



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.

SITE	Existing Typology	Short-Term Typology	Long-Term Typology
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

NEIGHBORHOOD HUBS TYPOLOGIES

MARCH 2019 - Updated August 2019 based on community feedback

EXISTING CONDITIONS

OPPORTUNITY SITE

Opportunity sites are locations that have been identified as potential hubs. They generally do not have existing neighborhood commercial uses and if they do, they may not conform with the development code in some manner.



Opportunity Site Example: Milwaukie Floral on Lake Road. Currently zoned R-7, residential. Not a commercial zone.

UNDERPERFORMING SITE

The Underperforming Hub generally consists of one or more small neighborhood-oriented convenience shops. The shops generally serve the immediate surrounding area and may sell convenience goods or provide services such as a laundromat. The neighborhood node may also be a location for an independent coffee shop or a coffee shop that is accessory to another use. These uses are generally small in site size and often provide limited off-street parking. This hub most likely has vacant, underutilized buildings or has been identified by the community as an area where they would like to see more commercial uses and/or gathering spaces.



Underperforming Hub Example: 32nd Ave at Olsen St. A mix of vacant buildings with some commercial activity.

HUB TYPOLOGIES

GATHERING/EVENT SPACE

The Gathering/Event space is typically a space that is publicly owned, an institution, or a non-profit without a commercial component. Examples could include parks, schools, community centers, etc. These spaces offer opportunities for neighborhood meetings, concerts, community gardens, tool libraries, and similar uses.



Gathering/Event Space Example: Community Garden on the Hector Campbell school grounds.

MICRO-HUB

The Micro-Hub provides an opportunity to site what are typically temporary uses that may only exist in the space for the day, once a week, for a few months, and/or are not a traditional brick and mortar store. They may share a space, like in a parking lot, of an existing use. Examples could include food carts/trucks, craft/art carts, weekly farmers market, a neighborhood tool shed, or a neighborhood bike repair stand.



Micro-Hub Example: Community bike repair shed.

TRANSITIONAL HUB

The Transitional Hub is an Underperforming Hub coupled with a Micro-Hub offering a variety of uses or services. This combination is a way to enhance and transition the underperforming hub without requiring permanent improvements or parking facilities. They are envisioned as a way to encourage the expansion of services at an existing hub so that permanent improvements will follow.



Transitional Hub Example: Lents Neighborhood International Farmers Market. Using a vacant site, it is set up next to other brick and mortar businesses.

NEIGHBORHOOD HUB

This type of hub provides a cluster of three or more small commercial businesses. These businesses typically provide small-scale, convenient services to nearby neighbors and may include a convenience store, coffee shop, a salon, a florist, a book store, or a similar use. The Neighborhood Hub typically will consist of one-story buildings with some off-street parking. The Neighborhood Hub may be surrounded by single family development.



Neighborhood Hub Example: Small-scale commercial buildings clustered together surrounded by single-family homes in NE Portland.

NEIGHBORHOOD MIXED USE HUB

This typology represents an area with a cluster of larger commercial uses and businesses. These businesses typically provide services to the surrounding neighborhood, but may also attract those from all over the city. Examples could include a restaurant/café, a small-scale grocery store, a brewery/pub, offices, etc. A Neighborhood Mixed Use Hub may also include housing. This type of hub is generally located along transit or bike routes, as well as, in proximity to medium or high-density housing.



Neighborhood Mixed Use Hub Example: Sellwood Library with apartments above on a higher traffic street with apartment buildings nearby.

MIXED USE CENTER






This typology is for an area that provides a mix of retail, commercial, and housing in a denser environment. An example could be a 3-story building with a coffee shop and retail business on the bottom and housing and/or office space on the 2nd and 3rd floors. This area is intended to hold multiple retail or commercial businesses along with multi-family or attached housing. This type of center is typically in an area where there is higher density, more traffic, and easy access to transit.



SHORT AND LONG-TERM TYPOLOGIES

HUB	EXISTING TYPOLOGY	SHORT-TERM TYPOLOGY (5-10 Years)	LONG-TERM TYPOLOGY (10-20 Years)
#1 Linwood (Stanley & Railroad)	Opportunity Site	Transitional Hub	Neighborhood Hub
#2 Island Station (Bluebird St. & 22nd)	Underperforming Hub	Transitional Hub	Neighborhood Hub
#3 Lake Road (Milwaukie Floral)	Opportunity Site	Transitional Hub	Neighborhood Hub
#4 Lake Road (Lake Rd & Freeman)	Opportunity Site	Micro-Hub and Gathering/Event Space	Micro-Hub and Gathering/Event Space
#5 Linwood (Railroad Ave & Linwood)	Underperforming Hub	Transitional Hub	Neighborhood Hub
#6 Linwood (Wichita Town Center & Wichita Community Center)	Neighborhood Mixed Use Hub and Gathering/Event Space	Neighborhood Mixed Use Hub and Gathering/Event Space	Neighborhood Mixed Use Hub and Gathering/Event Space
#7 Hector Campbell (Sunny Corner Market)	Underperforming Hub	Transitional Hub	Neighborhood Hub
#8 Hector Campbell (42nd Ave - King Rd to Monroe)	Neighborhood Mixed Use Hub	Neighborhood Mixed Use Hub	Neighborhood Mixed Use Hub
#9 Lewelling (Vacant Building at Standley & Hazel Pl & Ball-Michele Park)	Opportunity Site	Transitional Hub/ Neighborhood Hub	Neighborhood Mixed Use Hub
#10 Ardenwald (32nd Ave & Olsen St)	Underperforming Hub	Transitional Hub/ Neighborhood Hub	Neighborhood Mixed Use Hub
#11 Ardenwald (Roswell Market)	Underperforming Hub	Transitional Hub	Neighborhood Hub
#12 Hector Campbell (Campbell Community Garden)	Gathering/Event Space	Gathering/Event Space & Micro-Hub	Gathering/Event Space & Micro-Hub
#13 Lewelling (Johnson Creek & Stanley Ave)	Underperforming Hub	Transitional Hub	Neighborhood Hub

TRANSIT, BIKE ROUTES, AND NEIGHBORHOOD HUBS

-  Proposed Hub Location
-  Bike Friendly Streets
-  Dedicated Bike Lane
-  Established Bike Way
-  Transit Routes

