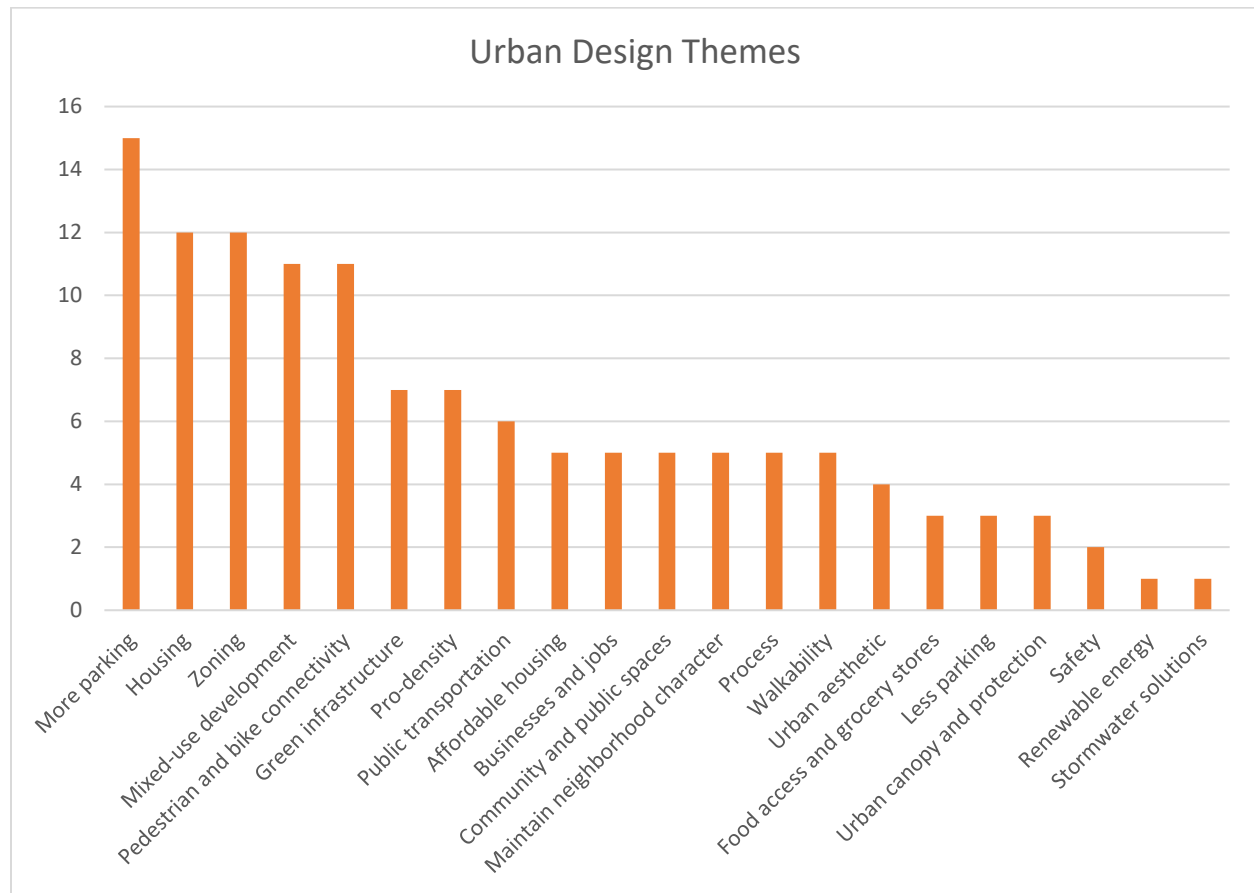


[Spanish-Language Focus Group Feedback:](#)

Participants were generally in support of allowing for housing in commercial areas. Several people noted that this was a recurring theme during the Housing Block conversations as well. Participants also spoke about a connection between housing in commercial areas and increased use of bikes and public transit.

Open Ended Feedback Related to Urban Design

Survey feedback:



The most common theme in answers to the open-ended survey question on urban design was a desire for more parking. Respondents suggested a desire for more downtown parking, underground parking, paid and timed parking and parking tied to development. In addition to more parking, comments about housing and zoning were common. A number of respondents wanted more dense housing with more diverse housing forms such as ADUs, tiny homes and housing coupled with commercial areas. Mixed-use housing and affordable housing were popular themes. Respondents were also concerned about transportation and the environment. Public transportation and pedestrian and bike connectivity were common themes. Additionally, green infrastructure was mentioned regularly.

Conclusion and next steps

City planning staff and the CPAC will finalize policies related to the Block 3 topic areas. Policies from the three Blocks as well as Housing will be compiled into the draft Comprehensive Plan to be considered by the Planning Commission and City Council.

Throughout the process to update the Comprehensive Plan, the City has seen high levels of participation and engagement with local residents. Residents have consistently expressed interest in continued involvement in city planning and implementation processes as well as educational programs to help residents fully utilize the resources provided by the City. Milwaukie also has the opportunity to continue

outreach to minority and underserved populations through methods such as the Spanish-language focus groups and live interpretation services. These efforts are appreciated by all and remove barriers to engagement for the benefit of all Milwaukie residents.

DRAFT

Appendix I: Crosstab Comparison Data

This appendix includes charts and graphs for crosstab comparisons where a substantial difference in opinion was seen based on respondents age, location of residence, or income.

