



Regular Session

RS

Milwaukie City Council

COUNCIL REGULAR SESSION

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

2362nd Meeting**AGENDA**

AUGUST 2, 2022

Council will hold this meeting in-person and through video conference. The public may attend the meeting by coming to City Hall or joining the Zoom webinar, or watch the meeting on the [city's YouTube channel](#) or Comcast Cable channel 30 in city limits. **For Zoom login** visit <https://www.milwaukieoregon.gov/citycouncil/city-council-regular-session-329>.

To participate in this meeting by phone dial 1-253-215-8782 and enter Webinar ID 831 8669 0512 and Passcode: 023745. To raise hand by phone dial *9.

Written comments may be delivered to City Hall or emailed to ocr@milwaukieoregon.gov. Council will take verbal comments.

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

Page #

1. **CALL TO ORDER** (6:00 p.m.)
 - A. **Pledge of Allegiance**
 - B. **Native Lands Acknowledgment**
2. **ANNOUNCEMENTS** (6:01 p.m.) 2
3. **PROCLAMATIONS AND AWARDS**
 - A. **National Farmers Market Week – Proclamation** (6:05 p.m.) 4
Presenter: Lisa Batey, City Councilor
 - B. **Climate Collaborative Campaign – Proclamation** (6:10 p.m.) 5
Staff: Natalie Rogers, Climate & Natural Resources Manager
 - C. **Nuclear Arms Disarmament – Resolution** (6:15 p.m.) 7
Presenter: Kathy Hyzy, Council President
4. **SPECIAL REPORTS**
 - A. **None Scheduled.**
5. **COMMUNITY COMMENTS** (6:20 p.m.)

To speak to Council, please submit a comment card to staff. Comments must be limited to city business topics that are not on the agenda. A topic may not be discussed if the topic record has been closed. All remarks should be directed to the whole Council. The presiding officer may refuse to recognize speakers, limit the time permitted for comments, and ask groups to select a spokesperson. **Comments may also be submitted in writing before the meeting, by mail, e-mail (to ocr@milwaukieoregon.gov), or in person to city staff.**

6. **CONSENT AGENDA (6:25 p.m.)**
Consent items are not discussed during the meeting; they are approved in one motion and any Council member may remove an item for separate consideration.
 - A. **Approval of Council Meeting Minutes of:** **10**
 1. **July 12, 2022, study session.**
 - B. **A resolution making an appointment to the Design and Landmarks Committee (DLC) – Resolution** **13**
7. **BUSINESS ITEMS**
 - A. **League of Oregon Cities Legislative Priorities - Discussion (6:30 p.m.)** **17**
Staff: Kelly Brooks, Assistant City Manager
 - B. **Neighborhood Hubs Project – Discussion (7:00 p.m.)** **32**
Staff: Vera Kolias, Senior Planner, and
Adam Heroux, Associate Planner
8. **PUBLIC HEARINGS**
 - A. **None Scheduled.**
9. **COUNCIL REPORTS (8:55 p.m.)**
10. **ADJOURNMENT (9:00 p.m.)**

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

The city is committed to providing equal access to public meetings. To request listening and mobility assistance services contact the Office of the City Recorder at least 48 hours before the meeting by email at ocr@milwaukieoregon.gov or phone at 503-786-7502. To request Spanish language translation services email espanol@milwaukieoregon.gov at least 48 hours before the meeting. Staff will do their best to respond in a timely manner and to accommodate requests. Most Council meetings are broadcast live on the [city's YouTube channel](#) and Comcast Channel 30 in city limits.

Servicios de Accesibilidad para Reuniones y Aviso de la Ley de Estadounidenses con Discapacidades (ADA)

La ciudad se compromete a proporcionar igualdad de acceso para reuniones públicas. Para solicitar servicios de asistencia auditiva y de movilidad, favor de comunicarse a la Oficina del Registro de la Ciudad con un mínimo de 48 horas antes de la reunión por correo electrónico a ocr@milwaukieoregon.gov o llame al 503-786-7502. Para solicitar servicios de traducción al español, envíe un correo electrónico a espanol@milwaukieoregon.gov al menos 48 horas antes de la reunión. El personal hará todo lo posible para responder de manera oportuna y atender las solicitudes. La mayoría de las reuniones del Consejo de la Ciudad se transmiten en vivo en el [canal de YouTube de la ciudad](#) y el Canal 30 de Comcast dentro de los límites de la ciudad.

Executive Sessions

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



RS Agenda Item

2

Announcements



Mayor's Announcements – August 2, 2022

- **Neighborhood Concerts in the Park – Wednesday & Thursday Evenings**
 - Lewelling – Wednesdays at 6:30 PM - Ball-Michel Park (9781 SE Stanley Ave.)
 - Ardenwald-Johnson Creek - Thursdays at 7 PM - Ardenwald Park (3667 SE Roswell St.)
- **Scott Park Planning Meeting – Thursday, August 4 (6-8 PM)**
 - Learn about the feedback from the May 1 celebration and see draft conceptual designs
 - Scott Park is located at 10660 SE 21st Ave. next to Ledding Library
- **Balfour Park & Bowman-Brae Park – Online Surveys Now Available**
 - Take two short surveys to share what you would like to see in these parks
 - Visit Engage Milwaukie to participate – engage.milwaukieoregon.gov
- **Bowman-Brae Park In-Person Open House – Saturday, August 6 (11 AM - 1 PM)**
 - Tell us what you wish was in your neighborhood park
 - Event is a drop-in, open house style event with face painting, balloon animals, yard games, a kids design table, and other activities. Free food for first 50 participants!
 - Bowman-Brae Park is located at 4200 SE Bowman St.
- **Carefree Sunday – August 7 (11 AM – 4 PM)**
 - Event opens more than five miles of streets to people by closing them to cars. Result is people biking, walking, rolling, and connecting with the community.
 - Event is not possible without volunteers. Various duties and shifts available.
- **NCPRD Milwaukie Bay Park Concert (BridgeCity Soul) – Saturday, August 13 (5 PM)**
 - Enjoy an evening of live music while enjoying riverfront views
 - Food and drinks available at the event for purchase
 - Come early (5 PM) to participate in Duck Races hosted by Milwaukie Parks Foundation and North Clackamas Watersheds Council
- **LEARN MORE AT [WWW.MILWAUKIEOREGON.GOV](https://www.milwaukieoregon.gov) OR CALL 503-786-7555**



RS Agenda Item

3

Proclamations & Awards

PROCLAMATION

WHEREAS farmers markets are an integral part of Oregon's food system and agricultural economy, and

WHEREAS the 130-plus farmers markets in Oregon are important sales outlets for farmers and food business owners, generating revenue that supports the sustainability of family farms and the revitalization of rural communities, and

WHEREAS farmers markets provide citizens of all income levels with access to healthful, locally produced foods through the Milwaukie Farmers Market and over 70 other Oregon markets that accept supplemental nutritional assistance program (SNAP) benefits and other critical food access programs, and

WHEREAS the Milwaukie Farmers Market is celebrating 24 years as a cornerstone of our community, well-loved by customers, neighbors, and vendors alike, and

WHEREAS the City Council recognizes the importance of expanding agricultural marketing opportunities that assist and encourage the next generation of farmers and ranchers; generate farm income to help stimulate business development and job creation; build community connections through rural and urban linkages; provide access to fresh healthy food for all of Oregon's citizens, and more.

NOW, THEREFORE, I, Mark Gamba, Mayor of the City of Milwaukie, a municipal corporation in the County of Clackamas, in the State of Oregon, with the consent of the City Council do hereby proclaim the week of **August 7-13, 2022**, as **Farmers Market Week**, in conjunction with National Farmers Market Week, and do call upon all Milwaukians to celebrate farmers markets with appropriate observance and activities.

IN WITNESS, WHEREOF, and with the consent of the City Council of the City of Milwaukie, I have hereunto set my hand on this 2nd day of August 2022.

Mark Gamba, Mayor

ATTEST:

Scott Stauffer, City Recorder

2022 Climate Collaborative

2021 was the inaugural year of the Climate Collaborative and launched in Milwaukie!

Community members learned about the Climate Action Plan and how they could act in their homes and businesses to combat the climate crisis

This year we'll continue in that spirit with more digital advertising and community events focused on climate action education and awareness

Milwaukians can find us in the community at events and the farmers market highlighting Milwaukie's work and how they can get involved

The first event is this **Sunday, Aug. 7 at the Carefree Sunday**

We'll also be hosting a kid's event at Ledding Library in **September** and will culminate the campaign in **October** during the Arbor Day celebration with a tour of PGE's all-electric demo home and tool exchange!

In the coming months we'll share information with community members on how they can get involved in education, volunteerism and electrifying their yards



PROCLAMATION

WHEREAS, the City of Milwaukie adopted a Climate Action Plan in 2018 establishing goals of net-zero emissions from electricity by 2030, net-zero emissions from building fuels by 2035 and community carbon neutrality by 2040; and

WHEREAS, Milwaukie City Council declared a climate emergency in 2020 in response to the urgency of climate change; and

WHEREAS, Portland General Electric and the city have been working in partnership to accomplish zero-carbon electricity through climate action outreach, energy efficiency, renewable energy and community participation in innovative technology and programming; and

WHEREAS, Portland General Electric, the city and Energy Trust of Oregon are continuing the Climate Collaborative, a joint initiative to raise community awareness on community climate action and increase participation in climate-aligned energy initiatives to help the city reach its goals, after a successful campaign in 2021 with over 100 community members signing a climate pledge; and

WHEREAS, the Climate Collaborative integrates in-person and online education, volunteerism, local events and promotion of community-based organizations to celebrate and enhance Milwaukie's dedication to climate action;

WHEREAS, the Climate Collaborative invites the community to explore the nexus of climate action strategies happening in Milwaukie, including decarbonizing energy and transportation in the built environment, expanding natural resources and urban canopy, and strengthening community partnerships and stewardship;

NOW, THEREFORE, I, Mark Gamba, Mayor of the City of Milwaukie, a municipal corporation in the County of Clackamas, in the State of Oregon, do hereby proclaim August 2022 as the start of the Climate Collaborative Campaign to raise awareness of climate action.

IN WITNESS, WHEREOF, and with the consent of the City Council of the City of Milwaukie, I have hereunto set my hand on this second day of August, 2022.

Mark Gamba, Mayor

ATTEST:

Scott Stauffer, City Recorder

COUNCIL RESOLUTION No.

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF MILWAUKIE, OREGON, DECLARE THE CITY OF MILWAUKIE'S OPPOSITION TO NUCLEAR WEAPONS AND URGE THE US FEDERAL GOVERNMENT TO SIGN THE TREATY ON THE PROHIBITION OF NUCLEAR WEAPONS AND TAKE ACTION TO PREVENT NUCLEAR WAR.

WHEREAS [nearly 13,865 nuclear weapons](#) still exist in the world today and pose a significant risk to human survival; and

WHEREAS the [United States was the first country to develop and use nuclear weapons in war; and](#); and

WHEREAS the [United States has approximately 5,550 nuclear weapons](#), constituting the world's second largest arsenal of nuclear weapons; and

WHEREAS the [United States is currently planning to spend at least \\$1.7 trillion](#) to rebuild the US nuclear weapons arsenal; and

WHEREAS these are funds that could be used for necessary programs such as education, healthcare, infrastructure, and the environment; and

WHEREAS [plutonium for the bomb the United States dropped on Nagasaki was produced at the Hanford Nuclear Reservation](#), a site on the banks of the Columbia River in the State of Washington that displaced area residents, affected the health of Downwinders in Oregon and Washington, and caused sacred sites, villages, and fishing areas of Native American tribes to be lost; and

WHEREAS the [Hanford Nuclear Reservation, upriver from Milwaukie, remains the most toxic site in the Western Hemisphere](#), a nuclear sacrifice zone that threatens the health and environment of our people and region; and

WHEREAS Milwaukie residents, and all people, have the human right to live a life free from nuclear contamination and the threat posed by the use of nuclear weapons.

Now, Therefore, be it Resolved by the City Council of the City of Milwaukie, Oregon, that it supports the United Nations' Treaty on the Prohibition of Nuclear Weapons and calls upon the US federal government to join the treaty; and

Be it Further Resolved that the City Council of the City of Milwaukie, Oregon, urges the Congress of the United States to take appropriate steps to prevent nuclear war by establishing a system of checks and balances ensuring that the President of the United States no longer has the sole and unchecked authority to launch nuclear weapons; and that the United States Congress renounces the option of using nuclear weapons first, to take US nuclear weapons off hair-trigger alert, and to cancel the plan to replace the entire US nuclear arsenal with next-generation nuclear weapons, and to actively pursue a verifiable and multilateral agreement among nuclear-armed states to eliminate nuclear arsenals.

Introduced and adopted by the City Council on _____.

This resolution is effective on _____.

Mark F. Gamba, Mayor

ATTEST:

APPROVED AS TO FORM:

Scott S. Stauffer, City Recorder

Justin D. Gericke, City Attorney



RS Agenda Item

6

Consent Agenda



COUNCIL STUDY SESSION

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

MINUTES

JULY 12, 2022

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

Staff Present: Kelly Brooks, Assistant City Manager
Dan Harris, Events and Emergency Management
Coordinator

Nicole Madigan, Deputy City Recorder
Ann Ober, City Manager

Mayor Gamba called the meeting to order at 5:17 p.m.

1. Milwaukie Leadership Academy Debrief – Report

Harris introduced the Milwaukie Leadership Academy (MLA) co-facilitator Stephan Lashbrook and presented background information on the program, what a typical class consisted of, how recruitment occurred, the background of those who applied, and ideas for diversifying recruitment further. **Councilor Batey, Harris, and Lashbrook** discussed reasons why applicants did not participate in the program, how many YouTube views the recorded classes received, and how a majority of the participants had recently moved to Milwaukie.

Harris reviewed the results of the MLA survey issued to participants who had completed at least one class, six participants responded. **Council President Hyzy, Harris, and MLA participant Richard Nepon** commented on participants involvement in local forms of government. **Harris and Lashbrook** discussed proposed changes for the MLA, explained what worked well and what needed improvement, and provided insight on the MLA reading group.

MLA participants **Amy Miller and Nepon** shared insights on what led to participation with the MLA, how they have applied their knowledge since participation in the program, and thoughts on what changes could be made for future years. **Council President Hyzy** volunteered to answer any lingering questions MLA participants had and **Councilor Batey** believed that Clackamas County offered a similar program to the MLA. **Nepon and Mayor Gamba** discussed class ideas structured around how the city interacts with outside agencies such as Clackamas County. **Mayor Gamba** thanked **Miller and Nepon** for their participation in the class and having shared their experiences.

Harris asked Council if there were any final thoughts and **Councilor Nicodemus** suggested that the MLA also be offered exclusively in Spanish, the group discussed the idea. **Council President Hyzy** thanked Harris and Lashbrook for their work. **Lashbrook** noted that the program was successful due to dedicated city staff.

Mayor Gamba recessed the meeting at 5:50pm.

2. Natural Gas – Discussion

Mayor Gamba reconvened the meeting at 6:07pm and mentioned Milwaukie's climate action plan (CAP) goals and noted that the predominate form of energy used, beyond electricity, was natural gas. **Mayor Gamba** shared that representatives from NW Natural would present on the natural gas discussion first, followed by an advocacy group. **Nina**

Carlson, government affairs and economic development manager for NW Natural, introduced Kellye Dundon, NW Natural environmental policy manager, Chris Kroeker, NW Natural hydrogen project manager, and NW Natural as a company and the current services they provide. **Carlson** stated the purpose for NW Natural's visit and presentation was to provide information, listen to concerns, answer questions, and determine how NW Natural could help the city meet its climate goals.

Carlson provided a timeline of what NW Natural had accomplished including replacing old pipes to reduce fugitive emissions. **Dundon** presented NW Natural's carbon neutral goal called Destination Zero, Vision 2050, and shared other programs they have and will utilize to achieve their goals. **Carlson** added that as NW Natural is a regulated utility, new plans and ideas used to make natural gas more sustainable are tied to passing legislation and that with assistance from Council, legislation could be passed more quickly. **Councilor Batey** asked NW Natural representatives to clarify what renewable gas is. **Dundon** explained that renewable gas (RNG) is methane captured from waste sources, that NW Natural owns their own RNG production facility, and what NW Natural's minimum RNG volumetric targets are over the next 23 years.

The group discussed how RNG is not limited to use within the region it is produced in, that one regional waste water treatment plant is already connected to NW Natural's network with another soon to be added, how RNG is molecularly the same as traditional natural gas which allows it to be used interchangeably in the pipeline system, that Carlson would have NW Natural staff follow up with precise information on production of RNG at the Columbia waste water treatment plant, and NW Natural's ideals for RNG procurement.

Carlson presented how natural gas is stored for later use compared to electricity and the difference in associated storage costs. **Councilor Batey** asked what the gas is stored in, **Carlson** and **Dundon** replied that the gas is stored in an underground system and within the pipe network.

Kroeker presented NW Natural's plans on how to make, utilize and store low carbon hydrogen, noted that it is less expensive to store than electricity, and **Kroeker** and **Carlson** stated that hydrogen is already being used globally. **Kroeker** shared that NW Natural had been testing a 5% blend of hydrogen at their Sherwood facility and would be rolling out a program in Eugene with 2,300 customers receiving a 10% hydrogen blend. **Carlson** added that NW Natural is taking it's time to ensure safety for NW Natural's system, its customers, and its customers' appliances. **Kroeker** cited where hydrogen and hydrogen blends have successfully been used.

Council President Hyzy, Kroeker, and Carlson discussed the United Kingdom's movement toward hydrogen, why the transition takes so long, and an invitation for Council to see NW Natural's facilities.

Mayor Gamba asked why NW Natural sued the state to stop renewable/green initiative bills. **Carlson** and **Dundon** responded that NW Natural believes in and supports good policy, and that their Destination Zero goals go beyond what has been proposed. **Carlson** summarized that NW Natural wants to work with the city to support carbon neutral goals, to provide a reliable energy source, and shared statistics of those who oppose a ban on natural gas.

The group discussed the discrepancy between leakage rates in homes as measured by the Environmental Protection Agency (EPA) and independent studies, how NW Natural

offers a free yearly inspection to its customers to check for efficient equipment, how to incentivize replacements for newer more efficient appliances, and cost controls.

Bryan Emanuels, with Climate Solutions – a climate advocacy nonprofit operating in Oregon and Washington – commented on the impacts of climate crisis that our region has already experienced. **Emanuels** presented how buildings contribute about a third of the state’s climate pollution, and how emissions from buildings have increased about 50% since 1990. **Councilor Batey** asked Emanuels to point out which line on slide’s graph was for buildings. **Emanuels** noted that the orange line, which represented residential and commercial emissions, had almost reached similar levels to that of transportation as the number one source of climate emissions.

Emanuels presented the Oregon Climate Action Plan goals, which policies have been enacted to help achieve those goals, and what policies Climate Solutions believed were needed. **Emanuels** shared what an all-electric home looks like with plans to replace gas and oil furnaces with electric heat pumps, what appliance use the most natural gas, and the health risks and impacts of cooking with a gas appliance. **Councilor Batey, Emanuels**, and **Council President Hyzy** discussed testing for pollutants from a gas appliance in a residence. **Emanuels** noted how Black, Indigenous, and people of color (BIPOC) communities and those with lower socioeconomic status are unfairly subjugated to poor air quality and the health risks associated with poor air quality.

Emanuels presented safety risks of using gas in a home and stated that it takes up to 30 times longer to restore and repair gas lines than electricity after a natural disaster.

Emanuels shared information from recent studies that discussed the cost benefit and reduction of carbon emissions by switching homes to all-electric heat pumps for space and water heating and stated that now is the time to take action to achieve climate goals and reduce the impact of retrofit costs in the future. **Emanuels** commented on how gas utilities advertise and have pushed back against climate initiative bills, that RNG and hydrogen are not sustainable sources for decarbonizing the building sector, and provided examples of policies, building codes, resolutions, and legislation that have been enacted to reduce the use of natural gas in buildings. **Emanuels** presented policy options that can be enacted on a local level.

Councilor Khosroabadi and **Mayor Gamba** discussed RNG. **Gamba** stated there will be more natural gas discussions at upcoming meetings and thanked Emanuels for their presentation.

2. Adjourn

Mayor Gamba adjourned the meeting at 7:24 p.m.

Respectfully submitted,

Nicole Madigan, Deputy City Recorder

COUNCIL STAFF REPORT

To: Mayor and City Council
Ann Ober, City Manager

Date Written: July 19, 2022

Reviewed: Scott Stauffer, City Recorder

From: Nicole Madigan, Deputy City Recorder

Subject: **Appointments to City Boards and Committees**

ACTION REQUESTED

As outlined in the Milwaukie Municipal Code (MMC), Council is asked to consider approving a resolution making appointments and reappointments to city boards and committees (BCs).

HISTORY OF PRIOR ACTIONS AND DISCUSSIONS

On June 30, 2022, Mary Neustadter's term on the Design and Landmarks Committee (DLC) expired. Neustadter did not originally wish to be reappointed to a new term, but recently decided to continue for the time being.

ANALYSIS

Authority to fill city BC vacancies is granted to the Mayor and Council by Section 26 of the City Charter. To fill vacant positions, panels consisting of members of Council, staff BC liaisons, and BC members, conduct interviews from applications received by the city. The panels make appointment recommendations to Council, which considers and typically approves recommendations through the regular session consent agenda. Appointed individuals serve for a term length determined by the MMC. Upon the completion of a term, if the individual is eligible, they may be reappointed by Council to serve another term.

BC appointments are made when a term has expired or when a position has been vacated. BC terms expire on June 30, but appointments are also made as needed to fill vacancies. All BC positions are term limited, meaning there is a limit to the number of times that members can be re-appointed.

The individual nominated for appointment to the DLC is eligible for reappointment. If appointed by Council, this would be the third and final full consecutive term for Neustadter.

BUDGET, CLIMATE, & WORKLOAD IMPACTS

The staff and budget of office of the city recorder (OCR) can handle the costs and workload related to supporting the city's BC recruitment process.

COORDINATION, CONCURRENCE, OR DISSENT

The OCR worked with the DLC's staff liaison to confirm that the nominated individual would like to continue serving on the committee.

STAFF RECOMMENDATION

Staff recommends making the following reappointment:

Design and Landmarks Committee (DLC): two-year terms, limit of three consecutive terms.

Position	Name	Term Start Date	Term End Date
4	Mary Neustadter	8/2/2022	6/30/2024

ALTERNATIVES

Council could decline to make the recommended appointments, which would result in a vacancy on the DLC.

ATTACHMENTS

1. Resolution



COUNCIL RESOLUTION No.

**A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF MILWAUKIE, OREGON,
MAKING AN APPOINTMENT TO THE DESIGN AND LANDMARKS COMMITTEE.**

WHEREAS Milwaukie Charter Section 26 authorizes the mayor, with the consent of the Council, to make appointments to boards and committees (BCs), and

WHEREAS one BC position is in need of reappointment, and

WHEREAS the individual named below are current a BC member and is eligible and willing to be renominated to their current BC positions, and

WHEREAS the following individuals have been nominated for appointment.

Design and Landmarks Committee (DLC):

Position	Name	Term Start Date	Term End Date
4	Mary Neustadter	8/2/2022	6/30/2024

Now, Therefore, be it Resolved by the City Council of the City of Milwaukie, Oregon, that the individuals named in this resolution are appointed to the identified boards and committees of the City of Milwaukie for the term dates noted.

Introduced and adopted by the City Council on **August 2, 2022**.

This resolution is effective immediately.

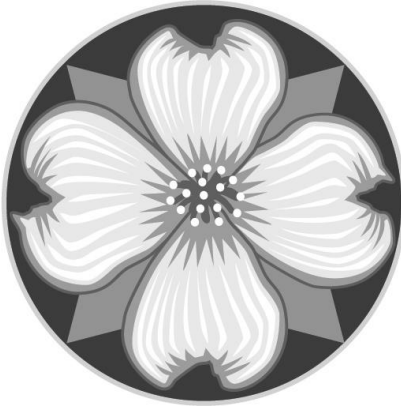
ATTEST:

Mark F. Gamba, Mayor

APPROVED AS TO FORM:

Scott S. Stauffer, City Recorder

Justin D. Gericke, City Attorney



RS Agenda Item

7

Business Items

COUNCIL STAFF REPORT

To: Mayor and City Council
Ann Ober, City Manager

Date Written: Jul. 21, 2022

Reviewed: Scott Stauffer (as to form), City Recorder

From: Kelly Brooks, Assistant City Manager

Subject: **2023 League of Oregon Cities Legislative Priorities Ballot**

ACTION REQUESTED

Council is asked to respond to the 2023 League of Oregon Cities (LOC) Legislative Priorities Ballot

HISTORY OF PRIOR ACTIONS AND DISCUSSIONS

Council completed the LOC priorities ballot every even numbered year.

ANALYSIS

Each even numbered year LOC appoints members to serve on seven policy committees. Composed of city officials, these committees are charged with analyzing policy and technical issues and recommending positions and strategies. Each committee recommends between three to five legislative policy priorities to advance to the full membership and LOC Board of Directors.

The city may return a single ballot indicating Council's top five priority issues for the 2023. In 2020 and 2018 the city was asked to identify four priorities. An asterisk indicates that the policy option is on the 2023 ballot.

2020 Selections

- Building (Reach) Code – Energy Efficiency Local Option (*)
- Green Energy / Renewables – Expanded Local Option (*)
- Low-Income Energy Efficiency and Affordability Programs
- Mental Health Service Delivery

2018 Selections

- Carbon Cap-and-Invest Program Adoption
- Permanent Supportive Housing Investment
- Property Tax Reform (*)
- Right-of-Way and Franchise Fee Authority

BUDGET IMPACT

Many of the policies covered by the ballot could have budget implications for the city if enacted. As bills move through the legislative process, more detailed financial analysis becomes available via the legislative fiscal office.

WORKLOAD IMPACT

None

CLIMATE IMPACT

Many of the policies covered by the ballot could have an impact on the city's ability to address the impacts of climate change. Two policies, the reach code and expanded local option, have more direct connections the city's climate action plan.

COORDINATION, CONCURRENCE, OR DISSENT

None.

STAFF RECOMMENDATION

None.

ATTACHMENTS

1. 2023 Legislative Priorities Ballot



2023 Legislative Priorities Ballot

Issued on June 10, 2022

Ballots due by 5:00 p.m. on August 5, 2022

TABLE OF CONTENTS

1. Background.....	1
2. Ballot and Voting Process.....	1
3. Link to Electronic Ballot.....	1
4. Community Development Policy Committee Recommendations.....	2
A. Full Funding and Alignment for State Land Use Initiatives.....	2
B. Local Funding to Address Homelessness.....	2
C. Infrastructure Funding to Support Needed Housing.....	2
D. Economic Development Incentives.....	2
E. Community Resiliency and Wildfire Planning.....	3
5. General Government Policy Committee Recommendations.....	3
A. Protecting Public Employees and Officials.....	3
B. Return to Work.....	3
C. Attorney Client Privilege.....	4
D. Address Measure 110 Shortcomings.....	4
6. Energy and Environment Policy Committee Recommendations.....	4
A. Building Decarbonization, Efficiency and Modernization.....	4
B. Continue Investments in Renewable Energy.....	4
C. Investment in Community Climate Planning Resources.....	5
D. Adequate Funding for State Climate Initiatives.....	5
7. Finance and Taxation Policy Committee Recommendations.....	5
A. Property Tax Reform.....	5
B. Lodging Tax Flexibility.....	6
C. Economic Development Incentives.....	6
D. Marijuana Taxes.....	6
E. Alcohol Revenues.....	7
8. Telecommunications, Broadband Policy Committee Recommendations.....	7
A. Digital Equity and Inclusion.....	7
B. Resilient, Futureproof Broadband Infrastructure and Planning Investment.....	8
C. Incentives for Broadband Affordability, Adoption and Consumer Protections.....	8
D. Cybersecurity and Privacy.....	9
9. Transportation Policy Committee Recommendations.....	9
A. Transportation Safety Enhancement.....	9
B. Road User Fee – Vehicle Miles Traveled Structure.....	10
C. New Mobility Services	10
D. Funding for Recovery of Abandoned Recreational Vehicles.....	10
10. Water and Wastewater Policy Committee Recommendations.....	10
A. Water Utility Rate and Fund Assistance.....	10
B. Place-Based, Water Resource Planning.....	11
C. Infrastructure Financing and Resilience.....	11

2023 Legislative Priorities Ballot – League of Oregon Cities

Background: Each even-numbered year the LOC appoints members to serve on 7 policy committees. These policy committees are the foundation of the LOC's policy development process. Composed of city officials, these committees are charged with analyzing policy and technical issues and recommending positions and strategies for the LOC. Each committee provides a list of recommended policy positions and actions for the LOC to take in the coming two year legislative cycle. This year, all 7 committees identified between 3 to 5 legislative policy priorities to advance to the full membership and LOC Board of Directors.

Ballot/Voting Process: Each city is being asked to review the recommendations from the 7 policy committees and provide input to the LOC Board of Directors as it prepares to adopt the LOC's 2023 legislative agenda. After your city has had an opportunity to review the proposals, please complete the electronic ballot indicating the top 5 issues that your city would like to see the LOC focus on during the 2023 legislative session.

Each city is permitted one vote. As such, each city must designate a person to enter the vote electronically on the below link. For those cities without electronic options for voting, paper ballots may be requested from LOC's Legislative Director Jim McCauley at jmccauley@orcities.org.

Important Deadlines: The deadline for submitting your city's vote is **5:00 p.m. on August 5, 2022.**

Ballots were emailed to the CAO of each city. If your city didn't receive the ballot, please email Jim McCauley at jmccauley@orcities.org.

Brought to you by the Community Development Policy Committee

Full Funding and Alignment for State Land Use Initiatives

Legislative Recommendation: *The LOC will support legislation to streamline and fully fund local implementation of any recently adopted or proposed state land use planning requirements, including administrative rulemaking.*

Background: Recent legislation and executive orders have made significant changes to the state's land use planning process, including increasing burdens for local government. While the LOC shares the state's policy goals, these updates have resulted in extensive, continuous, and sometimes conflicting rulemaking efforts that are not supported by adequate state funding. Cities simply do not have the staff capacity or resources needed to implement current requirements. Existing planning updates should be streamlined to enable simpler, less costly implementation and any new proposals should be aligned with existing requirements.

Local Funding to Address Homelessness

Legislative Recommendation: *The LOC will seek funding to support coordinated, local responses to addressing homelessness.*

Background: The LOC recognizes that to end homelessness, a statewide and community-based coordination approach to delivering services, housing, and programs is needed. Addressing homelessness will look different and involve different service provider partners from one city to the next, but one thing is consistent, addressing the crisis requires significant financial resources. While cities across Oregon have developed programs, expanded service efforts, built regional partnerships, and have significantly invested both their local General Fund and federal CARES Act and American Rescue Plan Act dollars into programs to address the homelessness crisis in their respective communities, the crisis continues. The homelessness crisis exceeds each city's individual capacity – necessitating the need for meaningful fiscal support from the State of Oregon.

Infrastructure Funding to Support Needed Housing

Legislative Concept: *The LOC will support state funding for infrastructure needed to support needed housing.*

Background: As Oregon works to overcome its historic housing supply deficit, development costs continue to rise. Cities have limited tools to address the rising costs of infrastructure necessary to support the impact of new housing development. A statewide fund to address infrastructure costs and improve housing affordability is needed.

Economic Development Incentives (co-sponsor with Tax and Finance Committee)

Legislative Recommendation: *The LOC will support legislation to preserve and strengthen discretionary local economic development incentives including the Enterprise Zone (EZ), Long Term Rural Enterprise Zone (LTREZ) and Strategic Investment Program (SIP).*

Background: The EZ and LTREZ programs provide local governments the option to offer a temporary full exemption from property taxes for qualified new property of a business (3 to 5 years for the standard EZ and 7 to 15 years for the rural EZ). The SIP program allows local governments to offer a 15-year

partial exemption on the value of new property that exceeds a certain investment threshold (\$25 million to \$100 million depending on location and total project value). Recent studies by Business Oregon confirmed what city economic development professionals knew; these incentive programs are crucial for Oregon to remain competitive nationally and show massive benefits to Oregon in terms of jobs, enhanced economic activity, and tax revenues. The EZ and LTREZ programs will sunset in 2025 without action by the legislature, and “gain share” provisions of the SIP program transferring a portion of income taxes resulting from qualified projects to local governments will sunset in 2026. The LOC will advocate for sunset extensions and for changes that will improve the programs, and advocate against any changes that will reduce local control or devalue the incentives.

Community Resiliency and Wildfire Planning

Legislative Recommendation: *The LOC will support investments for climate and wildfire resiliency planning, as well as infrastructure upgrades, to fill existing gaps and assist cities in planning for extreme weather events and wildfire.*

Background: Oregon communities are increasingly looking for help planning for climate change impacts, including infrastructure upgrades, to handle extreme weather events. Cities of all sizes, especially small to mid-sized cities, need technical assistance and additional capacity to better plan for and recover from climate events and wildfire. Investments in infrastructure upgrades, repairs, and resiliency will help rebuild communities, better ensure equity and access to critical services, protect public health and the environment, improve community resiliency, and promote economic recovery.

Brought to you by the General Government Policy Committee

Protecting Public Employees and Officials

Legislative Recommendation: *The LOC will introduce legislation to protect the personal contact information of public employees and increase criminal sanctions when public officials and employees are subject to criminal activity connected to their service.*

Background: Cities have seen an increase in harassments, threats and property damage in recent years. Over 80 percent of city leaders who participated in a National League of Cities [report](#) on public civility indicated they had personally experienced harassing or harmful behavior because of their role as a public official. Additionally, an ambiguity in the phrasing in a statute intended to protect the private information of public employees may require an employer to release home addresses, personal emails and contact information.

Return to Work

Legislative Recommendation: *Eliminate the sunset on the ability of retirees to return to work.*

Background: PERS covered retirees are currently allowed to return to work without suffering a tax or pension penalty until 2024. Allowing retirees to return to work allows employers to fill critical vacancies while not paying pension and other costs in times of both fiscal hardships and workforce scarcity. The sunset was established as part of a compromise PERS reform package passed in 2017 but has been successful for retirees and employers.

Attorney Client Privilege

Legislative Recommendation: *Ensure that privileged communications between public bodies and officials and their legal counsel remain confidential indefinitely.*

Background: A recent court ruling limited public sector attorney client privilege to 25 years, which is identical to the lifespan of other public records exemptions. The LOC believes that public officials should have the same right to unimpeded legal counsel as all other attorney clients.

Address Measure 110 Shortcomings

Legislative Recommendation: *Restore criminal justice incentives for seeking treatment for addiction while ensuring a path for expungement for successfully completing a treatment program.*

Background: Oregon voters passed Measure 110 in 2020 which eliminated criminal sanctions for simple possession for most narcotic drugs and replaced them with a waivable \$100 ticket. A citation cannot be issued if a person seeks treatment by calling a treatment referral service. The measure also re-dedicated local marijuana revenue to harm reductions services. Those funds are now pooled and distributed by an oversight and accountability committee. Oregon's overdose deaths continue to increase and funds that should have been distributed in January of 2021 are still not delivered. Additionally, problems related to drug abuse such as property crime have increased.

Brought to you by the Energy and Environment Policy Committee

Building Decarbonization, Efficiency, and Modernization

Legislative Recommendation: *The LOC will support legislation to protect against and rollback preemptions to allow local governments to reduce greenhouse gas emissions from new and existing buildings while ensuring reliability and affordability. Some initiatives may include a local option Reach Code, statewide home energy scoring or financial incentives like [CPACE](#).*

Background: Homes and commercial buildings need a lot of power. In fact, they consume nearly half of all the energy used in Oregon according to the Oregon Department of Energy 2020 Biennial Energy Report. Existing buildings need to be retrofitted and modernized to become more resilient and efficient. New buildings can be built with energy efficiency and energy capacity in mind, so they last longer for years to come, reduce the energy burden on occupants, and are built to a standard that is futureproof for carbon reducing technologies like electric vehicles

Continue Investments in Renewable Energy

Legislative Recommendation: *The LOC will work to identify barriers and potential solutions to local energy generation and will pursue funding assistance for feasibility studies and project implementation. The LOC will support legislation to study and invest in viable, preferably locally generated, options and to divest the Oregon Treasury from fossil fuels.*

Background: Renewable energy sources can be used to produce electricity with fewer environmental impacts. Local energy generation projects can better position cities to pursue and achieve local climate action goals, address capacity constraints of existing electric transmission lines, and can help cities respond to individual businesses that may be seeking green energy options. The types of local energy generation projects discussed by the committee include, but are not limited to, small-scale hydropower, in-conduit hydropower, methane capture, biomass and solar. Such projects are not intended to conflict

with existing low-carbon power purchase agreements but can position cities to pursue local climate action goals and supplement energy needs through renewable generation.