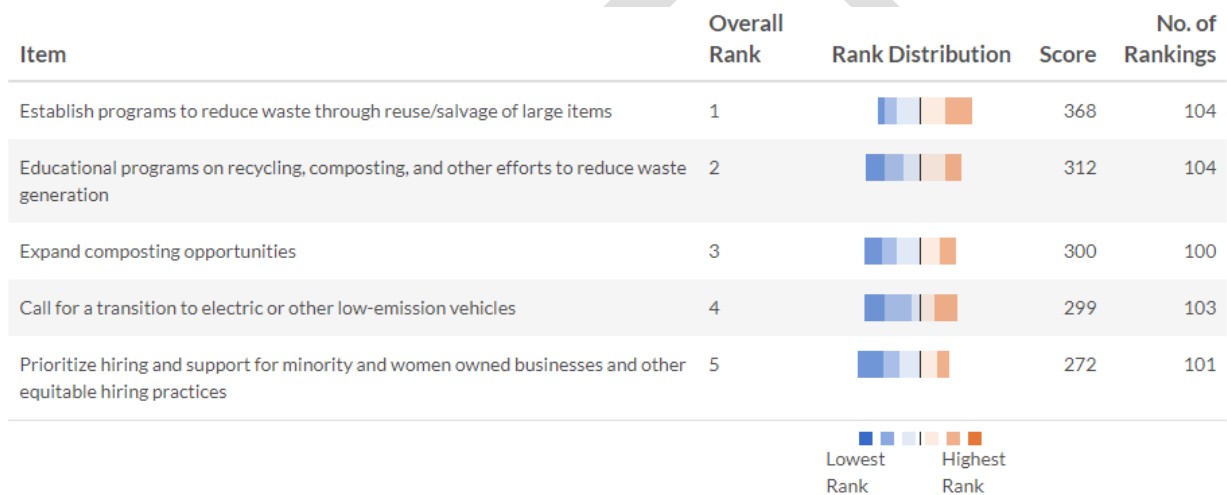
Public Facilities

Franchise Agreements

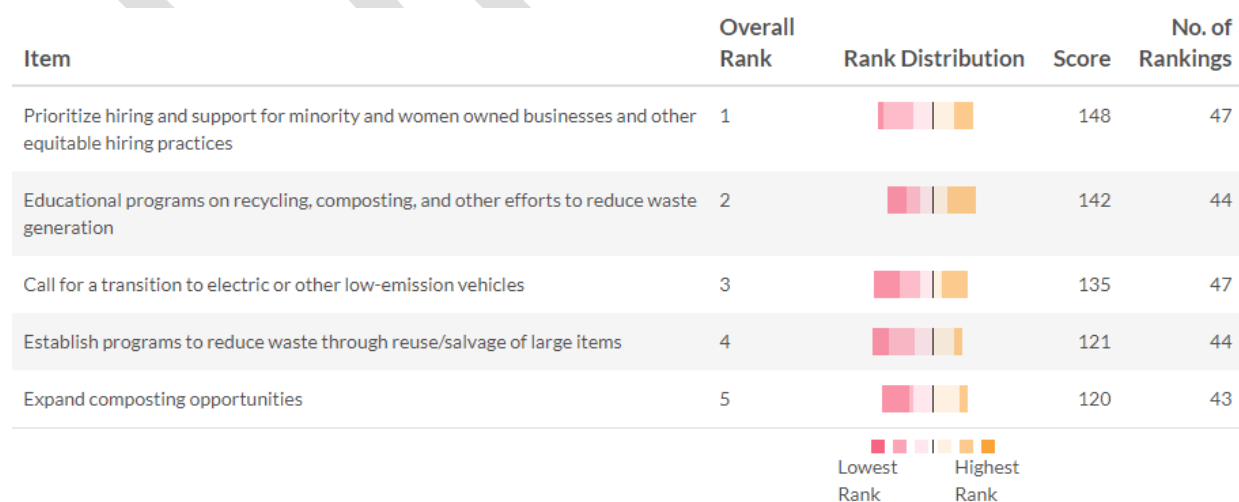
Question: The City uses franchise agreements with private providers for the collection of garbage, recycling, and yard/food waste. What types of items might be included in franchise agreements to help reflect community priorities?

Age

Older Respondents:



Younger Respondents:



Income

Respondents with higher incomes:

Item	Overall Rank	Rank Distribution	Score	No. of Rankings
Establish programs to reduce waste through reuse/salvage of large items	1		366	110
Educational programs on recycling, composting, and other efforts to reduce waste generation	2		345	111
Expand composting opportunities	3		321	108
Call for a transition to electric or other low-emission vehicles	4		308	108
Prioritize hiring and support for minority and women owned businesses and other equitable hiring practices	5		302	108

Lowest Rank Highest Rank

Respondents with lower incomes:

Item	Overall Rank	Rank Distribution	Score	No. of Rankings
Establish programs to reduce waste through reuse/salvage of large items	1		99	29
Prioritize hiring and support for minority and women owned businesses and other equitable hiring practices	2		91	32
Educational programs on recycling, composting, and other efforts to reduce waste generation	3		89	27
Call for a transition to electric or other low-emission vehicles	4		81	32
Expand composting opportunities	5		72	25