Investment in Community Climate Planning Resources

Legislative Recommendation: *The LOC will support investments that bring climate services (for mitigation and adaptation) together and work to fill the existing gaps to help communities get the high-quality climate assistance they need quickly and effectively.*

Background: Oregon communities are increasingly looking for help planning for climate change impacts and implementing programs to reduce greenhouse gases. Interest in climate services has continued as communities experience increasing disruptions caused or made worse by climate change. Oregon's small to mid-sized communities and rural communities are particularly in need of both technical assistance and additional capacity to address climate impacts and do their part to reduce greenhouse gas emissions. While some climate resources exist in Oregon, those programs are dispersed throughout state government, the nonprofit world, and academic institutions. Because of this current structure, it is not clear for communities what they should do once they decide to act on climate change.

Adequate Funding for State Climate Initiatives

Legislative Recommendation: *The LOC will support legislation to streamline processes and fully fund local implementation of climate mandates (like [Climate Friendly and Equity Communities](#) rules) from the state. Furthermore, the LOC will support legislation that allows the state to adequately maintain and staff programs that impact a city's ability to reduce greenhouse gas emissions.*

Background: On March 10, 2020, Governor Kate Brown signed [Executive Order 20-04](#) directing state agencies to take action to reduce and regulate greenhouse gas emissions. Additionally, the state has legislatively passed many greenhouse gas reduction measures. This has led to some unfunded mandates on cities as well as a significant workload for agency staff.

Brought to you by the Finance and Taxation Policy Committee

Property Tax Reform

Legislative Recommendation: *The LOC will advocate for constitutional and statutory reforms to the property tax system to enhance local choice, equity, fairness, and adequacy.*

Background: The property tax system is broken and in need of repair due to constitutional provisions in Measures 5 and 50 that were adopted by voters in the 1990s. The current system is inequitable to property owners and jurisdictions alike, is often inadequate to allow jurisdictions to provide critical services, removes meaningful local choice, and is incomprehensible to most taxpayers. Local governments and schools rely heavily on property tax revenues to pay for services and capital expenses. With federal pandemic aid to cities coming to an end and inflation looming, cities are concerned that their top revenue source will not allow residents to adequately fund the services that they demand. Therefore, the LOC will take a leadership role in pursuing efforts to draft and advocate for both comprehensive and incremental property tax reform option packages, including forming coalitions with other interested parties. The LOC will remain flexible to support all legislation that improves the system, but will, in the short term, focus on incremental changes that will allow for a foundation on which to build for broader revisions going forward. The LOC's overall focus will be on a property tax package that includes, but may not be limited to these elements:

- In the short term, advocating for a system that restores local choice and allows voters to adopt tax levies and establish tax rates outside of current limits and not subject to compression. This may also include advocating for a local option levy that has passed three or more times to become permanent (requires constitutional referral).
- Also in the short term, advocating for statutory changes to extend statewide a 2017 Multnomah County pilot that created an option that new property has a taxable value determined based on the city average of maximum assessed value to market value as opposed to countywide average.
- Over the longer term, to achieve equity, advocating for a system that has taxpayers' relative share tied to the value of their property, rather than the complex and increasingly arbitrary valuation system based on assessed value from Measure 50 (requires constitutional referral).
- Also over the longer term, to enhance fairness and adequacy, advocating for various statutory changes, some of which would adjust the impact of the above changes. For example, as a part of comprehensive reform the LOC will support targeted tax relief for lower income residents to make sure reform does not price vulnerable residents out of their homes.

Lodging Tax Flexibility

Legislative Recommendation: *The LOC will advocate for legislation to enhance flexibility in how cities may use transient lodging tax revenues. The goal is to help cities better serve visitors and improve local conditions that support the tourism industry.*

Background: The Legislature created the *state* lodging tax in 2003, and with it a new requirement that 70% of net revenues from new or increased *local* lodging taxes must be used for “tourism promotion” or “tourism related facilities.” Cities acknowledge and appreciate the economic development benefits that tourism brings to their local economies, but often struggle to support the industry in areas like public safety, infrastructure, workforce housing, and homeless services. Enhanced flexibility and clarification of allowed use of funds will benefit both visitors and business owners alike.

Economic Development Incentives (co-sponsor with the Community Development Committee)

Legislative Recommendation: *The LOC will support legislation to preserve and strengthen discretionary local economic development incentives including the Enterprise Zone (EZ), Long Term Rural Enterprise Zone (LTREZ) and Strategic Investment Program (SIP).*

Background: The EZ and LTREZ programs provide local governments the option to offer a temporary full exemption from property taxes for qualified new property of a business (3 to 5 years for the standard EZ and 7 to 15 years for the rural EZ). The SIP program allows local governments to offer a 15-year partial exemption on the value of new property that exceeds a certain investment threshold (\$25 million to \$100 million depending on location and total project value). Recent studies by Business Oregon confirmed what city economic development professionals know; these incentive programs are crucial for Oregon to remain competitive nationally and show massive benefits to Oregon in terms of jobs, enhanced economic activity, and tax revenues. The EZ and LTREZ programs will sunset in 2025 without action by the legislature, and “gain share” provisions of the SIP program transferring a portion of income taxes resulting from qualified projects to local governments will sunset in 2026. The LOC will advocate for sunset extensions and for changes that will improve the programs, and advocate against any changes that will reduce local control or devalue the incentives.

Marijuana Taxes

Legislative Recommendation: *The LOC will continue to advocate for increased revenues from marijuana taxes. This may include proposals to restore state marijuana tax losses related to Measure 110 (2020) distribution changes, and to increase the current 3% cap on local marijuana taxes so local voters may choose a rate that reflects the needs of their community.*

Background: Recreational marijuana retailers are required to charge a state-imposed retail sales tax of 17 percent for all recreational marijuana sold. Until the end of 2020 cities received 10% of the net revenue from the state tax but Measure 110 changed the distribution formula and will reduce city distributions by an estimated 73% for the 2021-23 biennium. Cities may also impose a local retail sales tax of up to 3%, subject to voter approval. Tax rates for recreational marijuana vary widely across the states, but the total Oregon tax burden is 20-25% percent below other West Coast states. Unbiased academic studies indicate Oregon could increase marijuana taxes without pushing significant business to the illicit market. If the Legislature is not willing to allow increased taxes it should restore city revenues by other means back to what was agreed to when recreation marijuana was legalized.

Alcohol Revenues

Legislative Recommendation: *The LOC will advocate for enhanced revenues from the sale of alcohol to mitigate the impact of recent legislative changes that will otherwise reduce this crucial revenue source.*

Background: Oregon's beer tax has not been increased since 1978 and is \$2.60 per barrel which equates to about 8.4 cents per gallon or less than 5 cents on a six-pack. Oregon has the lowest beer tax in the country, and to get to the middle of the states Oregon would need a more than 10-fold increase. Oregon's wine tax is 67 cents per gallon and 77 cents per gallon on dessert wines, this is the second lowest tax nationwide, and the first 2 cents of the tax goes to the wine board. Oregon is a control state and is the sole importer and distributor of liquor, which accounts for about 94% of total alcohol revenues. The Oregon Liquor and Cannabis Commission (OLCC) sets retail prices at about 105% of their cost and net revenues are distributed based on a formula. Cities are preempted from imposing alcohol taxes. In exchange, cities receive approximately 34% of the state alcohol revenues after the state takes 50% of beer and wine taxes off the top prior to this distribution. Recent legislative changes will reduce city revenues; the legislature approved a more generous compensation formula for liquor store owners in 2021 and approved a 148% cost increase for a planned OLCC warehouse in 2022. Both changes will reduce distributions to cities. Cities have significant public safety costs related to alcohol consumption and taxes on alcohol do not cover their fair share of these costs. There are numerous ways to address the issue: increasing taxes on beer or wine (possibly through a local sales tax option), increasing the markup on liquor, or increasing the per bottle surcharge currently in place at liquor stores and dedicating the funds to paying for the planned OLCC warehouse.

Brought to you by the Telecommunications, Broadband Policy Committee

Digital Equity and Inclusion

Legislative Recommendation: *The LOC will advocate for legislation and policies that help all individuals and communities have the information technology capacity needed for full participation in our society, democracy, and economy.*

Background: Connectivity is crucial to modern life. It is being relied on more for how people do business, learn, and receive important services like healthcare. As technology evolved the digital divide has become more complex and nuanced. Now, discussion of the digital divide is framed in terms of whether a population has access to hardware, to the Internet, to viable connection speeds and to the skills they need to effectively use it.

Resilient, Futureproof Broadband Infrastructure and Planning Investment

Legislative Recommendation: *The LOC will support legislation that will ensure broadband systems are built resiliently and futureproofed while also advocating for resources to help cities with broadband planning and technical assistance through direct grants and staff resources at the state level. The LOC will support legislation that addresses issues with the inconsistency of regulations applied to traditional and nontraditional telecommunications service as more entities move to a network based approach instead of what services are being provided. LOC will oppose any preemptions on local rights-of-ways, and municipalities right to own poles and become broadband service providers.*

Background:

Broadband Planning and Technical Assistance

Most state and federal broadband infrastructure funding sources require that communities have a broadband strategic plan in place to qualify for funds. Unfortunately, many cities do not have the resources or staff capacity to complete comprehensive broadband strategic plans.

Resilient and Long-Term Systems

As broadband is continually being made a priority on the state and federal level, we must think strategically about how to build resilient long-term networks that will serve Oregonians now and into the future. Ways to ensure broadband is resilient may include investing in robust middle mile connections, ensuring redundancy and multiple providers in all areas, and undergrounding fiber instead of hanging it on poles.

Optional Local Incentives to Increase Broadband Deployment

All levels of government have identified broadband as a priority. However, there continue to be proposed mandates on local governments to deploy broadband services more quickly. Cities have a duty to manage rights-of-ways (ROW) on behalf of the public and need flexibility to adequately manage the ROW. Instead of mandates the state should focus its efforts on allowing cities the option to adopt incentives that could help streamline broadband deployment.

Regulatory Consistency Amidst Convergence

Historically, the standards and oversight policies for a specific technology were established independently and were not developed with merging or interoperability in mind. For example, telephony (when providing voice), cable TV (when providing video), and mobile cellular technologies each follow their respective standards, and these services were regulated by policies specific to each type.

Incentives for Broadband Affordability, Adoption and Consumer Protections

Legislative Recommendation: *The LOC will seek additional state support and funding for increased broadband adoption and affordability and will advocate for consumer protections for those accessing the internet, internet enabled devices and broadband service.*

Background: Broadband infrastructure is being funded at a historic level. For that infrastructure to be adequately utilized affordability and adoption initiatives must receive investment. Initiatives that would help could include studying barriers to adoptions and affordability; ensuring adequate competition in providers; investing in more data centers statewide so service is cheaper for regions outside of the I-5 corridor as it is simply more expensive per megabit to provide; and ensuring providers are widely advertising programs meant for those with limited means.

Additionally, problems with internet providers are among the most common consumer complaints in Oregon. Complaints often involve paying more than expected, difficult cancellation policies and poor service. Consumers are at risk of being advertised or offered services that are not actually being delivered. For example, 25/3 is the current definition of broadband. Currently, providers are allowed to advertise

speeds as “up to” 25/3 or a certain speed. There is no one enforcing whether or not providers actually hit their advertised speeds. Providers should be accountable for making sure consumers have the appropriate equipment for the services they are paying for.

Cybersecurity & Privacy

Legislative Recommendation: *The LOC will support legislation that addresses privacy and cybersecurity for all that use technology, including but not limited to: funding for local government cybersecurity initiatives, statewide resources for cyber professionals, regulations of data privacy, or standards for software/hardware developers to meet to make their products more secure.*

Background: Society is becoming more technologically reliant than ever before and that will only increase. With this increase of technology there is an increased risk for cybercrimes. Therefore, cybersecurity and privacy systems must be taken seriously. Cybersecurity encompasses everything that pertains to protecting sensitive data, protected health information, personal information, intellectual property, data, and governmental and industry information systems from theft and damage attempted by criminals and adversaries.

Cybersecurity risk is increasing, not only because of global connectivity but also because of the reliance on cloud services to store sensitive data and personal information. Widespread poor configuration of cloud services paired with increasingly sophisticated cyber criminals means the risk that governments, businesses, organizations, and consumers suffer from a successful cyberattack or data breach is on the rise.

Brought to you by the Transportation Policy Committee

Transportation Safety Enhancement

Legislative Recommendation: *The LOC supports legislation that improves the overall safety of the transportation network in communities. The LOC will achieve this outcome by expanding authority for establishing fixed photo radar to all cities, increasing flexibility for local speed setting authority, and increased investment in the “safe routes to schools” and expansion of the “great streets” programs.*

Background: The City of Portland has demonstrated improved safety outcomes in neighborhoods with the addition of fixed photo radar along high-crash corridors. LOC’s efforts to expand the use of fixed photo radar to additional cities failed during the 2021 Session. ([HB 2019](#)) - High Crash Corridor for City of Unity) and ([HB 2530](#)) -Extending Fixed Photo Radar) were supported by the LOC, but lacked sufficient support from legislators to advance.

During the 2019 Session the LOC supported [SB 558](#), which would authorize a city to designate speed for a highway under the city’s jurisdiction that is five miles per hour lower than statutory speed when the highway is in a residential district and not an arterial highway. During the 2021 Session passage of [HB 3055](#) (Sect 81 (5)(g)) extended speed setting authority to highways within the jurisdictional boundaries of cities and Multnomah & Clackamas counties.

Road User Fee – Vehicle Miles Traveled (VMT) Structure

Legislative Recommendation: *The LOC will support replacement of Oregon's Gas Tax with a road impact fee structure that will capture added revenue from cities with local gas tax structure. The pricing structure should also maintain a weight-mile tax structure to make sure that there is an impact element of the fees paid for transportation infrastructure.*

Background: The LOC has historically advocated for a fee structure that more closely matches road usage. Gas tax revenues are a declining source of revenue due to enhanced mileage in new vehicles and the increase of electric vehicles on roads.

New Mobility Services

Legislative Recommendation: *The LOC supports the entry and utilization of a variety of new mobility services that support a safe, sustainable, and equitable multimodal transportation system, while preserving local government's authority to regulate services and ensure public and consumer safety in communities.*

Background: The expansion of mobility services presents local governments with opportunities and challenges. Mobility services include Uber, Lyft, scooters, E-bikes, and food service delivery such as DoorDash, and UberEATS. Many cities across the country have initiated efforts to add regulatory oversight of these services to provide a base level of safety to consumers. Companies such as Uber and Lyft have tried to de-regulate their business model in states specifically introducing legislation that would pre-empt local governments to regulate and establish steps that protect their respective communities. The LOC has supported efforts during the 2019 session such as [HB 3379](#) and opposed efforts that pre-empted local governments such as HB 3023.

Funding for Recovery of Abandoned Recreational Vehicles

Legislative Recommendation: *The LOC supports the formation of a recovery fund that cities could access for disposing of abandoned Recreational Vehicles (RV).*

Background: With the ongoing houseless and affordable housing crisis cities have experienced an increase in dumping of vehicles and RVs in neighborhoods, streets and the right-of-way. The costs associated with towing, recovery, and determining ownership has presented significant costs in some communities. Several cities are allocating hundreds of thousands of dollars to recover abandoned vehicles from streets, parks, private property, and other locations. Tow companies have expressed an interest in a recovery fund as well, since the companies must deal with storage and disposal of the vehicles, which presents several challenges.

Brought to you by the Water and Wastewater Policy Committee

Water Utility Rate and Fund Assistance

Legislative Recommendation: *The LOC will collaborate with members of the bipartisan work group to continue the proposed legislative purpose of the Low-Income Household Water Assistance (LIHWA) program.*

Background: The LOC was successful during the 2021 legislative session in advocating for the development of a new water utility funding assistance program for ratepayers experiencing ongoing or recent economic hardships. The LOC worked with a bipartisan work group to pass legislation that formed the Low-Income Household Water Assistance (LIHWA) program which received federal funding for the

initial implementation through the Consolidated Appropriations Act of 2021 and the American Rescue Plan Act (ARPA) of 2021. The program was incredibly successful, but the federal funding that was allocated to the State of Oregon was already exhausted in some counties in the Spring of 2022.

The bipartisan workgroup's intent was to make this program a permanent program, with initial pilot funding provided by the federal government.

Place-Based, Water Resource Planning (Program Support)

Legislative Recommendation: *The LOC will advocate for the funding needed to complete existing place-based planning efforts across the state and identify funding to continue the program for communities that require this support.*

Background: Oregon's water supply management issues have become exceedingly complex. Lack of adequate water supply and storage capacity to meet existing and future needs is an ongoing concern for many cities in Oregon and is a shared concern for other types of water users including agricultural, environmental, and industrial. The Legislature created a place-based planning pilot program in Oregon administered through the Oregon Water Resources Department that provides a framework and funding for local stakeholders to collaborate and develop solutions to address water needs within a watershed, basin, or groundwater area. The LOC Water & Wastewater Policy Committee recognized that while this funding is limited to specific geographic areas, they also recognized the importance of successfully completing these pilot efforts and conducting a detailed cost/benefit analysis. It is a critical step to demonstrate the benefits of this type of planning. If these local planning efforts prove to be successful, there will likely be future efforts to secure additional funding for other place-based planning projects across the state in 2022.

Infrastructure Financing and Resilience

Legislative Recommendation: *The LOC will advocate for an increase in the state's investment in key infrastructure funding sources, including, but not limited to, the Special Public Works Fund (SPWF), Brownfield Redevelopment Fund, Regionally Significant Industrial Site loan program, and set asides through the SPWF for seismic resilience planning and related infrastructure improvements to make Oregon water and wastewater systems more resilient.*

Background: A key issue that most cities are facing is how to fund infrastructure improvements (both to maintain current and to build new). Increasing state resources in programs that provide access to lower rate loans and grants will assist cities in investing in vital infrastructure. An LOC survey of cities in 2016 identified a need of \$7.6 billion dollars over the next 20 years to cover water and wastewater infrastructure projects for the 120 cities who responded. This shows a significant reinvestment in the Special Public Works Fund (SPWF) is needed to help meet the needs of local governments.