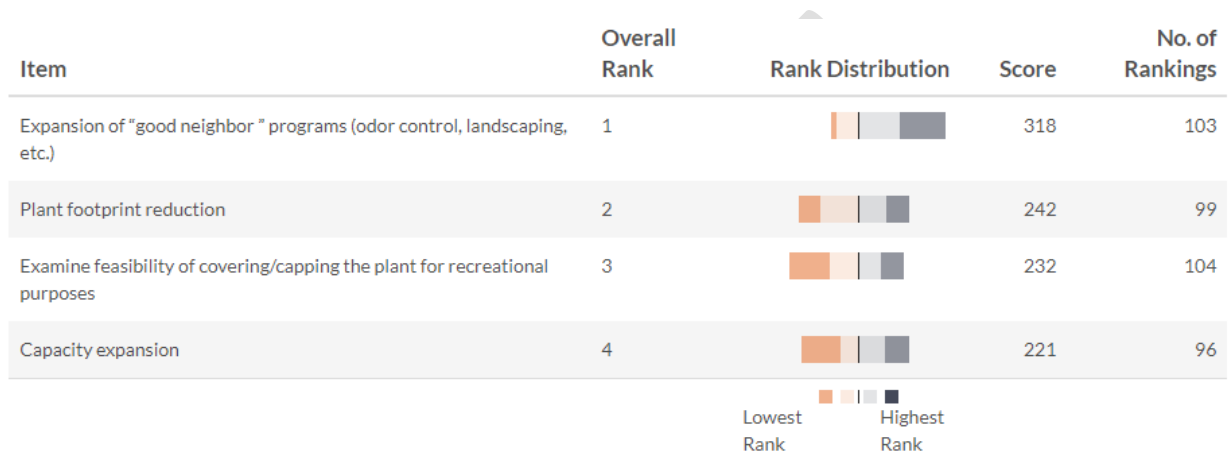
Lowest Rank Highest Rank

Kellogg Wastewater Treatment Plant

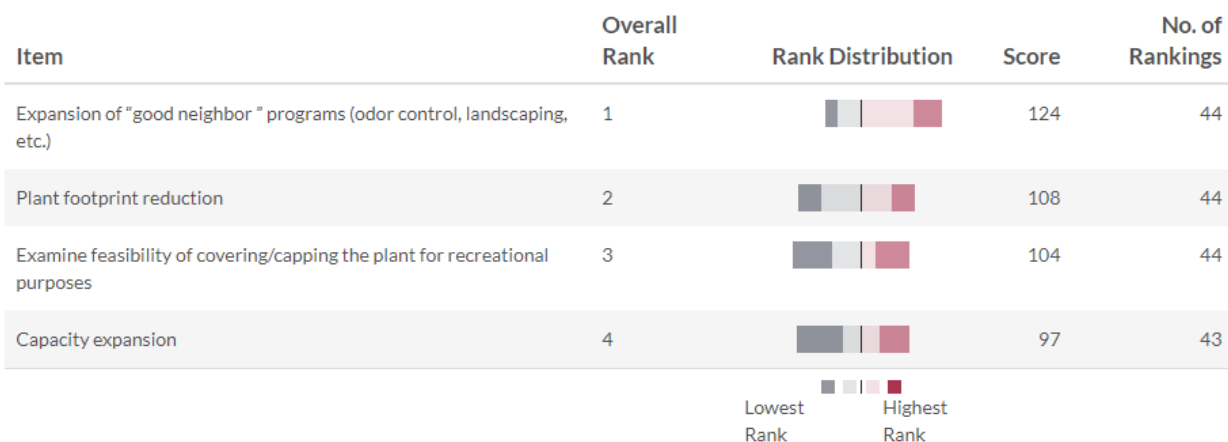
Question: The existing Comprehensive Plan calls for the City to “use best efforts to decommission or downsize the Kellogg Wastewater Treatment Plant” and “transition... to some other sewage treatment facility.” The City is considering revising this policy language to instead call for the continued use and improvement of the current plant. How would you prioritize the following improvements?

Age

Older respondents:



Younger respondents:

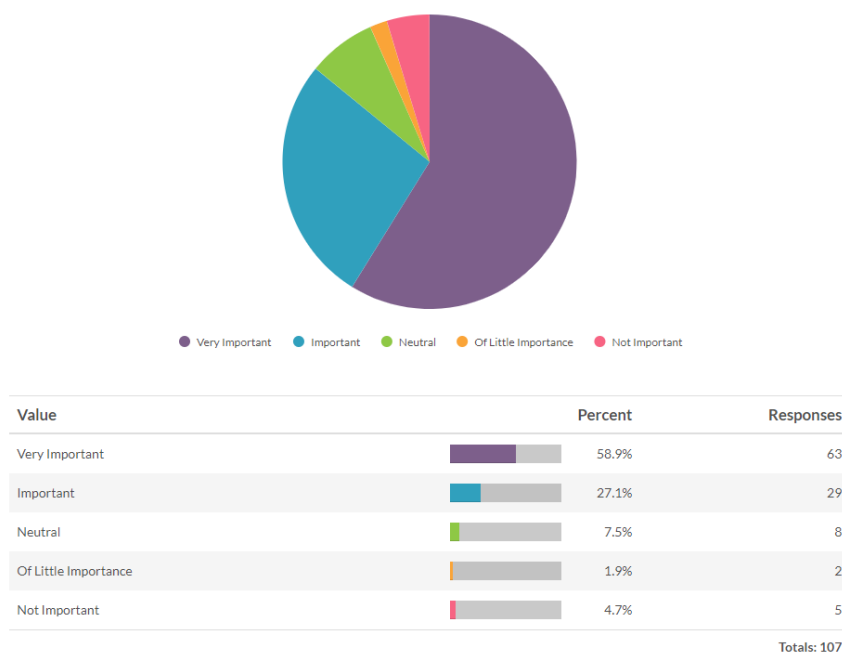


Natural Resources and Environmental Quality

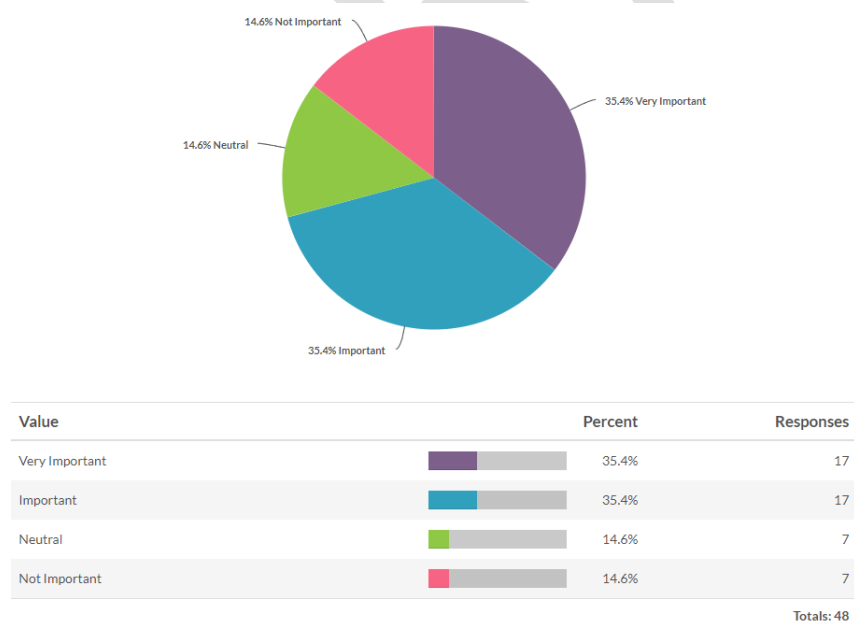
Removal of Kellogg Dam

Age

Older Respondents:

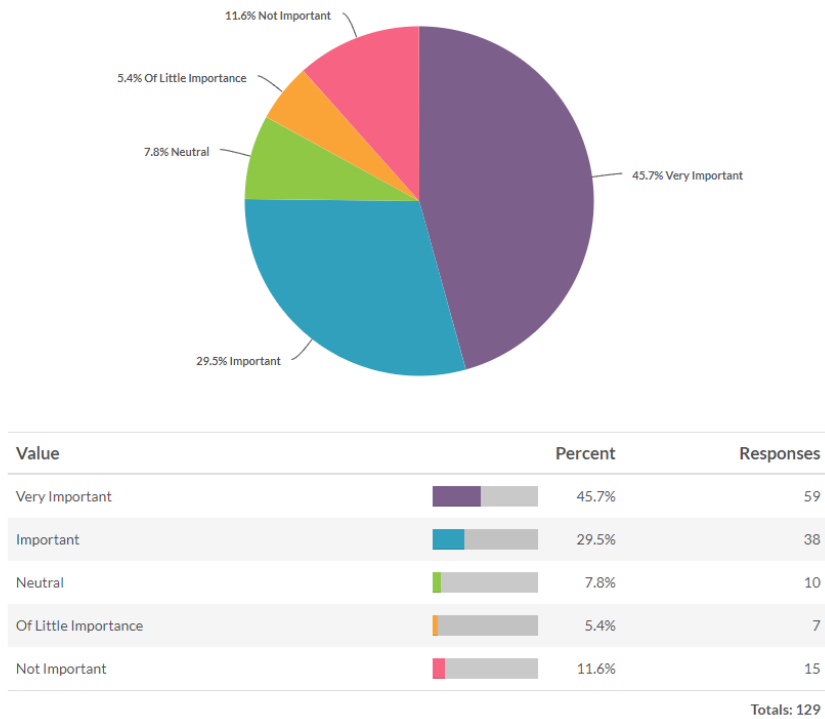


Younger Respondents:

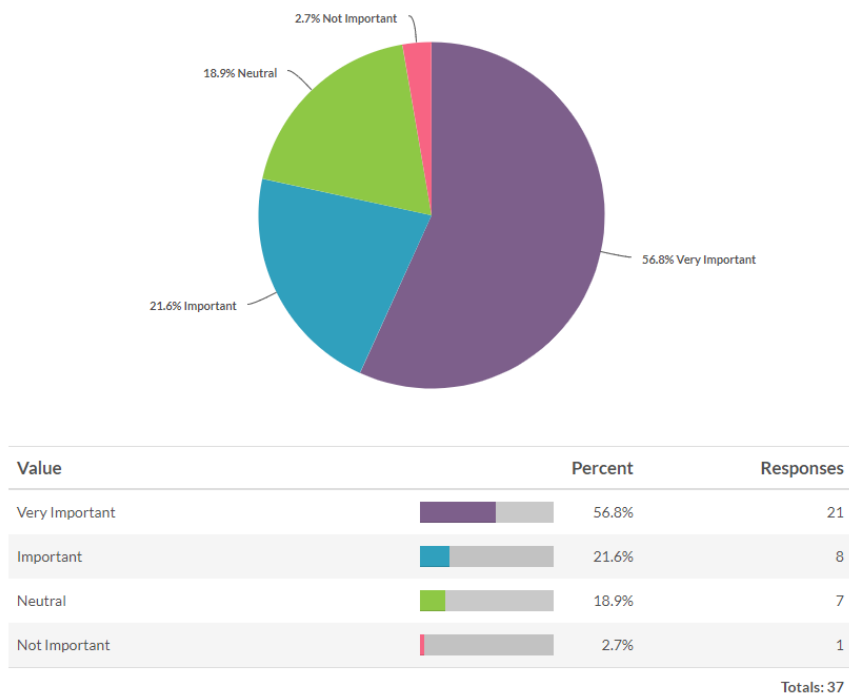


Location

Resides in Milwaukie:

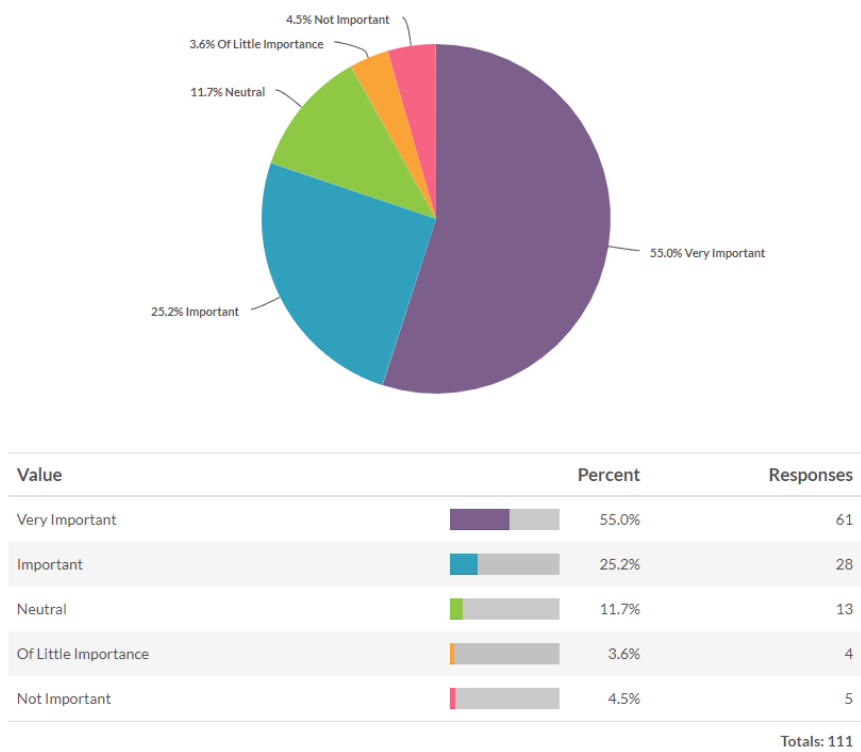


Resides outside of Milwaukie:

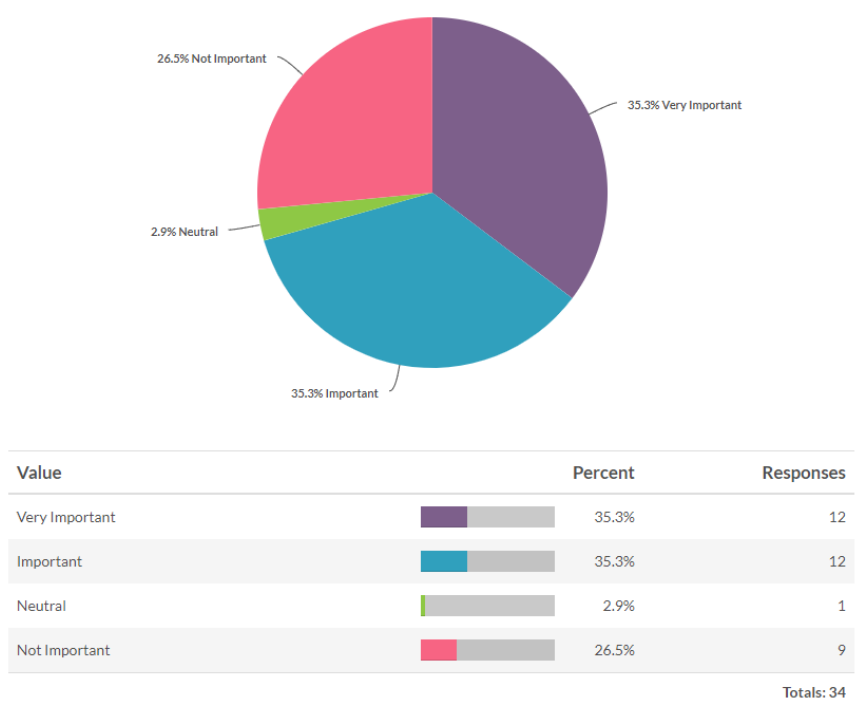


Income

Respondents with higher incomes:






Respondents with lower incomes:



Regulating Air and Water Quality




Income

Respondents with higher incomes:

Item	Overall Rank	Rank Distribution	Score	No. of Rankings
Help facilitate/develop/broker good neighbor agreements between residents and nearby businesses	1		217	106
Coordinate with local organizations to expand monitoring of air and water quality	2		216	107
Adopt stricter nuisance codes	3		211	109

Lowest Rank Highest Rank




Respondents with lower incomes:

Item	Overall Rank	Rank Distribution	Score	No. of Rankings
Coordinate with local organizations to expand monitoring of air and water quality	1		62	27
Adopt stricter nuisance codes	2		56	32
Help facilitate/develop/broker good neighbor agreements between residents and nearby businesses	3		46	25

Lowest Rank Highest Rank

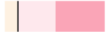

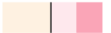
Location

Resides in Milwaukie:

Item	Overall Rank	Rank Distribution	Score	No. of Rankings
Adopt stricter nuisance codes	1		240	124
Coordinate with local organizations to expand monitoring of air and water quality	2		237	118
Help facilitate/develop/broker good neighbor agreements between residents and nearby businesses	3		236	116

Lowest Rank Highest Rank

Resides outside of Milwaukie:

Item	Overall Rank	Rank Distribution	Score	No. of Rankings
Coordinate with local organizations to expand monitoring of air and water quality	1		85	36
Help facilitate/develop/broker good neighbor agreements between residents and nearby businesses	2		67	35
Adopt stricter nuisance codes	3		63	36