COUNCIL STAFF REPORT

To: Mayor and City Council
Ann Ober, City Manager

Date Written: July 21, 2022

Reviewed: Joseph Briglio, Community Development Director, and
Janine Gates, Housing and Economic Development Program Manager

From: Laura Weigel, Planning Manager,
Vera Kolas, Senior Planner, and
Adam Heroux, Associate Planner

Subject: Neighborhood Hubs Project Update

ACTION REQUESTED

Council is asked to review the proposed approach for the Neighborhood Hubs (Hubs) project and provide feedback.

HISTORY OF PRIOR ACTIONS AND DISCUSSIONS

September 5, 2017: Council adopted the [Milwaukie Community Vision & Action Plan](#) on September 5th to serve as a foundation for the Comprehensive Plan. Council incorporated Hubs into the action plan.

April 3, 2018: Council authorized a contract with Angelo Planning Group to focus on policy development, market feasibility, and community engagement for the Hubs project as part of the Comprehensive Plan update.

June 19, 2018: Council received updates on neighborhood district association (NDA) meetings following meetings with each NDA and May. These updates preceded an August survey through which approximately 400 Milwaukie residents provided feedback on the Hubs project.

January 15, 2019: During a joint session with the Planning Commission, Design and Landmark Committee (DLC), and Comprehensive Plan Advisory Committee (CPAC), Council received updates on the Comprehensive Plan update process including how Hubs work intersects with increased housing density and infrastructure improvements.

August 18, 2020: Council adopted the [2040 Comprehensive Plan](#), incorporating the Hubs project into many aspects of the plan. More than 50 different policies in the Comprehensive Plan have the potential to impact and strengthen the implementation of Hubs.

ANALYSIS

The Hubs project was scheduled to get underway after the first phase of the Comprehensive Plan implementation was complete. In the spring of 2022, Council adopted code amendments for housing, parking and trees completing the first phase of implementation.

Project Background

The city has conducted extensive community outreach and planning work on the Hubs project since it emerged from the Milwaukie Community Vision & Action Plan outreach in 2016 and 2017. A Neighborhood Hubs report was drafted by the consultant in June 2020. The report has

not been shared with Council until now. Staff has used this baseline report to develop a project approach for implementation moving forward, which is the focus of this discussion. Staff created a revised executive summary, which is included as Attachment 1. The full report is included as Attachment 2.

The 2020 Draft Report

The report was intended to address the following questions:

- Where could Hubs be located?
- What types of services or other amenities can Hubs provide and what could they look like in size and scale?
- How would Hubs take shape and what can the city do to support Hubs?

What are Neighborhood Hubs?

Neighborhood Hubs are gathering places where residents have easy access to goods and services close to their homes. They are places where neighbors create meaningful relationships with each other. Hubs will vary in size and intensity, with some as small as a neighborhood tool library and others as large as a cluster of mixed-use buildings with housing above shops and services.

Where could Hubs be located?

There are 13 Hubs identified throughout the city. From 2018-2019 more than 400 community members participated in developing the 13 Hub locations. Outreach revealed that Neighborhood Hubs have strong support at the community level, with 85% of 391 respondents indicating that they “Support” (42%) or “Strongly Support” (43%) the concept of Neighborhood Hubs.

What are the different Hub Types & Priority Hubs?

City staff worked with Johnson Economics to develop distinct Hub Types and classify each of the 13 proposed Hub locations by type. Additionally, each Hub location was assigned a timeframe in which each Hub might develop. Five Hubs were identified most likely to occur in the next 7-10 years based on a stronger critical mass of commerce and activity. These Hubs were deemed to be the priority Hubs.

What actions can the city take to support Hubs creation or evolution?

Priority strategies were identified to support Hubs development/evolutions. The next section includes actions to begin implementing the strategies.

Proposed Next Steps/Project Approach

This work is a joint effort of planning and economic development staff. While all strategies will require staff resources to implement, code changes will likely require more work up front and less ongoing work once they are implemented. Economic development programs will require engagement and development early on, as well as ongoing support into the future as they are implemented.

It is important to set expectations regarding Hubs development. Hubs are primarily private property. The city can change the zoning to promote the transition of Hubs and economic development can work with property owners to encourage Hubs redevelopment, but ultimately private property owners can develop their property as the zoning allows when they see fit. Hubs are expected to evolve and potentially expand over the long term. This will not happen

overnight and some of the identified Hubs many never come to fruition. The process of creating or enhancing them is expected to be gradual and iterative in most locations.

It is also important to consider that improvements made throughout the city, including changes in zoning, infrastructure improvements and additional services over time may have the unintended consequence of creating an influx of higher income households while pushing out lower income households, Black Indigenous and People of Color (BIPOC), and renters. The Hubs project will need to include targeted approaches to ensure that programs are identified to mitigate the consequences of Hub improvements.

Staff have included all the recommendations set forth in the Hubs report and have identified several additional tasks to bolster implementation.

Community Engagement - Planning/Economic Development Co-effort

Build upon robust community engagement efforts in 2018-2019.

1. Develop robust and creative civic engagement to refine the Hubs, which must include discussions with under-represented communities. Although previous levels of participation were very strong, demographic information was not collected as a part of project outreach. As a result, there is no measure of the diversity of participation. New engagement should specifically engage people of color, renters, immigrants, and people with disabilities.
2. Hubs engagement was conducted prior to the pandemic. How people experience and what they need from their neighborhoods may be different than pre-pandemic. Explore what may have changed (or not) as part of community engagement.
3. Reach out to key property owners in Hub locations regarding Hub concepts, supportive city programs, allowed uses and activities, needed development actions, etc.

Hub Refinement – Planning/Economic Development Co-effort

4. Revisit Hub boundaries and include/remove properties based on changed conditions over the last several years.
5. Consider consolidating Hub types for simplicity and logical consistency.
6. Develop criteria for prioritizing Hubs that considers more than just market conditions and includes elements like placemaking and community building. Examples include access to public spaces, nature and art in the neighborhood, existing connections with pedestrian or bike infrastructure, etc.
7. Revisit the existing, short-term, and long-term typologies based on Hub consolidation, prioritization, and community review.

Zoning and Development Code – Planning Lead

8. Conduct a code audit to explore and plan for potential zoning changes, including a review of commercial zones C-L, C-N, and CG to potentially revise, consolidate and/or create new commercial zones or revise the NMU zone to facilitate Hub development and Hub expansion over time.
9. Create flexible parking requirements for off-street parking at Hub locations.¹
10. Update allowed temporary uses to include food carts and similar uses; consider the concept of accessory commercial uses in the Hubs.

¹ New Oregon Department of Land Conservation and Development (DLCD) rulemaking may impact the necessity of this task for most Hubs.

Economic Development – Economic Development Lead

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 provide opportunities to encourage Hubs development through economic development programs.

11. Explore creating supportive grant or loan programs for small business improvements and support.
12. Explore creating grant and/or loan programs to mitigate potential displacement of low income and BIPOC communities as Hubs develop.
13. Help program public events and create new Hub activities with residents and businesses.
14. Coordinate with Hubs property owners to create partnership with residents, employers, neighborhood associations and other groups to inform, coordinate and support these efforts.
15. Resolve the issue of how to expand uses in some Hubs, including commercial uses and pop-up/traveling Hub opportunities, to let these uses be established and to grow without significant required improvements and SDCs.

Coordination with other City projects – Planning Lead

16. Ground-truth existing conditions at Hub locations and analyze the connectivity and presence/absence of key infrastructure like sidewalks, parking capacity, bike lanes, crossings, and other necessary to facilitate access to Hubs for neighboring residents.
17. Consider how Hubs interface with other efforts that will impact implementation, including the Transportation System Plan, High Density Residential Zones, and Middle Housing among others.

BUDGET IMPACT

Planning has included \$70,000 in the 2022-2023 budget to hire consultants to assist in several of the tasks outlined above. Some of the proposed strategies—particularly economic development programs and infrastructure investments—will require additional resources to implement in the medium and long term.

WORKLOAD IMPACT

The city has budgeted for Neighborhood Hubs implementation beginning in 2022 and it has been included in workplans.

CLIMATE IMPACT

Neighborhood Hubs are intended to provide more services within existing neighborhoods and be accessible by bike and walking. Changes to our code will result in additional density in historically low-density neighborhoods, making neighborhoods more compact and energy efficient. Increased density also helps reduce the carbon intensity of our transportation choices by attracting increased commercial activity and services. Improved bike and pedestrian infrastructure are a key factor in the success of decarbonization efforts as they relate to the Neighborhood Hubs project. Creating new spaces for gathering and connecting between neighbors makes people more resilient in responding together to climate instability. Recent wildfires, intense winter storms, and the COVID-19 pandemic have all demonstrated the value of neighbors banding together to support one another in times of crisis.

COORDINATION, CONCURRENCE, OR DISSENT

Neighborhood Hubs has been led primarily by staff from the planning and community development departments.

STAFF RECOMMENDATION

Work with a consultant to assist with the implementation aspects of the project, including a code audit, equitable community engagement, development of an economic development program specific to Hubs, and drafting of a package of recommended code amendments.

ALTERNATIVES

Not applicable.

ATTACHMENTS

1. Executive Summary from the Neighborhood Hubs Report
2. Neighborhood Hubs Report

Executive Summary

WHAT IS A NEIGHBORHOOD HUB?

Neighborhood Hubs are gathering places where residents have easy access to goods and services close to their homes. They are places where neighbors create meaningful relationships with each other. Hubs will vary in size and intensity, with some as small as a neighborhood tool library and others as large as a cluster of mixed-use buildings with housing above shops and services.

PLANNING PROCESS

Milwaukie community members created the vision for Neighborhood Hubs during the City's 2017 Community Vision and Action Planning process. Since then, the City has explored strategies to make this community vision a reality, ultimately incorporating Neighborhood Hubs into Milwaukie's 2040 Comprehensive Plan. This planning process examined four key questions:

1. **Where** should Hubs be located?
2. **What** services can Hubs provide?
3. **How** can the City support Hubs?
4. **When** will Hubs emerge or grow?

The City worked closely with a team of planning consultants led by Angelo Planning Group (APG) that included Scott | Edwards Architecture (S|EA) and Johnson Economics to carry out the planning process and answer these key questions in consultation with community members and city staff.

COMMUNITY ENGAGEMENT

For Neighborhood Hubs to succeed, it is important to have a community-supported plan of action to help guide their creation. This project began as a community vision more than five years ago. The City has worked with independent experts to explore how to make this vision a reality.

The City and hired consultants have conducted a wide range of community engagement activities to identify hub locations and envision hubs. Below are highlights from this process so far:

15+ Neighborhood District Association meetings, at least two with each neighborhood during 2018-19.

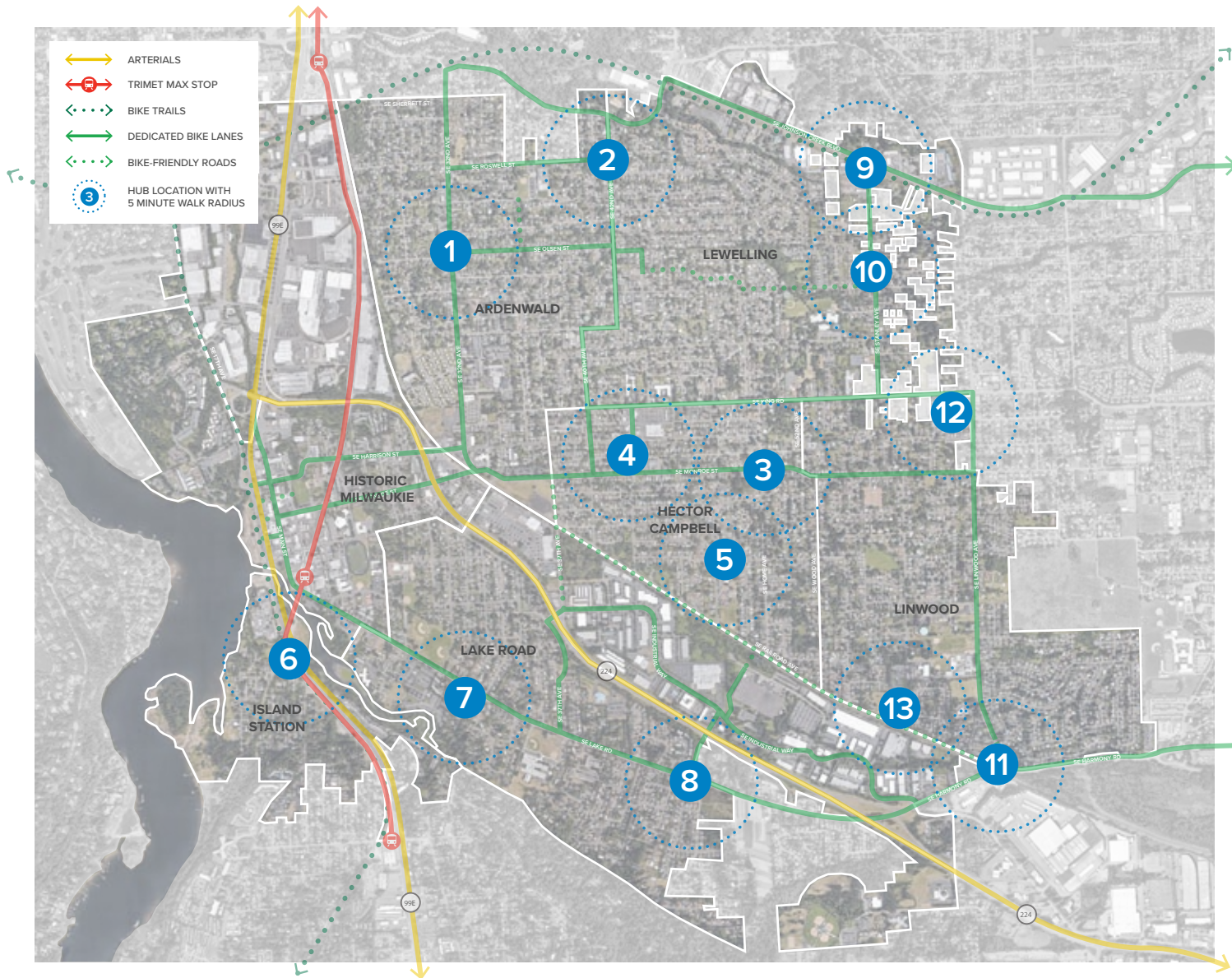
13 Neighborhood Hub locations identified by neighborhood residents at community events and NDA meetings.



396 Milwaukie community members participated in our 2018 Neighborhood Hubs survey.

85% of Milwaukie residents surveyed Support or Strongly Support the Neighborhood Hubs concept.

PROPOSED HUB LOCATIONS



- 1 **Ardenwald 1**
(SE 32nd Ave & SE Olsen St)
- 2 **Ardenwald 2**
(SE 42nd Ave & SE Roswell St)
- 3 **Hector Campbell 1**
(SE Monroe St & SE Home Ave)
- 4 **Hector Campbell 2**
(SE 42nd Ave & SE Monroe Rd)
- 5 **Hector Campbell 3**
(SE 47th Ave & SE Franklin St)
- 6 **Island Station 1**
(SE 22nd Ave & SE Bluebird St)
- 7 **Lake Road 1**
(SE Lake Road & SE 33rd Pl)
- 8 **Lake Road 2**
(SE Lake Road & SE Freeman Way)
- 9 **Lewelling 1**
(SE Stanley Ave & SE Johnson Creek Blvd)
- 10 **Lewelling 2**
(SE Stanley Ave & SE Hazel Pl)
- 11 **Linwood 1**
(SE Linwood Ave & SE Harmony Rd)
- 12 **Linwood 2**
(SE Linwood Ave & SE King Rd)
- 13 **Linwood 3**
(SE Stanley Ave & SE Railroad Ave)

HUB TYPES

This section defines the six primary Neighborhood Hub “types” created by this process. The *Gathering Space* type is omitted in the diagram below, but is explained later in this report. No two hubs are exactly alike in size, scale, nor existing uses. The future growth of each hub is dependent on many variables like the economy, zoning, availability of land, and community support. This report outlines our best prediction for how each Hub might evolve over the short term (5 years) and over the long term (20 years).

Opportunity Site



Potential Hub with few to no existing commercial uses and room to grow.

Underperforming Hub



One or more neighborhood shops with vacant or under-utilized buildings.

Micro-Hub



Spaces that provide temporary uses, like a monthly Farmer’s Market or weekly Tool Library.

Transitional Hub



An Underperforming Hub with a Micro-Hub offering a variety of uses or services.

Neighborhood Hub



Cluster of 3+ small businesses in 1-2 story buildings, typically in low-density residential areas.

Mixed-Use Hub



Large cluster of businesses and dense housing that serve the neighborhood and beyond.

HUB DEVELOPMENT

The city hired Johnson Economics to conduct a market analysis to better understand the conditions necessary to develop Neighborhood Hubs at 12 of the proposed 13 locations. Each Hub is explored in detail in this report, including existing hub type as well as predicted short-term and long-term Hub Types between now and 2040.

Existing conditions at these Hubs vary widely. Of the 12 hubs analyzed, Johnson Economics estimates that 9 have the potential to develop into Mixed-Used Hubs in the long-term. The other three Hubs are projected to develop into two Micro-Hubs and one Transitional Hub.

Hub development will be uneven across the city. Individual hub development will depend the following factors analyzed in this research:

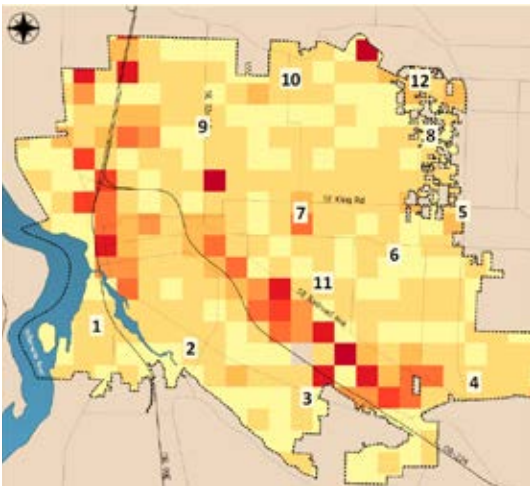
- Retail commercial rents and vacancy trends
- Rental apartment market rental rates and vacancy trends
- Growth in demand for different types of goods and services in Milwaukie and regionally
- Concentrations of population and jobs in Milwaukie and the Hub locations.
- Households, growth in households, average incomes, and number of jobs.