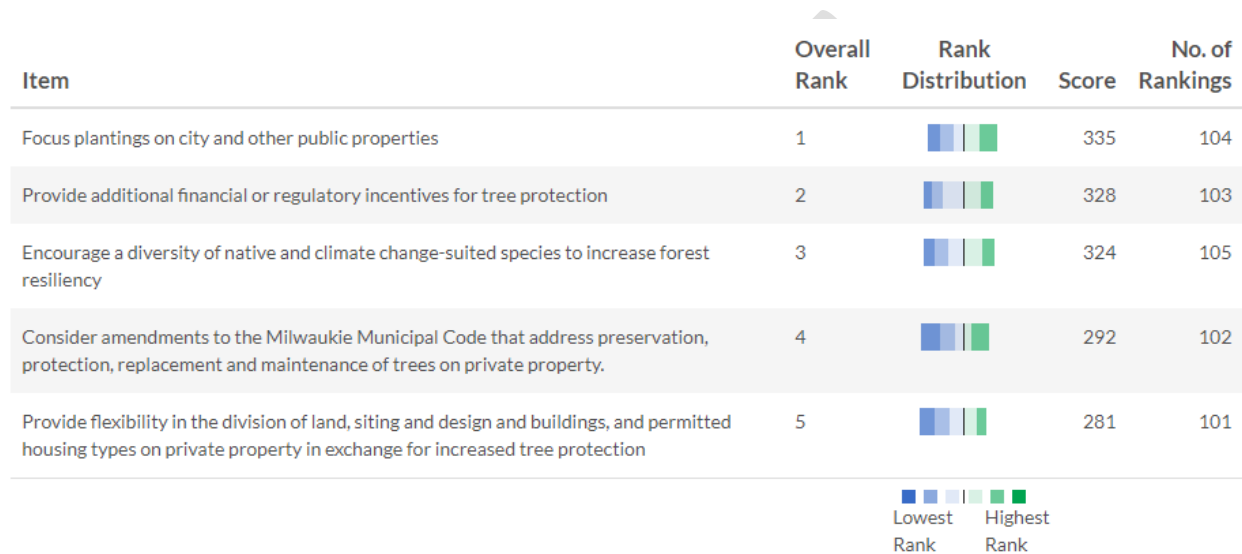
Lowest Rank Highest Rank

Tree Canopy Goal

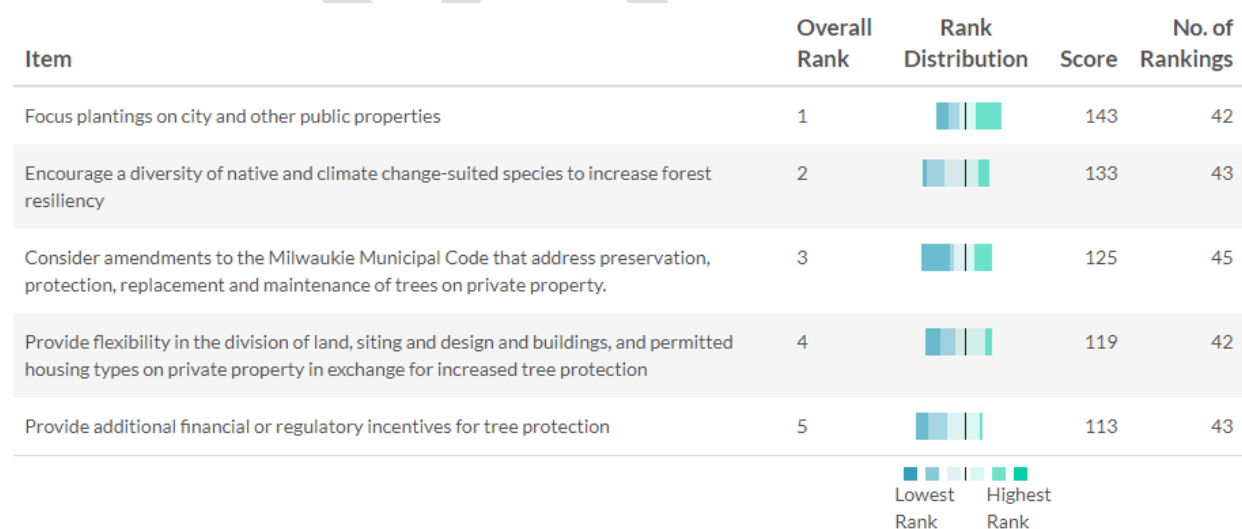
Question: The City is proposing to include a new Comprehensive Plan policy that “supports achievement of the City’s goal of creating a 40% tree canopy by 2040,” a goal which was adopted by the City Council through the Climate Action Plan and Urban Forest Management Plan. Which of the following strategies would you support to help the City achieve the 40% tree canopy target?

Age

Older respondents:



Younger respondents:



Location of Residence

Resides in Milwaukie:






Item	Overall Rank	Rank Distribution	Score	No. of Rankings
Focus plantings on city and other public properties	1		409	117
Provide additional financial or regulatory incentives for tree protection	2		361	120
Encourage a diversity of native and climate change-suited species to increase forest resiliency	3		359	119
Provide flexibility in the division of land, siting and design and buildings, and permitted housing types on private property in exchange for increased tree protection	4		336	117
Consider amendments to the Milwaukie Municipal Code that address preservation, protection, replacement and maintenance of trees on private property.	5		318	121


Resides outside of Milwaukie:

Item	Overall Rank	Rank Distribution	Score	No. of Rankings
Encourage a diversity of native and climate change-suited species to increase forest resiliency	1		127	38
Consider amendments to the Milwaukie Municipal Code that address preservation, protection, replacement and maintenance of trees on private property.	2		113	36
Provide additional financial or regulatory incentives for tree protection	3		108	36
Focus plantings on city and other public properties	4		105	37
Provide flexibility in the division of land, siting and design and buildings, and permitted housing types on private property in exchange for increased tree protection	5		101	37






Income


Respondents with higher incomes:

Item	Overall Rank	Rank Distribution	Score	No. of Rankings
Focus plantings on city and other public properties	1		358	108
Encourage a diversity of native and climate change-suited species to increase forest resiliency	2		339	110
Provide additional financial or regulatory incentives for tree protection	3		326	108
Consider amendments to the Milwaukie Municipal Code that address preservation, protection, replacement and maintenance of trees on private property.	4		306	106
Provide flexibility in the division of land, siting and design and buildings, and permitted housing types on private property in exchange for increased tree protection	5		295	106


 Lowest Rank Highest Rank

Respondents with lower income:

Item	Overall Rank	Rank Distribution	Score	No. of Rankings
Focus plantings on city and other public properties	1		92	27
Encourage a diversity of native and climate change-suited species to increase forest resiliency	2		90	28
Provide flexibility in the division of land, siting and design and buildings, and permitted housing types on private property in exchange for increased tree protection	3		87	28
Provide additional financial or regulatory incentives for tree protection	4		77	28
Consider amendments to the Milwaukie Municipal Code that address preservation, protection, replacement and maintenance of trees on private property.	5		73	32

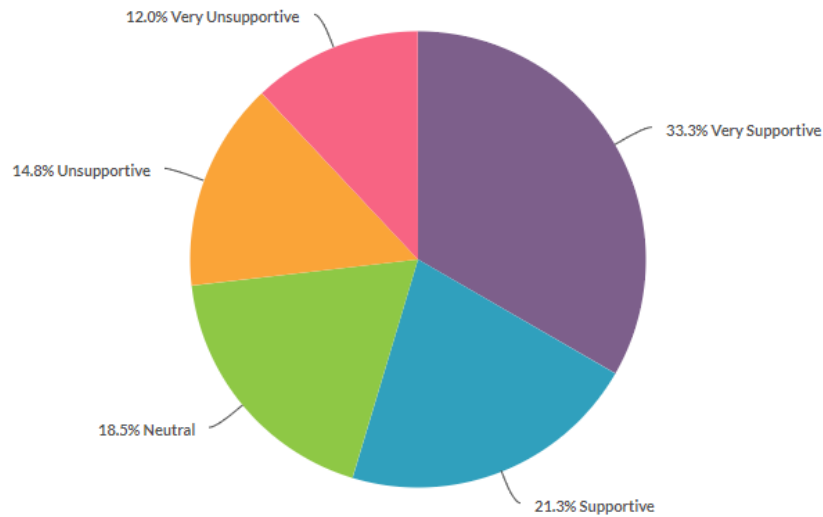

 Lowest Rank Highest Rank

Urban Design

Form Based Development

Income

Respondents with higher incomes:

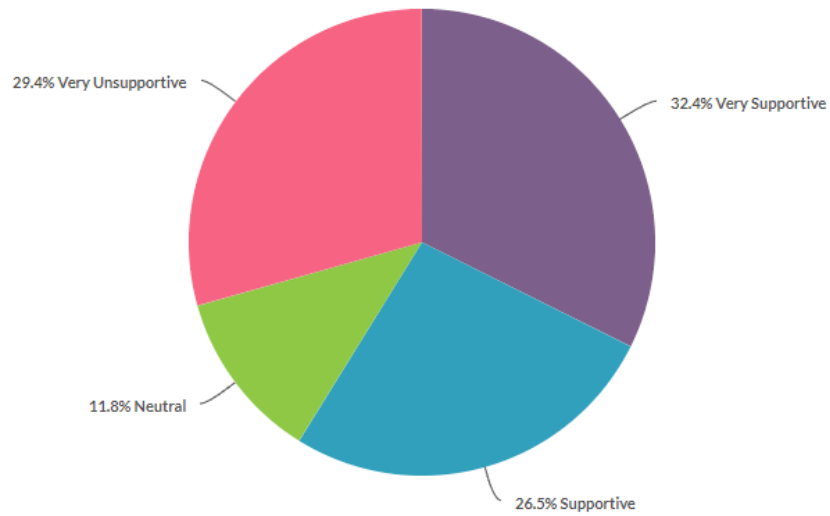


Value		Percent	Responses
Very Supportive	<div><div></div></div>	33.3%	36
Supportive	<div><div></div></div>	21.3%	23
Neutral	<div><div></div></div>	18.5%	20
Unsupportive	<div><div></div></div>	14.8%	16
Very Unsupportive	<div><div></div></div>	12.0%	13

Totals: 108



Respondents with lower incomes:



Value		Percent	Responses
Very Supportive		32.4%	11
Supportive		26.5%	9
Neutral		11.8%	4
Very Unsupportive		29.4%	10

Totals: 34



MILWAUKIE COMPREHENSIVE PLAN UPDATE

NEIGHBORHOOD HUBS IMPLEMENTATION STRATEGIES

The idea for Neighborhood Hubs was developed by Milwaukie's community members during the City's 2017 Community Vision and Action Plan. Neighborhood Hubs are intended to provide for neighborhood gathering places and locations where residents have access to a variety of services or goods within walking or bicycling distance of their homes or work places. Hubs are envisioned to vary in size and intensity. They could be as small as a neighborhood tool library (tool sharing) or as large as a cluster of mixed-use buildings with housing above shops and services. The following table summarizes the proposed short-term and long-term goal for each Hub.

<i>SITE</i>	<i>Existing Typology</i>	<i>Short-Term Typology</i>	<i>Long-Term Typology</i>
1 Island Station	Underperforming Hub	Transitional Hub	M.U. Neigh Hub
2 Lake Road	Opportunity Site	Transitional Hub	M.U. Neigh Hub
3 Lake Road 2	Opportunity Site	Micro-Hub & Gathering Place	Micro-Hub & Gathering Place
4 Linwood	Underperforming Hub	Transitional Hub	M.U. Neigh Hub
5 Linwood 2	M.U. Neigh & Gathering	M.U. Neigh & Gathering Place	M.U. Neigh & Gathering Place
6 Hector Campbell	Underperforming	Hub Transitional Hub	M.U. Neigh Hub
7 Hector Campbell 2	M.U. Neigh Hub	M.U. Neigh Hub	M.U. Neigh Hub
8 Lewelling 2	Opportunity Site	Micro-Hub	Transitional Hub
9 Ardenwald	Underperforming Hub	Transitional Hub	M.U. Neigh Hub
10 Ardenwald 2 (Roswell Mrkt)	Underperforming Hub	Transitional Hub	M.U. Neigh Hub
11 Hector Campbell 3	(Garden) Gathering/Event	Micro-Hub & Gathering Place	Micro-Hub & Gathering Place
12 Lewelling	(Johnson Creek) Underperforming	Hub Transitional Hub	M.U. Neigh Hub

The City is currently exploring options for how to make the Neighborhood Hub vision a reality as part of its current update to Milwaukie's Comprehensive Plan, which is a 20-year plan for the City. The City has developed a "typology" or classification system for existing and potential future Hubs

based on the character and intensity of activity and development in different locations. The City also has evaluated the economic and development potential for creation or transition of Hubs in different locations. A summary of that information is found at the end of this memo.

The City is not planning to purchase private property to create these Hubs. Instead, as time goes on, properties may sell and redevelop based on the Hub concepts or be developed by current property owners. However, having a community-supported plan of action to help guide and spur the creation or evolution of these hubs is important to the City. In addition, the City could support creation of the Hubs through changes in its zoning code, development and co-funding of public facility improvements, and/or coordination with private property owners, developers and/or neighborhood groups and residents. Following is a summary of the types of actions that could be undertaken by the City to support development and creation of Neighborhood Hubs and the activities within them.

Development Code Strategies

The city's Development Code regulates the types of land uses or activities that can take place in specific locations. It also specifies requirements for parking, landscaping, the location and design of buildings and other aspects of temporary and permanent activities or development. A number of potential changes to the development code likely will be needed to implement the Hub concept, including but not limited to the following:

- **Allowed uses.** Allow for uses identified for Hubs if not already allowed, either as temporary or permanent uses - food carts/vending trucks, public gathering spaces, commercial businesses, mixed use development.
- **Parking requirements.** Consider reductions in or flexibility associated with off-street parking requirements if supply is a constraint to Hub development; develop specific requirements or exceptions for temporary events, if needed, to implement traveling Hubs concept.
- **(Re-)Zoning approach.** Consider application of a NH Hub overlay zone or rezoning to expand the range of uses allowed in Hub locations for proposed Hub activities are not currently allowed. Other approaches or considerations include:
 - Where Hubs are already located in areas that would generally allow the uses proposed or assumed within them (e.g., the Neighborhood Mixed Use (NMU) zone), changes in zoning may be minimal or may not be needed at all
 - Whether or not to use an overlay or rezone certain areas may depend on the desired character and scale of the Hub. For larger, more intensive Hubs, rezoning may be more appropriate. For smaller, less intensive Hubs, an overlay zone may be a better option, if needed to allow for certain objectives. For larger Hubs, the NMU zone is likely the most appropriate zoning designation although the City may want to revisit whether all uses currently allowed in this zone are appropriate for Hubs.