IMPLEMENTATION STRATEGIES

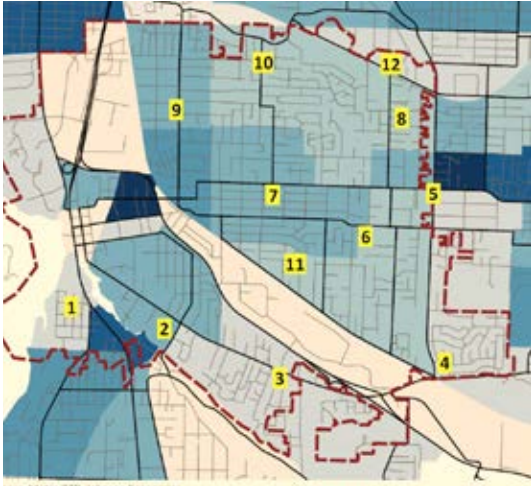
Hubs will require action from the City, investors, and community to make this vision a reality. Here is a partial list of potential strategies identified in this planning process. Many of these strategies require further research and community engagement to implement.

Zoning & Development Code
1) Create a new “Neighborhood Hub” zone with reduced development barriers for businesses.
2) Create a “Hub Overlay” to allow small permanent businesses and temporary uses.
3) Create flexible parking requirements for off-street parking at hub locations.
4) Update allowed temporary uses to include food carts and similar uses.
5) Create a process for hub expansion.
Program Support
6) Public investment in site-specific and connecting infrastructure.
7) Create supportive grant or loan programs for small business improvements.
8) Help program public events and create new hub activities with residents and businesses.

EMPLOYMENT DENSITY



HOUSEHOLD DENSITY





CITY OF MILWAUKIE NEIGHBORHOOD HUBS REPORT

DRAFT | JANUARY 2022

Executive Summary	III
Introduction	7
Planning Process	8
Hub Locations	9
Hub Types	10
Hub Development	13
Appendix	25

Executive Summary

WHAT IS A NEIGHBORHOOD HUB?

Neighborhood Hubs are gathering places where residents have easy access to goods and services close to their homes. They are places where neighbors create meaningful relationships with each other. Hubs will vary in size and intensity, with some as small as a neighborhood tool library and others as large as a cluster of mixed-use buildings with housing above shops and services.

PLANNING PROCESS

Milwaukie community members created the vision for Neighborhood Hubs during the City's 2017 Community Vision and Action Planning process. Since then, the City has explored strategies to make this community vision a reality, ultimately incorporating Neighborhood Hubs into Milwaukie's 2040 Comprehensive Plan. This planning process examined four key questions:

1. **Where** should Hubs be located?
2. **What** services can Hubs provide?
3. **How** can the City support Hubs?
4. **When** will Hubs emerge or grow?

The City worked closely with a team of planning consultants led by Angelo Planning Group (APG) that included Scott | Edwards Architecture (S|EA) and Johnson Economics to carry out the planning process and answer these key questions in consultation with community members and city staff.

COMMUNITY ENGAGEMENT

For Neighborhood Hubs to succeed, it is important to have a community-supported plan of action to help guide their creation. This project began as a community vision more than five years ago. The City has worked with independent experts to explore how to make this vision a reality.

The City and hired consultants have conducted a wide range of community engagement activities to identify hub locations and envision hubs. Below are highlights from this process so far:

15+ Neighborhood District Association meetings, at least two with each neighborhood during 2018-19.

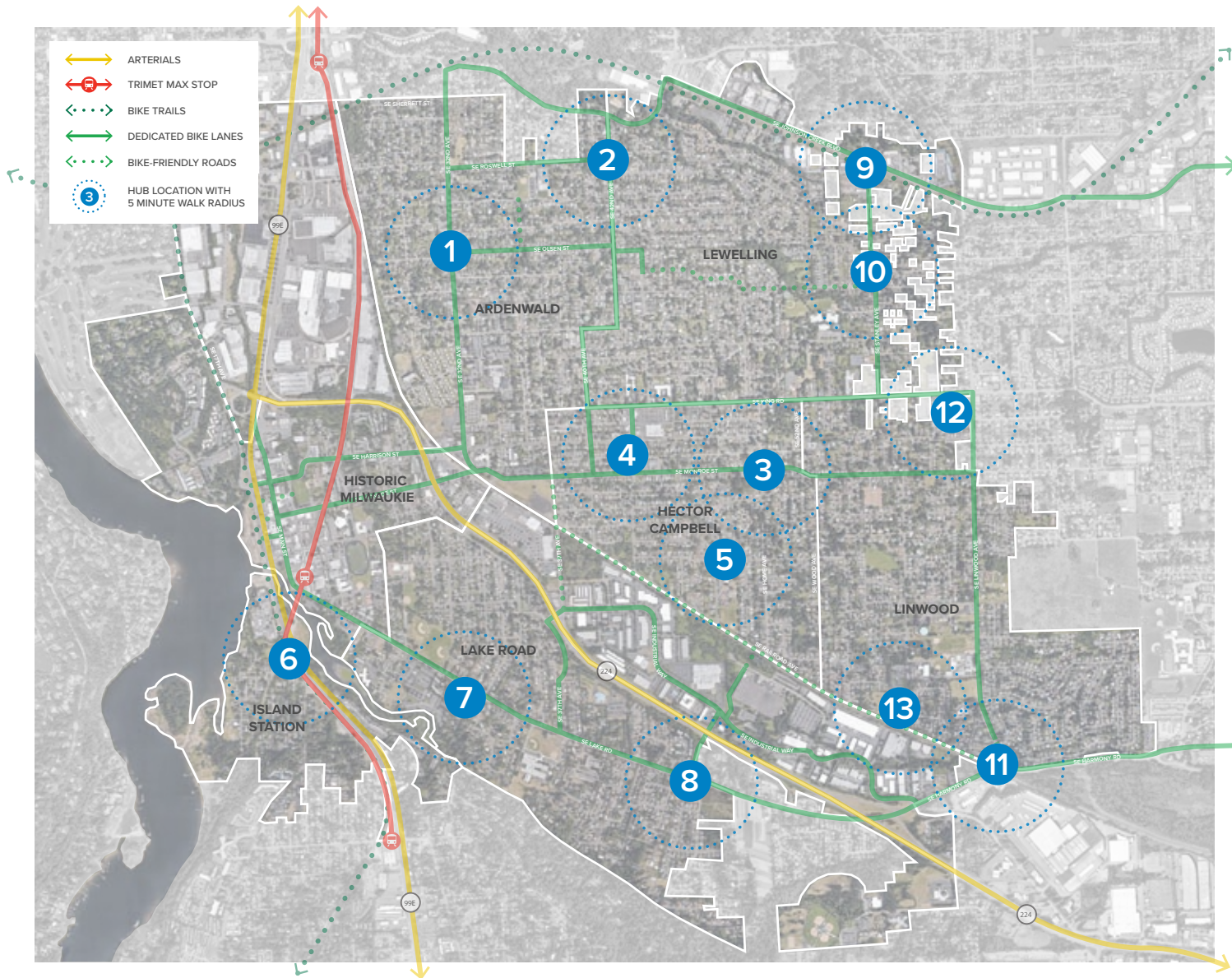
13 Neighborhood Hub locations identified by neighborhood residents at community events and NDA meetings.



396 Milwaukie community members participated in our 2018 Neighborhood Hubs survey.

85% of Milwaukie residents surveyed Support or Strongly Support the Neighborhood Hubs concept.

PROPOSED HUB LOCATIONS



- 1 Ardenwald 1**
(SE 32nd Ave & SE Olsen St)
- 2 Ardenwald 2**
(SE 42nd Ave & SE Roswell St)
- 3 Hector Campbell 1**
(SE Monroe St & SE Home Ave)
- 4 Hector Campbell 2**
(SE 42nd Ave & SE Monroe Rd)
- 5 Hector Campbell 3**
(SE 47th Ave & SE Franklin St)
- 6 Island Station 1**
(SE 22nd Ave & SE Bluebird St)
- 7 Lake Road 1**
(SE Lake Road & SE 33rd Pl)
- 8 Lake Road 2**
(SE Lake Road & SE Freeman Way)
- 9 Lewelling 1**
(SE Stanley Ave & SE Johnson Creek Blvd)
- 10 Lewelling 2**
(SE Stanley Ave & SE Hazel Pl)
- 11 Linwood 1**
(SE Linwood Ave & SE Harmony Rd)
- 12 Linwood 2**
(SE Linwood Ave & SE King Rd)
- 13 Linwood 3**
(SE Stanley Ave & SE Railroad Ave)

HUB TYPES

This section defines the six primary Neighborhood Hub “types” created by this process. The *Gathering Space* type is omitted in the diagram below, but is explained later in this report. No two hubs are exactly alike in size, scale, nor existing uses. The future growth of each hub is dependent on many variables like the economy, zoning, availability of land, and community support. This report outlines our best prediction for how each Hub might evolve over the short term (5 years) and over the long term (20 years).

Opportunity Site



Potential Hub with few to no existing commercial uses and room to grow.

Underperforming Hub



One or more neighborhood shops with vacant or under-utilized buildings.

Micro-Hub



Spaces that provide temporary uses, like a monthly Farmer’s Market or weekly Tool Library.

Transitional Hub



An Underperforming Hub with a Micro-Hub offering a variety of uses or services.

Neighborhood Hub



Cluster of 3+ small businesses in 1-2 story buildings, typically in low-density residential areas.

Mixed-Use Hub



Large cluster of businesses and dense housing that serve the neighborhood and beyond.

HUB DEVELOPMENT

The city hired Johnson Economics to conduct a market analysis to better understand the conditions necessary to develop Neighborhood Hubs at 12 of the proposed 13 locations. Each Hub is explored in detail in this report, including existing hub type as well as predicted short-term and long-term Hub Types between now and 2040.

Existing conditions at these Hubs vary widely. Of the 12 hubs analyzed, Johnson Economics estimates that 9 have the potential to develop into Mixed-Used Hubs in the long-term. The other three Hubs are projected to develop into two Micro-Hubs and one Transitional Hub.

Hub development will be uneven across the city. Individual hub development will depend the following factors analyzed in this research:

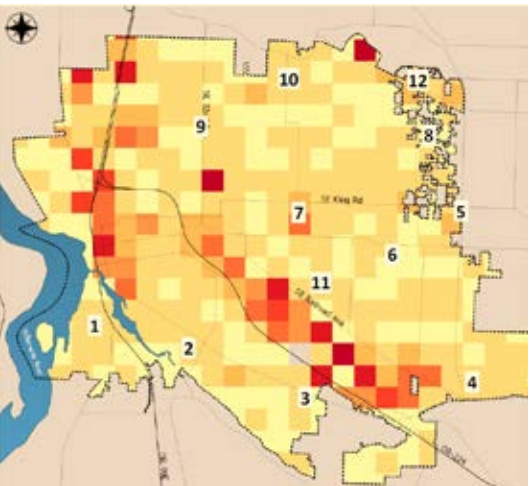
- Retail commercial rents and vacancy trends
- Rental apartment market rental rates and vacancy trends
- Growth in demand for different types of goods and services in Milwaukie and regionally
- Concentrations of population and jobs in Milwaukie and the Hub locations.
- Households, growth in households, average incomes, and number of jobs.

IMPLEMENTATION STRATEGIES

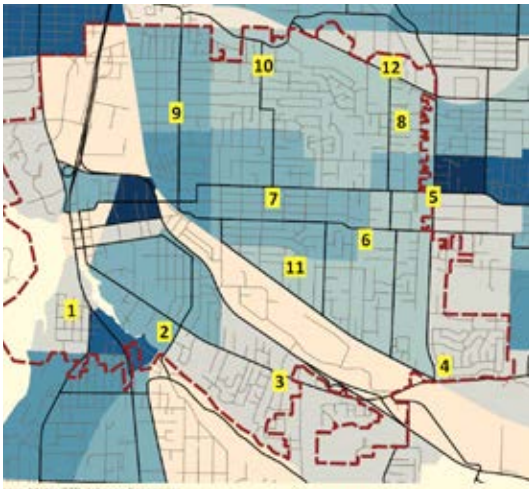
Hubs will require action from the City, investors, and community to make this vision a reality. Here is a partial list of potential strategies identified in this planning process. Many of these strategies require further research and community engagement to implement.

Zoning & Development Code
1) Create a new “Neighborhood Hub” zone with reduced development barriers for businesses.
2) Create a “Hub Overlay” to allow small permanent businesses and temporary uses.
3) Create flexible parking requirements for off-street parking at hub locations.
4) Update allowed temporary uses to include food carts and similar uses.
5) Create a process for hub expansion.
Program Support
6) Public investment in site-specific and connecting infrastructure.
7) Create supportive grant or loan programs for small business improvements.
8) Help program public events and create new hub activities with residents and businesses.

EMPLOYMENT DENSITY



HOUSEHOLD DENSITY



Introduction



What is a Neighborhood Hub?

Neighborhood Hubs are **gathering places** where residents have **easy access to goods and services** close to their homes. They are places where neighbors **create meaningful relationships** with each other.

Hubs will **vary in size and intensity**, with some as small as a neighborhood tool library and others as large as a cluster of mixed-use buildings with housing located above shops and services. Hubs will evolve over time and **some will take many years to develop**.

There are many **existing hubs** in the city, and many places where **potential hubs could develop**. Community members created a vision for Neighborhood Hubs in 2017. Since then, the City has worked with neighbors to explore **how to put that vision into action**.



Planning Process

Milwaukie community members created the vision for Neighborhood Hubs during the City's 2017 Community Vision and Action Planning process. Since then, the City has explored strategies to make this community vision a reality, ultimately incorporating Neighborhood Hubs into Milwaukie's 2040 Comprehensive Plan. This planning process examined four key questions:

- **Where** could Neighborhood Hubs ideally be located?
- **What** types of services or other amenities would specific Hubs provide and what could they look like in size and scale?
- **How** could Neighborhood Hubs take shape and what specifically could the City do to support their creation or evolution?

- **When** are Neighborhood Hubs expected to emerge or change?

The City worked closely with a team of planning consultants led by Angelo Planning Group (APG) that included Scott | Edwards Architecture (S|EA) and Johnson Economics to carry out the planning process and answer these key questions in consultation with community members and city staff.

COMMUNITY ENGAGEMENT

For Neighborhood Hubs to succeed, it is important to have a community-supported plan of action to help guide their creation. This project began as a community vision more than five years ago. The City has worked with expert consultants to explore how to make this vision a reality.

The project team conducted a variety of community engagement activities

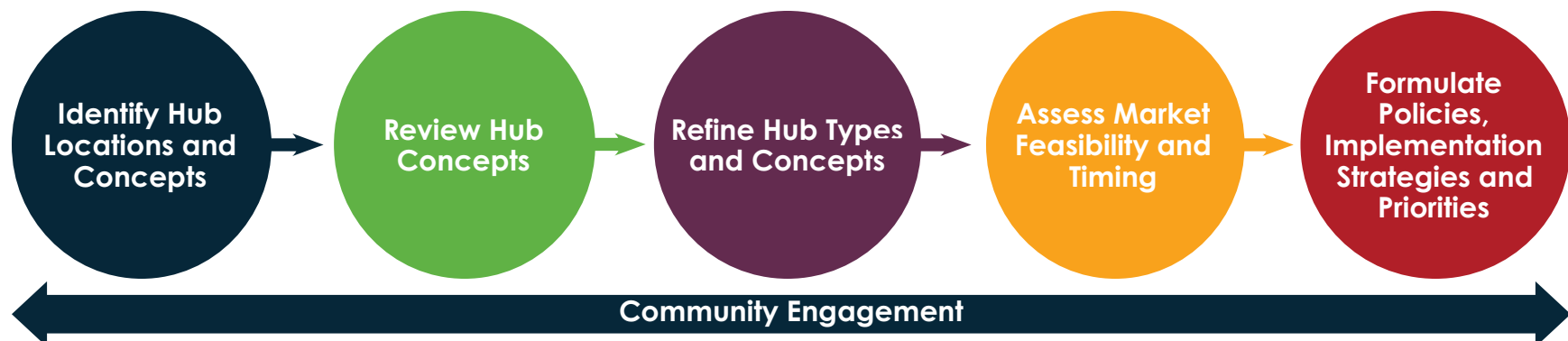
to identify hub locations and envision hubs. Below are highlights from this process so far:

15+ Neighborhood District Association meetings, at least two with each neighborhood during 2018-19.

13 Neighborhood Hub locations identified by neighborhood residents at community events and NDA meetings.

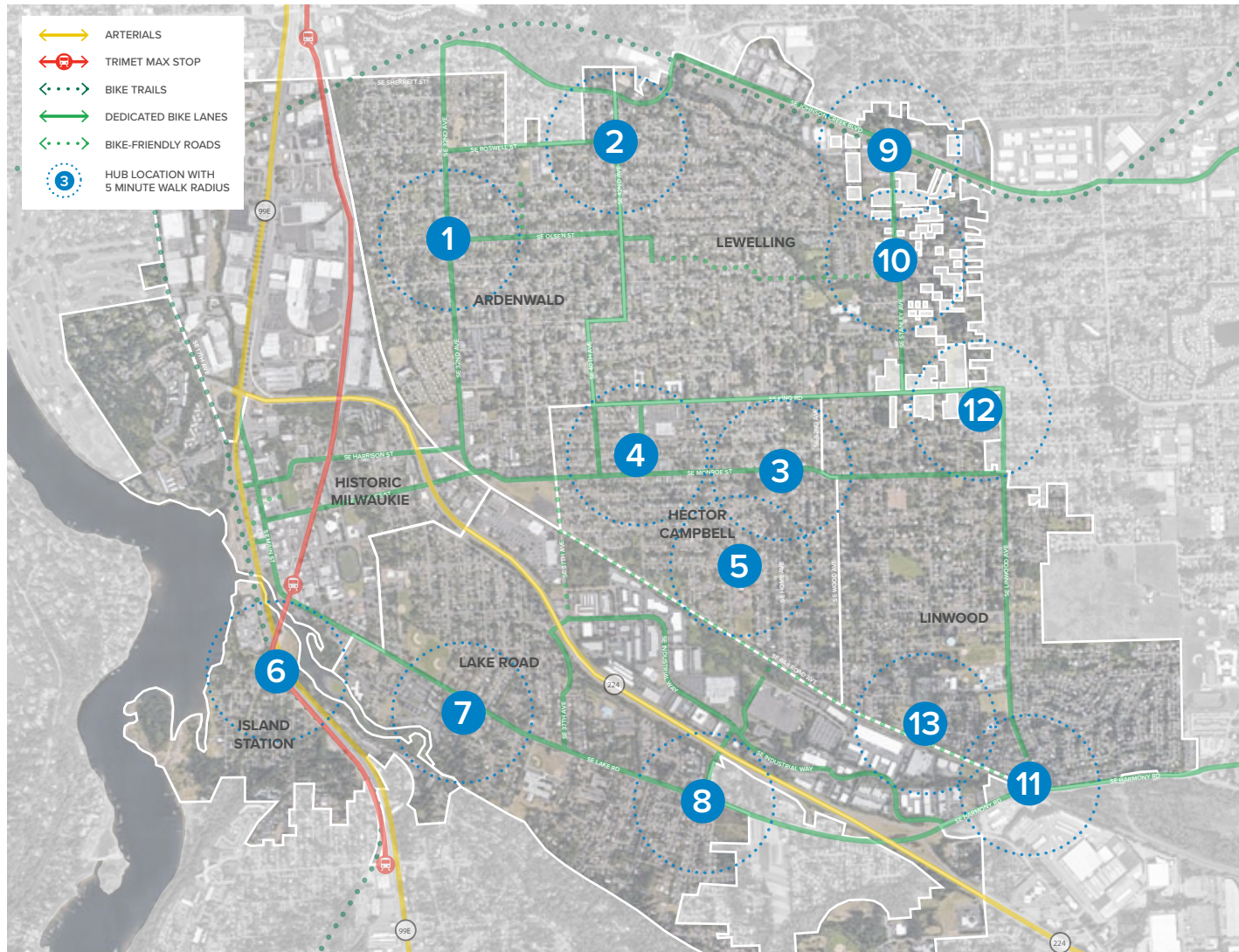
396 Milwaukie community members participated in our 2018 Neighborhood Hubs survey.

85% of Milwaukie residents surveyed Support or Strongly Support the Neighborhood Hubs concept.



Hub Locations

The following Neighborhood Hub locations were identified during our community outreach process. Some are existing Hubs, while others are underdeveloped areas with room for growth. Hub locations are shown on the map below and listed with cross streets. Detailed concept diagrams for each hub can be found in Appendix A.



HUB LOCATIONS

- 1 **Ardenwald 1**
(SE 32nd Ave & SE Olsen St)
- 2 **Ardenwald 2**
(SE 42nd Ave & SE Roswell St)
- 3 **Hector Campbell 1**
(SE Monroe St & SE Home Ave)
- 4 **Hector Campbell 2**
(SE 42nd Ave & SE Monroe Rd)
- 5 **Hector Campbell 3**
(SE 47th Ave & SE Franklin St)
- 6 **Island Station 1**
(SE 22nd Ave & SE Bluebird St)
- 7 **Lake Road 1**
(SE Lake Road & SE 33rd Pl)
- 8 **Lake Road 2**
(SE Lake Road & SE Freeman Way)
- 9 **Lewelling 1**
(SE Stanley Ave & SE Johnson Creek Blvd)
- 10 **Lewelling 2**
(SE Stanley Ave & SE Hazel Pl)
- 11 **Linwood 1**
(SE Linwood Ave & SE Harmony Rd)
- 12 **Linwood 2**
(SE Linwood Ave & SE King Rd)
- 13 **Linwood 3**
(SE Stanley Ave & SE Railroad Ave)

Hub Types

The Project Team developed a classification system for Neighborhood Hubs by defining a set of Hub Types. The Team then assigned a Hub Type to each Hub that describes its existing character and how each Hub may evolve in the near-term (1-5 years) and long-term (5-20+ years). The Hub Types are defined as follows:

Gathering/Event Space

These are typically publicly owned sites, institutions, non-profit offices, or other facilities without a commercial component. Examples include parks, schools, and community centers. These spaces offer opportunities for neighborhood meetings, concerts, community gardens, tool libraries, and other similar uses.



Campbell Elementary School (Hector Campbell 3)

Opportunity Site

These are locations that have been identified as potential Neighborhood Hubs. They generally do not have existing neighborhood commercial uses, or if they do, they may not conform with the development code in some manner.



Vacant parking lot and open space (Lake Road 2)



Vacant lot - SE Stanley & Railroad (Linwood 3)

Underperforming Hub

These generally consist of one or more small neighborhood-oriented convenience shops that primarily serve the immediate surrounding area and may sell convenience goods or provide services such as a laundromat. These Hubs also may be accessories to another use, such as a coffee shop. These sites are generally small in size with limited off-street parking, and typically have vacant or underutilized buildings or have been identified by the community as areas where they would like to see more commercial uses and/or gathering spaces.



Industrial and residential uses along the Springwater Corridor (Lewelling 1)

Micro-Hub. These spaces provide an opportunity to locate uses that are temporary or are not otherwise a traditional brick and mortar store. These uses may only exist in the space for a day, or may occur once a week or for a few months. They may be located in a shared space, such as the parking lot of an existing use. Examples could include food carts, craft/art carts, a weekly farmers market stand, a neighborhood tool shed, or a neighborhood bike repair stand.



Example Farmer's Market - a Micro Hub activity



Example Tool Library - a Micro Hub activity

Transitional Hub. These are characterized by an Underperforming Hub coupled with a Micro-Hub offering a variety of uses or services. This combination provides 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 site so that permanent improvements will follow.



Example Food Cart pod - a Micro Hub activity



Roswell Market in Ardenwald 2, an Underperforming Hub

Neighborhood Hub. Clusters of three or more small commercial businesses that typically provide small-scale services to nearby neighbors and may include a convenience store, coffee shop, salon, florist, bookstore, or other similar use. The Neighborhood Hub typically consists of one to two story buildings with some off-street parking and may be located by low density residential uses.

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 people from other parts of the city. Examples could include a restaurant or café, a small-scale grocery store, a brewery or pub, or commercial offices. A Neighborhood Mixed Use Hub may also include residential uses, and is generally located in proximity to medium or high-density housing.



Zappos Pizza in Wichita Town Center in Linwood 2

Table 1. Existing, Short-Term, and Long-Term Typologies

MAP ID	HUB NAME	EXISTING TYPE	SHORT-TERM TYPE	LONG-TERM TYPE
1	Ardenwald 1	Underperforming Hub	Transitional Hub	Neighborhood Mixed Use Hub
2	Ardenwald 2	Underperforming Hub	Transitional Hub	Neighborhood Hub
3	Hector Campbell 1	Underperforming Hub	Transitional Hub	Neighborhood Hub
4	Hector Campbell 2	Neighborhood Mixed Use Hub	Neighborhood Mixed Use Hub	Neighborhood Mixed Use Hub
5	Hector Campbell 3	Gathering/Event Space	Micro-Hub Gathering/Event Space	Micro-Hub Gathering/Event Space
6	Island Station 1	Underperforming Hub	Transitional Hub	Neighborhood Hub
7	Lake Road 1	Opportunity Site	Transitional Hub	Neighborhood Hub
8	Lake Road 2	Opportunity Site	Micro-Hub, Gathering/Event Space	Micro-Hub Gathering/Event Space
9	Lewelling 1	Underperforming Hub	Transitional Hub	Neighborhood Hub
10	Lewelling 2	Opportunity Site	Transitional Hub	Neighborhood Hub
11	Linwood 1	Underperforming Hub	Transitional Hub	Neighborhood Hub
12	Linwood 2	Neighborhood Mixed Use Hub Gathering/Event Space	Neighborhood Mixed Use Hub Gathering/Event Space	Neighborhood Mixed Use Hub Gathering/Event Space
13	Linwood 3	Opportunity Site	Micro-Hub	Neighborhood Hub

Hub Development



Cheryl's Canine Styling in Ardenwald



Milwaukie Floral & Garden in Lake Road

The development or expansion of Neighborhood Hubs will be carried out by local business and property owners as they decide to develop or redevelop their properties, open or expand businesses, or establish community-oriented institutions. The City does not plan to purchase private property to create these Hubs. However, it is important to have a community-supported plan of action to help guide and spur the creation or evolution of Hubs.

Having a plan and framework in place will help signal to local property owners, businesses and other community members that there is City and community support for development and other actions that support the Hubs concept. In addition, the City can support creation of the Hubs through changes to its zoning code, development and co-funding of public facility improvements, and/or coordination with to technical assistance to 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.

COMPREHENSIVE PLAN POLICIES

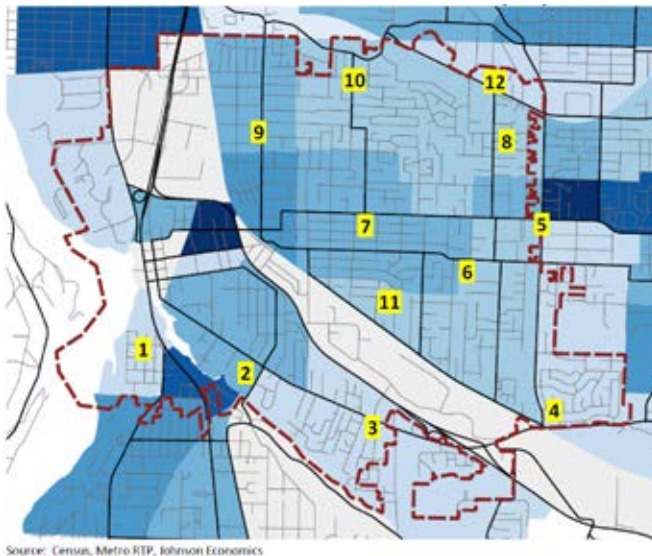
The Neighborhood Hubs planning effort has been conducted in the context of Milwaukie's Comprehensive Plan update process. While the actions needed to create or expand Hubs in specific areas go beyond the broader nature of the Comprehensive Plan, the Comp Plan can and should note community support for the Hubs and include policies that support their creation. Towards that end, the draft Comprehensive Plan includes a variety of such policies which can be viewed in **Appendix B**.

MARKET FEASIBILITY

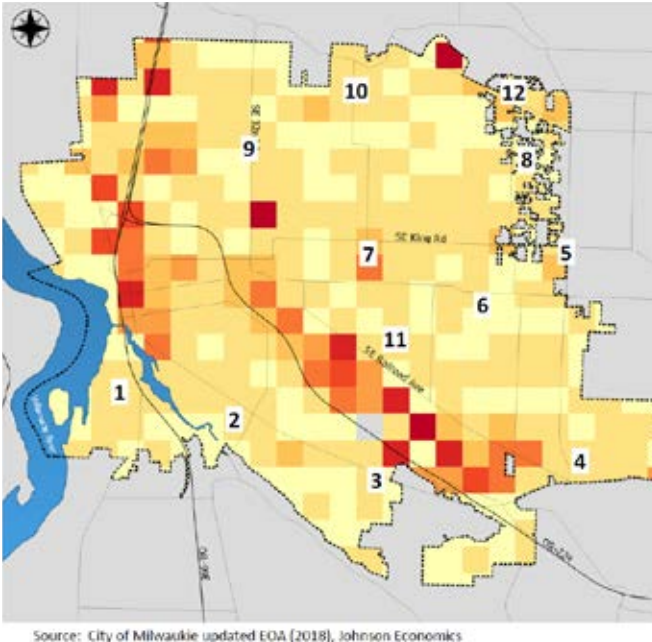
The City supports the community's desire to create or enhance gathering spaces and provide opportunities to obtain goods and services in every neighborhood. However, the City will need to prioritize the use of its funds to support public investments in these areas. In addition, there may not be sufficient market support for the creation or continued viability of desired businesses in all of the identified Hub locations.

The project team conducted a market analysis to help the City and community members understand the financial feasibility of creating or expanding Neighborhood Hubs in the locations identified during the

HOUSEHOLD DENSITY



EMPLOYMENT DENSITY



planning process. The City then used this analysis to identify preliminary priorities for public investments in Neighborhood Hubs. The City also is prepared to support private investment by local businesses and property owners and explore possible changes to the City's zoning and development code that could enable the development of Neighborhood Hubs. To help determine near-term priorities for the Hubs, Johnson Economics conducted a high-level feasibility analysis of the Neighborhood Hub types. The analysis assessed the near-term feasibility of four of the Neighborhood Hub typologies, as well as the longer-term feasibility of incremental changes for each of the Hubs over the coming years.¹ The four typologies considered in the feasibility analysis are:

- Micro-Hub
- Transitional Hub
- Neighborhood Hub
- Mixed-Use Neighborhood Hub

Table 2 on the following page shows the progressive uses envisioned for these four typologies, from small pop-up uses such as food carts or farmer's market stands to full mixed-use nodes with new commercial and housing development.

The feasibility analysis found that the conditions for new development and infill in the Milwaukie area have been strengthening for many years, with positive growth in most indicators: population, household incomes, property values, and rents. These factors create positive growth to support new activities, businesses, and development types that may not have been feasible in the past. The analysis examined a variety of factors that will affect the viability of the different types of uses envisioned for the four Hub typologies.

- Retail commercial rent and vacancy trends
- Rental apartment market rental rates and vacancy trends
- Growth in demand for different types of goods and services in Milwaukie and regionally
- Concentrations of population and jobs in Milwaukie and the Hub locations in particular
- Demographic characteristics of Hub areas, such as number of households, growth in households, average incomes, and number of jobs

¹ Neighborhood Hub #13 (Linwood #3) was identified as an opportunity site following completion of the market feasibility analysis, and thus is not included in the findings of this section.

Table 2. Intended Uses of Hub Typologies

	MICRO-HUB	TRANSITIONAL HUB	NEIGHBORHOOD HUB	NEIGHBORHOOD MIXED USE HUB
<i>Pop-Up Uses</i>	✓	✓		
<i>Convenience Commercial</i>		✓	✓	
<i>Brick-and-Mortar Commercial</i>			✓	✓
<i>Mixed-Use with Housing</i>				✓



Trolley Trail in Island Station



Ball-Michel Park in Lewelling

The results of this analysis were used to identify the relative market support for development in each of the Neighborhood Hubs, as summarized in Table 3 on the next page. Johnson Economics also conducted “pro forma” analyses for different types of development in the Hub areas. A pro forma analysis assesses the financial feasibility of different types of development based on land and construction values, market support for different types of uses, and other factors.

The results indicate that the progression of hubs through the prototypical phases envisioned in the project are realistic, though some will likely take longer to be realized than others. Those with a stronger existing critical mass of commerce and activity will have the strongest support to add additional commercial activity and are more likely to see development in the nearer term (7-12 years). Those Hubs include:

- Ardenwald 1
- Hector Campbell 2
- Island Station 1
- Linwood 1
- Linwood 2

In terms of establishing priorities for public investments needed to help support development of the Hubs, these areas are likely to be the highest priority in the short term. Other hubs are building on a smaller base and some have a more low-traffic neighborhood environment. These areas are likely to take longer to transition to the identified long-term typologies. The long-term planning period for these hubs may be best thought of as 15-20 or more years. Additional conclusions include:

- In the near term, the general land uses described in the Transitional Hub and Neighborhood Hub typologies should be generally feasible in most hub locations,

Table 3. Market Support for Identified Hubs

SITE	HH Density	Median Income	Employ. Density	Combined Indicators
1 Island Station	Medium	Moderate	Lower	Medium
2 Lake Road	High	Moderate	Medium	Medium
3 Lake Road 2	Medium	Good	High	High
4 Linwood	Lower	Good	High	High
5 Linwood 2	Medium	Good	Medium	Medium
6 Hector Campbell	Medium	Moderate	High	Medium
7 Hector Campbell 2	High	Moderate	High	High
8 Lewelling 2	Medium	Good	Medium	Medium
9 Ardenwald	High	Good	Medium	High
10 Ardenwald 2 (Roswell Mrkt)	High	Good	Lower	High
11 Hector Campbell 3 (Garden)	Medium	Moderate	High	Medium
12 Lewelling (Johnson Creek)	Medium	Good	Medium	Medium

if proper buildings/land is available. The cost to redevelop existing built space will be prohibitive in many cases, however creative renovation should be feasible.

- The Micro Hub type is likely feasible in most areas, but may require public or neighborhood engagement to bring pop-up activities to the hubs. Businesses like carts will require partnerships to identify space and accommodation to set up, and may be temporary (i.e. during the summer, on weekends, or special festival dates).
- In the longer term, the Mixed Use Neighborhood Hubs should

become feasible in the stronger hub locations noted above. Redevelopment will increasingly become feasible as well. For the Mixed Use Neighborhood typology to take hold in a hub there will need to be sufficient properties available for development, renovation, or redevelopment. Therefore, it may be difficult for the smaller, more confined hubs to achieve this typology, even over time.

- All locations should see support for new activity and development increase over time. Modest vertical mixed-use may become more feasible at the most active hubs,

while horizontal mixed use may be more feasible at lower-traffic, lower-activity locations. Most of the hubs will need to be “activated” or have attention drawn to them as a distinctive place in order to progress beyond the types of uses and activities that are currently there. An active program to bring activities and perhaps a “traveling micro-hub” concept may be necessary to indicate to the general neighborhood that this place is intended to be, and can function as, a hub of activity.



Milwaukie Cafe & Bottle Shop in Ardenwald

ZONING CODE APPROACHES

The City's Development Code regulates the types of land uses that can be developed in specific locations. It also specifies requirements for parking, landscaping, building design and location, and other aspects of temporary and permanent land use activity. A number of potential changes to the Development Code likely will be needed to implement the Hubs concept.

Re-Zoning

Only two of the proposed Neighborhood Hubs currently have zoning that would enable them to evolve into active neighborhood-focused shopping and service areas. Those two hubs include the location in Ardenwald on SE 32nd Avenue (Hub #9) and the shopping center at King Road and SE 42nd Avenue (Hub #6), which are both zoned Neighborhood Mixed Use (NMU). The Neighborhood Mixed Use zone allows for a range of office and retail uses to coincide with housing. This same mixed use zone is likely to be appropriate to apply to the proposed Hub located at the shopping center at King Road and Linwood Avenue (Hub #13) as well. The other proposed Hub locations currently have a mix of commercial and residential zoning.

In addition to the Neighborhood Mixed Use zone, two new zones are proposed to implement the Neighborhood Hubs concept. These new zones are intended to replace or supplement the current zoning designations and are summarized in Table 4 on the following page.

As part of the re-zoning process for proposed Neighborhood Mixed Use Hub locations, the City should evaluate the potential supply of available properties for development, renovation, or redevelopment to ensure that it is sufficient to support the amounts and types of development needed to implement the Hubs. These potential zoning designations represent preliminary ideas about a zoning approach for the Hubs. A significant amount of additional work and outreach with Hub area property and business owners, residents, and other community members will be needed to implement these or alternative approaches.