- Some Hubs likely will not require any changes in zoning, particularly those Hubs identified as Micro-Hub and Gathering Places in the long-term.
- See following table for summary of potential approach to rezoning for each Hub.
- **Temporary Uses.** City's development code requirements related to temporary uses should be updated to allow for food carts or similar uses which could be located in specific hubs for a specified period of time either as part of the "traveling hub" concept or for longer periods. As part of this effort, the City should consider updating its site improvement requirements for these types of uses. In general, these requirements should allow for relatively temporary or low-cost approaches to things like seating, parking, landscaping, paving, restrooms or other facilities to reduce costs and make these facilities more financially feasible. This could be implemented as some type of small-scale Hub waiver or as implementation of a tiered set of public improvement requirements. More permanent development would trigger requirements for public improvements (e.g., sidewalks, storm drainage, etc.); triggers could be in the form of a specific improvement value threshold or in terms of development of a permanent structure above a certain size.
- **Parking requirements.** Parking requirements are already reduced at 50% of normal in the CL, CN, and the King Road shopping center (Safeway) NMU zone. Full parking requirements apply in the NMU along 32nd. The City could consider reduced parking requirements in all NMU zones which would result in supportive parking standards in all Hub areas, assuming future rezoning in selected Hubs.
- **Land capacity.** For potential Mixed-Use Hub locations, evaluate the potential supply of sufficient available properties for development, renovation, or redevelopment.
- **Expansion.** Develop a process for potential future expansion of NH Hubs that are expected to be mixed use hub in the long term. One option could be to adopt zoning ordinance provisions that allow directly adjacent properties to a Hub to develop under the use and development standards within the Hub area if proposed as part of a consolidated development proposal.

<i>SITE</i>	<i>Existing Zoning</i>	<i>Long-Term Typology</i>	<i>Zoning Approach</i>
1 Island Station	C-L, R-5	M.U. Neigh Hub	Overlay of CL and surrounding R5 if additional development desired to support Hub in long-term
2 Lake Road	R-7	M.U. Neigh Hub	Rezoned to NMU
3 Lake Road 2	R-10	Micro-Hub & Gathering Place	No change needed

4 Linwood	C-L, R-1 to north & west	M.U. Neigh Hub	No change needed, assuming current Hub concept
5 Linwood 2	C-G	M.U. Neigh & Gathering Place	No change if commercial use envisioned; rezone to NMU if mixed use desired
6 Hector Campbell	C-N	M.U. Neigh Hub	No change needed unless additional density in surround area desired; then rezone to NMU or R1
7 Hector Campbell 2	NMU	M.U. Neigh Hub	No change needed
8 Lewelling 2	R-10	Transitional Hub	No change needed
9 Ardenwald	NMU	M.U. Neigh Hub	No change needed
10 Ardenwald 2 (Roswell Market)	C-N, R-7	M.U. Neigh Hub	Rezone to NMU
11 Hector Campbell 3	R-7	Micro-Hub & Gathering Place	No change needed
12 Lewelling	M, R-7	M.U. Neigh Hub	Use overlay to allow for pop-ups N or Johnson Creek if needed

Public Investment in Infrastructure

Development of certain types of Hubs is likely to require improvements to surrounding or connecting public infrastructure. Public investments in partnership with private development or investment is a key component of encouraging or realizing concepts such as NH Hubs.

- **Site-specific infrastructure.** Identify and commit to needed investments in public infrastructure (e.g., sidewalk improvements, small plazas, landscaping, street trees, public art, electricity and water service, etc.) through use of City CIP funds or community/economic development funds.
- **Connecting infrastructure.** Focus proposed or planned pedestrian and bicycle connectivity projects on routes adjacent to, or between Hubs. The City's CIP or SAFE programs could be updated to prioritize funding for projects within or providing direct connections to NH Hubs.

Supportive Programs and Funding

Cities frequently establish and implement specific programs to support business creation and revitalization. The City of Milwaukie already administers these types of programs in the downtown and other areas. Realization of Neighborhood Hub goals is expected to require proactive application of similar programs, such as the following examples. These programs should be focused in Hub

areas in terms of priorities. It will be important to make local business and property owners in these areas aware of these programs.

- **Traveling Hubs.** Establish an active program to bring activities associated with a “traveling hub” to the general neighborhood to demonstrate that proposed locations are intended to be, and can function as, gathering places
- **Business Support.** Apply or establish funding programs to help fund improvements to local commercial properties that may make commercial development in Hubs more feasible such as:
 - Storefront improvement
 - Revolving commercial rehabilitation fund
 - Local business improvement fund

Business and Neighborhood Outreach and Coordination

Private property owners and businesses are expected to take on the bulk of the work to develop land and businesses that serve as the foundation for Hubs. However, the City can play a role in coordinating with them in partnership with local residents, employers, neighborhood associations and other groups to inform, coordinate and support these efforts, and to ensure that they are consistent with the City’s vision for Neighborhood Hubs.

- **Programming.** Work with neighborhood associations, local businesses, and other groups to program public events, traveling pop-up or food cart promotions in hubs; help identify space and accommodation to set up, and specific dates or seasons for temporary activities (i.e. during the summer, on weekends, or special festival dates.)
- **Property Owners.** Reach out to key property owners in Hub locations regarding Hub concepts, supportive city programs, allowed uses and activities, needed development actions, etc.

Overall Priorities and Other Actions

It is recommended that the city prioritize actions or programs in Hubs with the strongest near-term (7-12 years) potential for transition to higher intensity Hubs, particularly actions related to public investment in infrastructure. Based on the market analysis of Neighborhood Hub potential, those Hubs include the following.

2. Island Station

5. Linwood

6. Linwood 2

8. Hector Campbell 2

10. Ardenwald

Other related actions include the following:

- For smaller-scale Hubs or related activities, prioritize actions based on interest or requests and commitment of shared resources from neighborhood groups, property or business owners.
- Reflect city actions related to Hub development in annual city budgets and work programs.
- Incorporate supportive policies in Comprehensive Plan update.

DRAFT