OTHER DEVELOPMENT CODE APPROACHES

There are several additional changes to City's Development Code that could support creation or expansion of Hubs, to the extent these provisions are not addressed directly in new base or overlay zones.



Sunny Corner Market in Hector Campbell



Gracepointe Church overflow parking lot in Hector Campbell

Table 4. Implementing Zones

ZONE	DESCRIPTION	MATCHING HUB TYPE(S)
Neighborhood Mixed Use (NMU)	Existing zone. Allows for mixed use development and a range of commercial uses. The NMU is appropriate zoning for mid-size neighborhood commercial districts. Three-story mixed use buildings are allowed.	Neighborhood Mixed Use Hub
Neighborhood Hub (NH)	Proposed new zone. This zone could allow for small scale (<5000 sq ft) retail and service uses on small sites in walkable locations that serve the surrounding neighborhood. Given the small scale of these uses, parking and development requirements likely would need to be adjusted to allow greater flexibility—especially for small incremental expansions that help the area transition to a more active hub. Mixed use would be allowed but buildings would have to be in scale with surrounding residential use—general one or two stories in height.	Neighborhood or Transitional Hub
Hub Overlay Zone (/HO)	Proposed new zone. The intent of this overlay would be to allow very small, low-scale, permanent commercial uses (<1000 sq ft) or various temporary events and commercial uses including food carts and trucks. For example, the /HO could allow a coffee cart or similar commercial activity at the Hector Campbell school site.	Micro-Hub or Gathering/Event Place

Note: The /HO Hub Overlay also could be applied in areas adjoining NMU or NH zones where it is anticipated that expansion of the hub could occur. For example, this may be appropriate for the east side of the NMU district along SE 32nd Avenue in the Ardenwald neighborhood.



Houses along the Springwater Corridor in Lewelling



SE Stanley Ave in Lewelling

Potential updates to the Development Code could include:

- Refine parking requirements.** Consider reductions in or flexibility associated with off-street parking requirements if supply is a constraint to Hub development. Parking requirements are already reduced at 50% of normal in the CL and CN zones and the King Road shopping center NMU zone. Full parking requirements apply in the NMU along 32nd Avenue. The City could consider reduced parking requirements in all NMU zones, which would result in supportive parking standards in all Hub areas, assuming future re-zoning of Hub locations is implemented. In addition, the City would need to consider implementing specific requirements or exceptions for temporary events, as needed, to implement the traveling Hubs concept.
- Update allowed temporary uses.** The City's existing Development Code requirements pertaining to temporary uses should be updated to allow for food carts or similar uses, which could be located in specific hubs for a predetermined 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 standards for these types of uses. In general, these requirements should allow for temporary or low-cost approaches to things like seating, parking, landscaping, paving, restrooms, or other amenities to reduce costs and make these facilities more financially feasible. This could be implemented as some type of small-scale waiver for Neighborhood Hubs or as 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.

- Expansion.** Develop a process for the expansion of Neighborhood Hubs that are expected to develop as mixed-use areas in the longer term. One option could be to adopt zoning provisions that allow properties directly adjacent to a Hub to develop under the use and development standards within the Hub area if proposed as part of a consolidated development proposal.



Eric's Market in Ardenwald



River Road House in Island Station

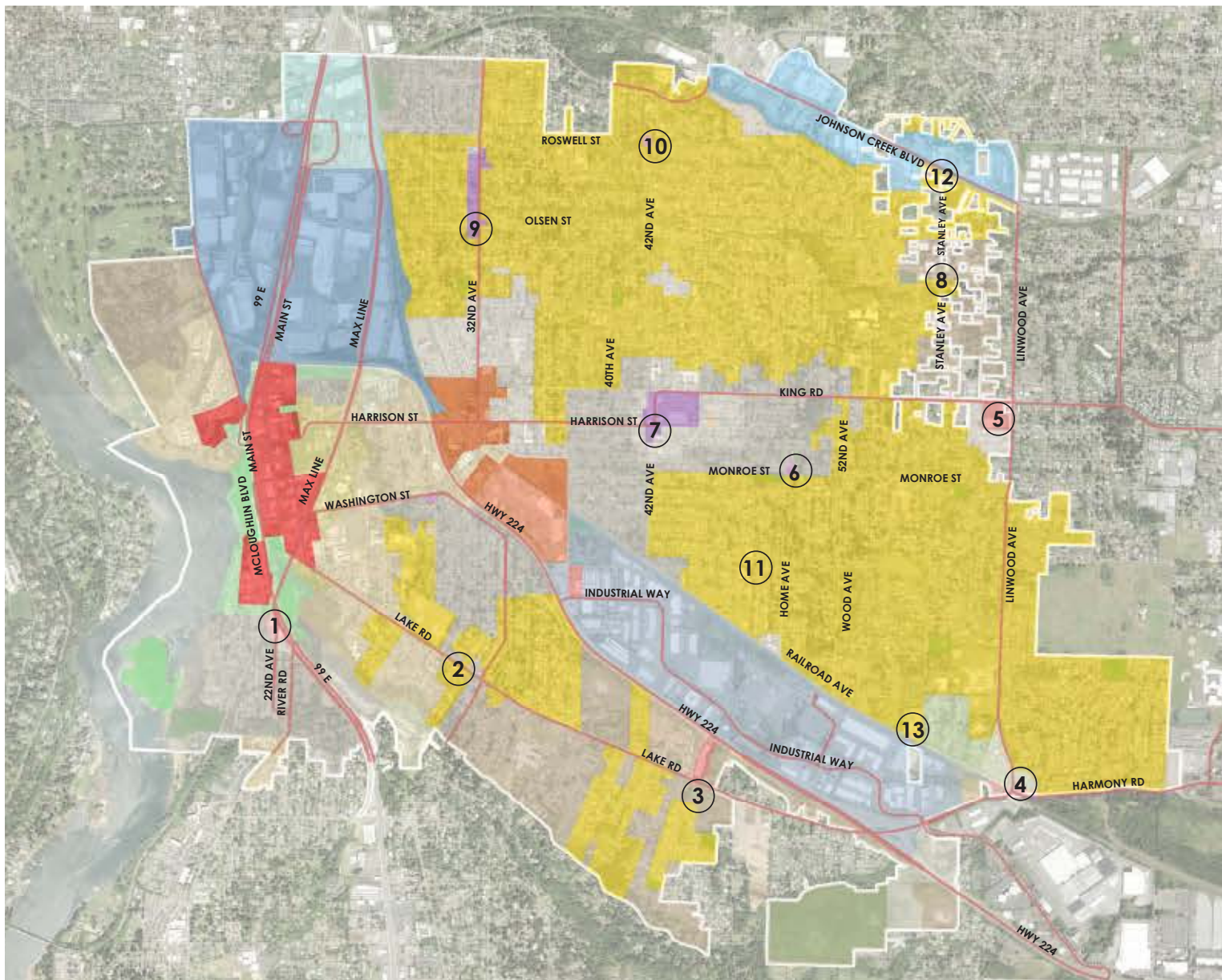
Table 5. Existing and Potential New Zoning Designations for Hubs

MAP ID	HUB NAME	EXISTING TYPE	SHORT-TERM TYPE	LONG-TERM TYPE	EXISTING ZONING	PROPOSED ZONING
1	Ardenwald 1	Underperforming Hub	Transitional Hub	Neighborhood Mixed Use Hub	NMU	NMU
2	Ardenwald 2	Underperforming Hub	Transitional Hub	Neighborhood Hub	C-N, R-7	NH
3	Hector Campbell 1	Underperforming Hub	Transitional Hub	Neighborhood Hub	C-N	NH
4	Hector Campbell 2	Neighborhood Mixed Use Hub	Neighborhood Mixed Use Hub	Neighborhood Mixed Use Hub	NMU	NMU
5	Hector Campbell 3	Gathering/Event Space	Micro-Hub Gathering/Event Space	Micro-Hub Gathering/Event Space	R-7	/HO
6	Island Station 1	Underperforming Hub	Transitional Hub	Neighborhood Hub	C-L, R-5	NH
7	Lake Road 1	Opportunity Site	Transitional Hub	Neighborhood Hub	R-7	NH
8	Lake Road 2	Opportunity Site	Micro-Hub, Gathering/Event Space	Micro-Hub Gathering/Event Space	R-10	/HO
9	Lewelling 1	Underperforming Hub	Transitional Hub	Neighborhood Hub	M, R-7	NH
10	Lewelling 2	Opportunity Site	Transitional Hub	Neighborhood Hub	R-10	/HO or NH
11	Linwood 1	Underperforming Hub	Transitional Hub	Neighborhood Hub	C-L, R-1	NH
12	Linwood 2	Neighborhood Mixed Use Hub Gathering/Event Space	Neighborhood Mixed Use Hub Gathering/Event Space	Neighborhood Mixed Use Hub Gathering/Event Space	C-G	NMU or GMU
13	Linwood 3	Opportunity Site	Micro-Hub	Neighborhood Hub	R-5	/HO or NH

APPENDICES

ZONES AND NEIGHBORHOOD HUBS

- Transit Routes
- Proposed Hub Location

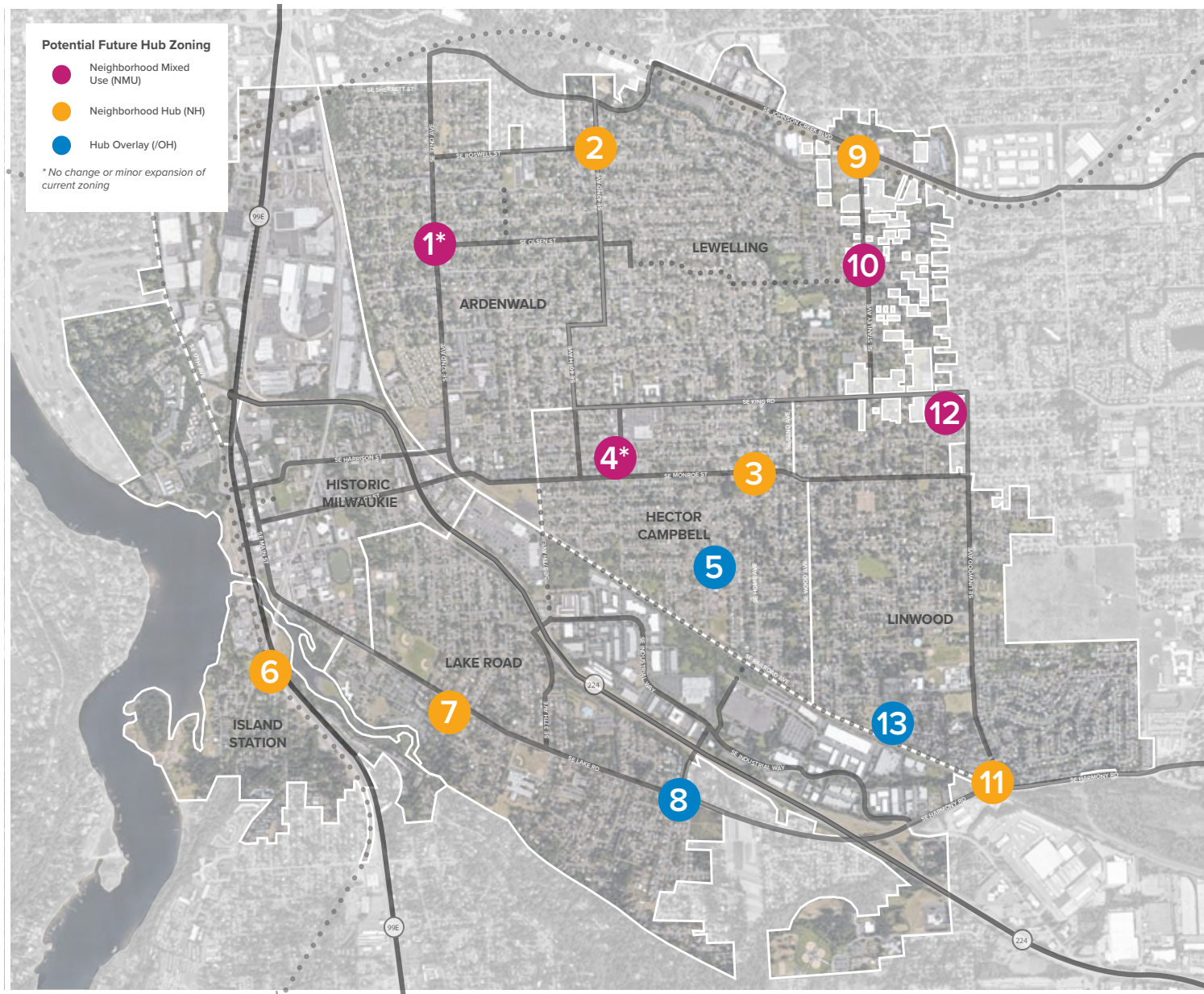


ZONE	ZONES OF PROPOSED HUBS
DMU	
GMU	
NMU	7 9
M	12
C-G	5
C-N	6 10
C-L	1 4
R-5	13
R-7	2 11 12
R-10	3 8

For more information on this project, go to www.milwaukieoregon.gov/planning/neighborhood-hubs-project



APPENDICES



- 1 **Ardenwald 1**
(SE 32nd Ave & SE Olsen St)
- 2 **Ardenwald 2**
(SE 42nd Ave & SE Roswell St)
- 3 **Hector Campbell 1**
(SE Monroe St & SE Home Ave)
- 4 **Hector Campbell 2**
(SE 42nd Ave & SE Monroe Rd)
- 5 **Hector Campbell 3**
(SE 47th Ave & SE Franklin St)
- 6 **Island Station 1**
(SE 22nd Ave & SE Bluebird St)
- 7 **Lake Road 1**
(SE Lake Road & SE 33rd Pl)
- 8 **Lake Road 2**
(SE Lake Road & SE Freeman Way)
- 9 **Lewelling 1**
(SE Stanley Ave & SE Johnson Creek Blvd)
- 10 **Lewelling 2**
(SE Stanley Ave & SE Hazel Pl)
- 11 **Linwood 1**
(SE Linwood Ave & SE Harmony Rd)
- 12 **Linwood 2**
(SE Linwood Ave & SE King Rd)
- 13 **Linwood 3**
(SE Stanley Ave & SE Railroad Ave)

OTHER IMPLEMENTATION STRATEGIES

In addition to changes to the Development Code, the City can work with local businesses, property owners, neighborhood associations, and community organizations to support future Hub creation, expansion, and evolution in a variety of ways, including the following strategies:

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 like Neighborhood Hubs.

- **Site-specific infrastructure.** Identify and commit to needed investments in public infrastructure (sidewalks, small plazas, landscaping, street trees, public art, electricity and water service, etc.) through the use of City Capital Improvement Program (CIP) funds, or through community or economic development funds.
- **Connecting infrastructure.** Focus proposed or planned pedestrian and bicycle connectivity projects

on routes adjacent to or between Neighborhood Hubs. The City's CIP or Safe Access for Everyone (SAFE) programs could be updated to prioritize funding for projects within or providing direct connections to proposed Hub locations.

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. Program priorities should be focused in Hub areas. 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 neighborhoods to demonstrate that proposed locations are intended to be, and can function as, gathering places.
- **Business Support.** Apply or establish funding programs to



Campbell Community Center



Ball-Michel Park in Lewelling

help fund improvements to local commercial properties that may make commercial development in Hubs more feasible such as:

- Storefront improvement program
- 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.

TIMING OF IMPLEMENTATION

It is recommended that the City prioritize actions or programs in Hubs with the strongest nearer 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.

- Ardenwald 1
- Hector Campbell 2
- Island Station 1
- Linwood 1
- Linwood 2

To help enable evolution of these Hubs, the City should begin implementing land use planning and other actions described above for these areas in the next one to six years. Other related short-term 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.

The timing of implementation of these actions for other Hubs is likely to occur over the medium to longer term and will depend on a variety of factors, including but not limited to:

- Private property owner or development actions or proposals in Hub areas.
- Implementation of improvements identified in the City's CIP, SAFE, and Transportation System Plan programs and project funding plans.
- Initiatives undertaken by neighborhood district associations or other community groups.
- Availability of City financial and staff resources.

Appendices

This section includes several useful tools for better understanding the Neighborhood Hubs project, including Concept Diagrams for each of the 13 proposed hubs and supporting Comprehensive Plan policies.

Appendix A	Concept Diagrams	26
Appendix B	Comp. Plan Policies	40

Concept Diagrams

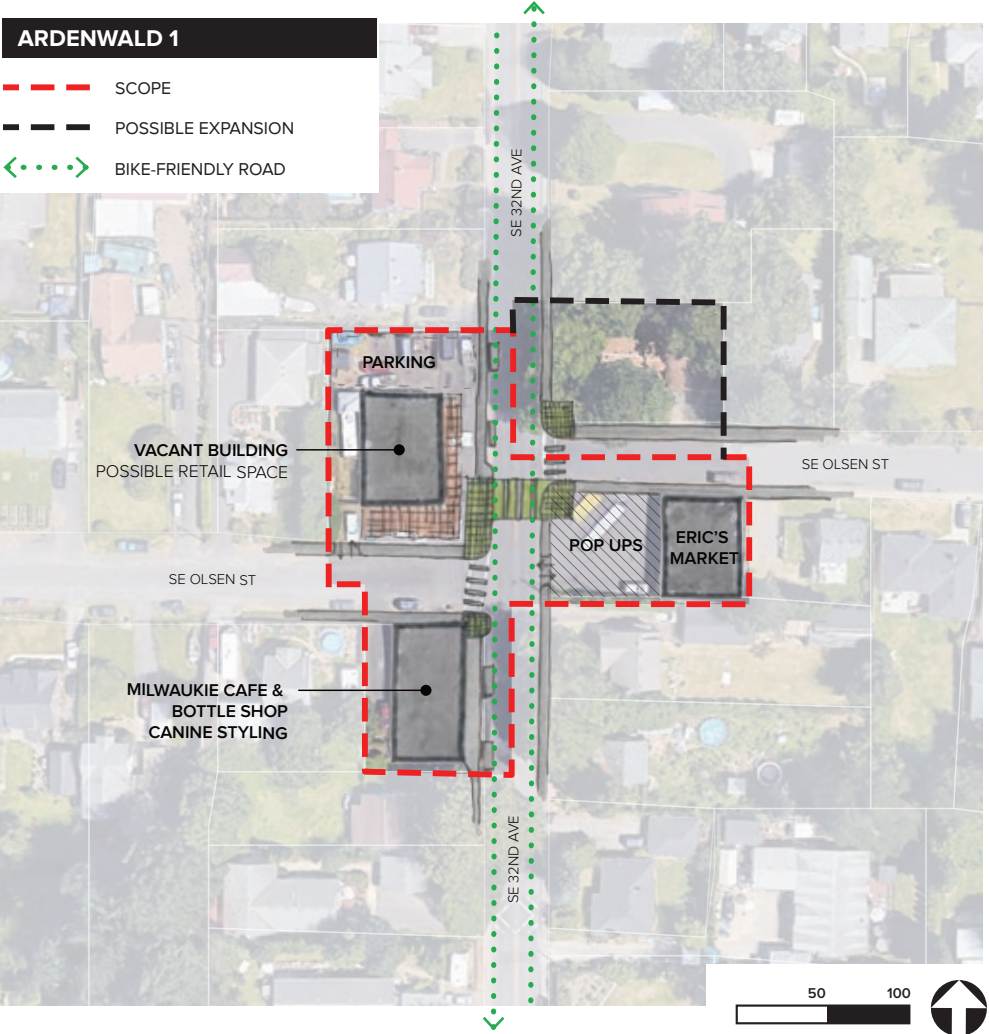
The following pages illustrate potential concepts for the Neighborhood Hubs. Although they have been reviewed by and were generally supported by participants in the process, they should be considered preliminary ideas. Individual property owners may or may not be interested in or

have plans to move forward with the concepts outlined in this report. Furthermore, the City does not have any immediate plans to build the public infrastructure or facilities that may be needed to support the successful implementation of these concepts. The City has identified possible approaches

to allow for Neighborhood Hub development through changes to zoning designations and standards. However, implementation of these changes is subject to City Council direction and staff workload prioritization.



CONCEPT DIAGRAMS



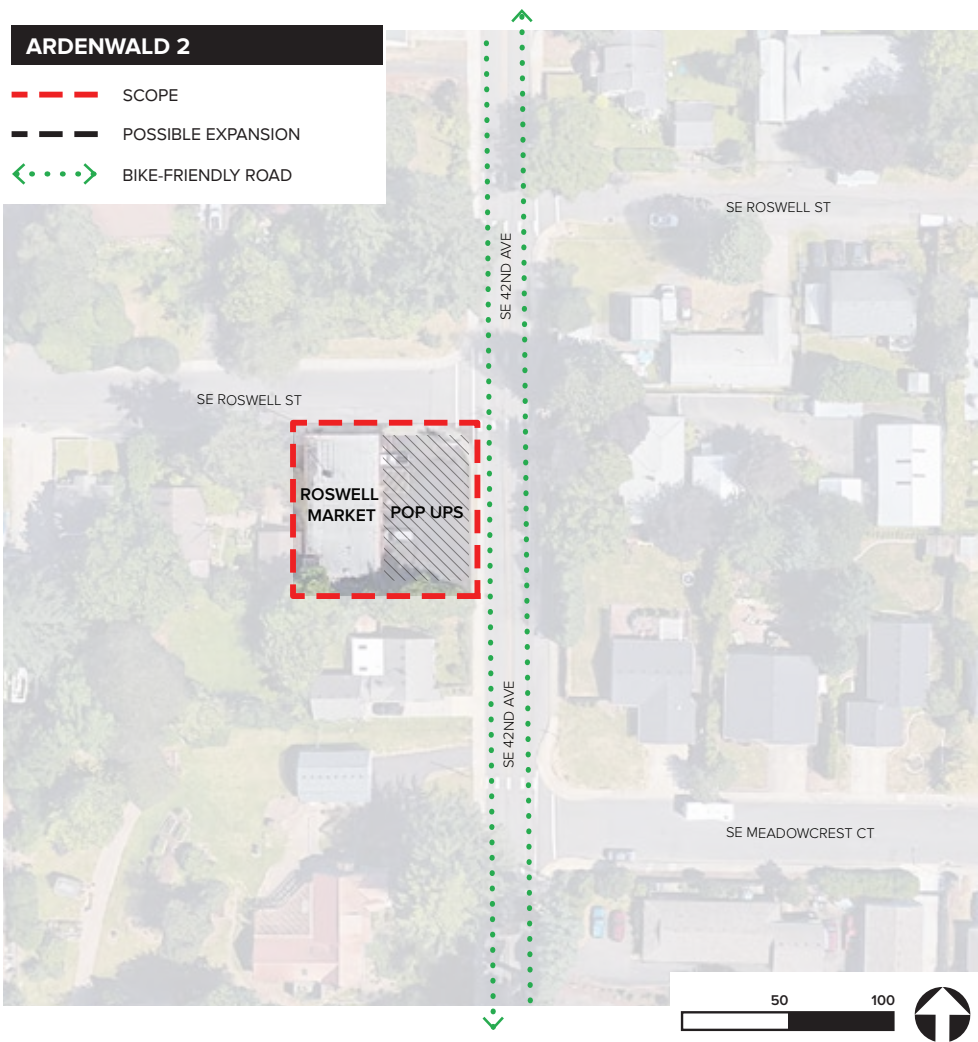
Milwaukie Cafe & Bottle Shop



Eric's Market

NEIGHBORHOOD RESIDENTS LOOKING FOR:

- RESTAURANTS
- FOOD CARTS
- ORGANIC GROCERY STORE
- COVERED AREAS FOR YEAR-ROUND EVENTS
- RECREATION AREA (POOL)
- BIKE SHOP NEAR SPRINGWATER CORRIDOR
- TOOL LIBRARY
- MOVIES IN THE PARK
- SPLASH PAD
- INTERSECTION PAINTING
- THEATER
- PARKLETS
- AMPLE CAR & BIKE PARKING AT HUBS



Roswell Market

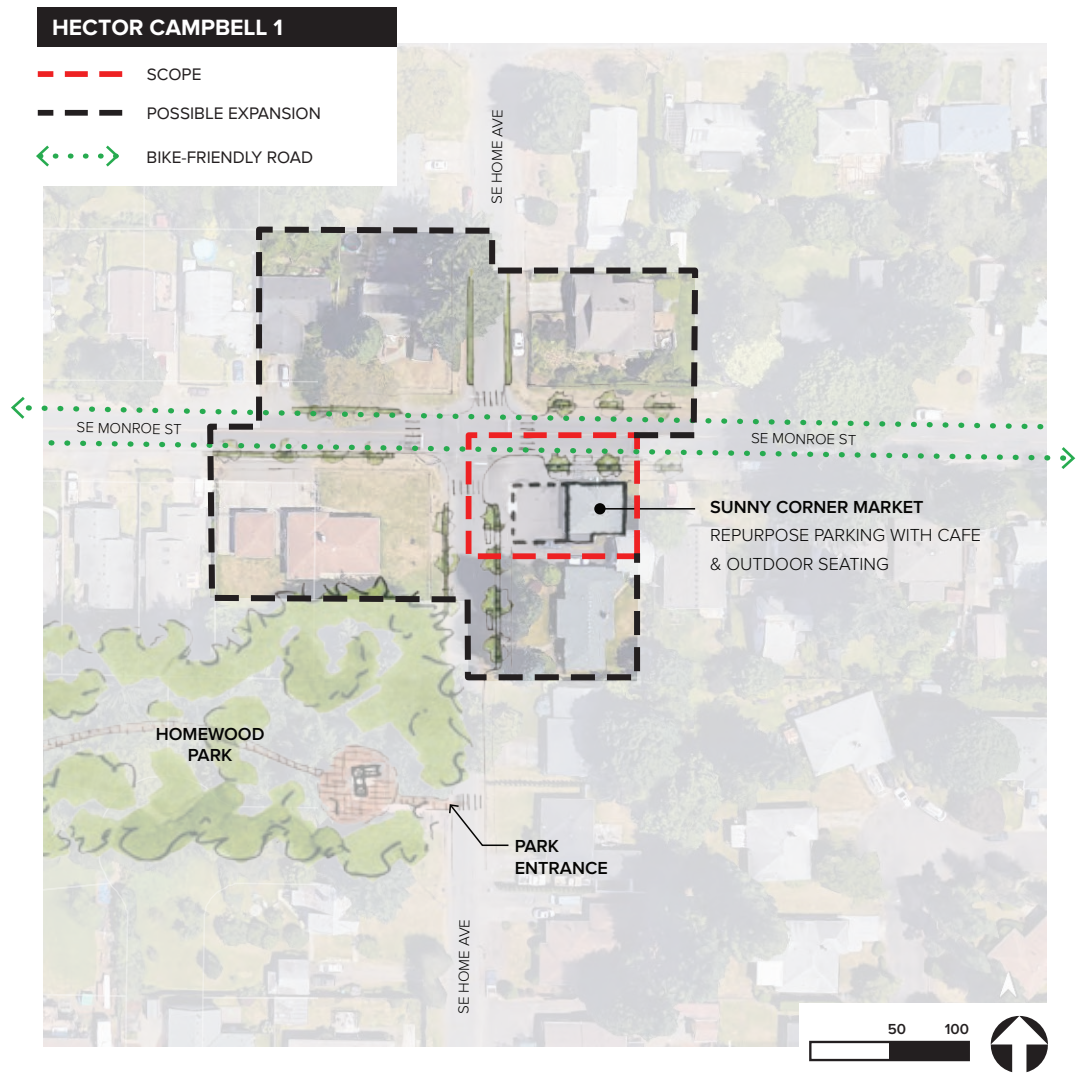


Roswell Market

NEIGHBORHOOD RESIDENTS LOOKING FOR:

- RESTAURANTS
- FOOD CARTS
- ORGANIC GROCERY STORE
- COVERED AREAS FOR YEAR-ROUND EVENTS
- RECREATION AREA (POOL)
- BIKE SHOP NEAR SPRINGWATER CORRIDOR
- TOOL LIBRARY
- MOVIES IN THE PARK
- SPLASH PAD
- INTERSECTION PAINTING
- THEATER
- PARKLETS
- AMPLE CAR & BIKE PARKING AT HUBS

CONCEPT DIAGRAMS



Sunny Corner Market

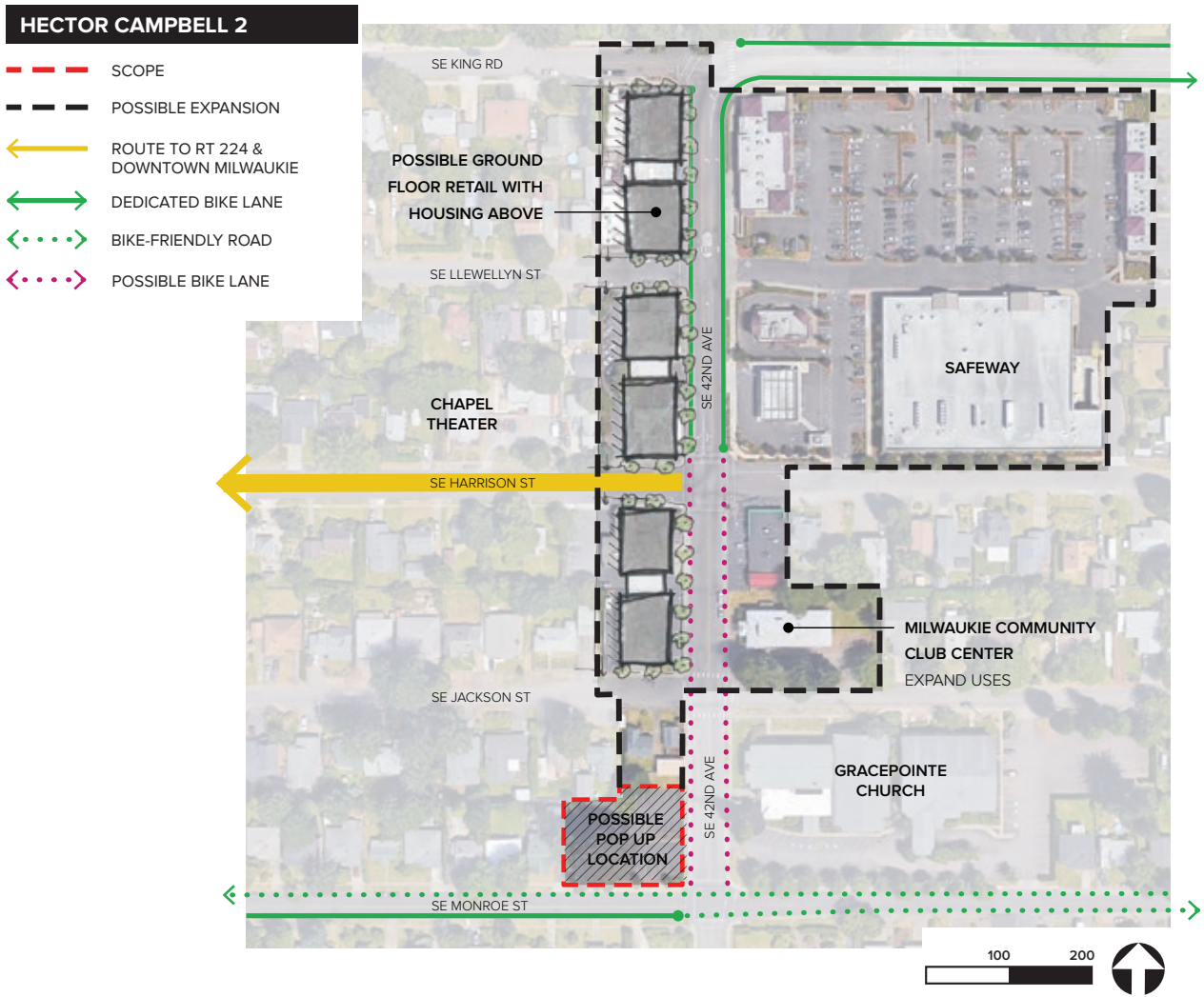


Homewood Park

NEIGHBORHOOD RESIDENTS LOOKING FOR:

- LOCAL MARKET
- INDOOR/COVERED PLAY AREA
- YOGA STUDIO
- DOG PARK
- SCHOOL
- BAR/BREWERY
- PUBLIC RESTROOMS
- CAFE
- PAVILION IN A PARK

CONCEPT DIAGRAMS



Gracepointe Church overflow parking lot



Milwaukie Community Club Center

NEIGHBORHOOD RESIDENTS LOOKING FOR:

- LOCAL MARKET
- INDOOR/COVERED PLAY AREA
- YOGA STUDIO
- DOG PARK
- SCHOOL
- BAR/BREWERY
- PUBLIC RESTROOMS
- CAFE
- PAVILION IN A PARK



Campbell Community Center

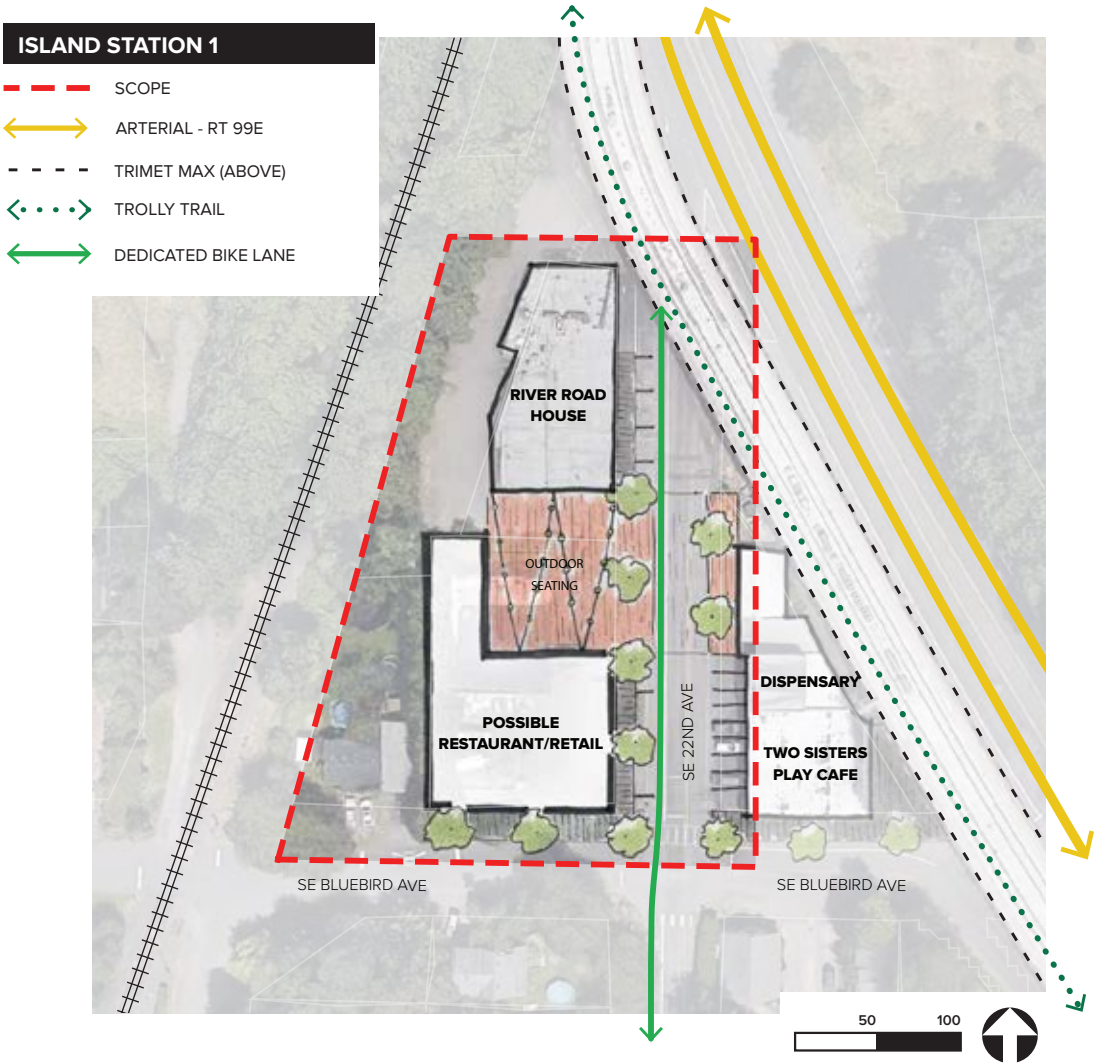


Campbell Community Garden

NEIGHBORHOOD RESIDENTS LOOKING FOR:

- LOCAL MARKET
- INDOOR/COVERED PLAY AREA
- YOGA STUDIO
- DOG PARK
- SCHOOL
- BAR/BREWERY
- PUBLIC RESTROOMS
- CAFE
- PAVILION IN A PARK

CONCEPT DIAGRAMS



River Road House

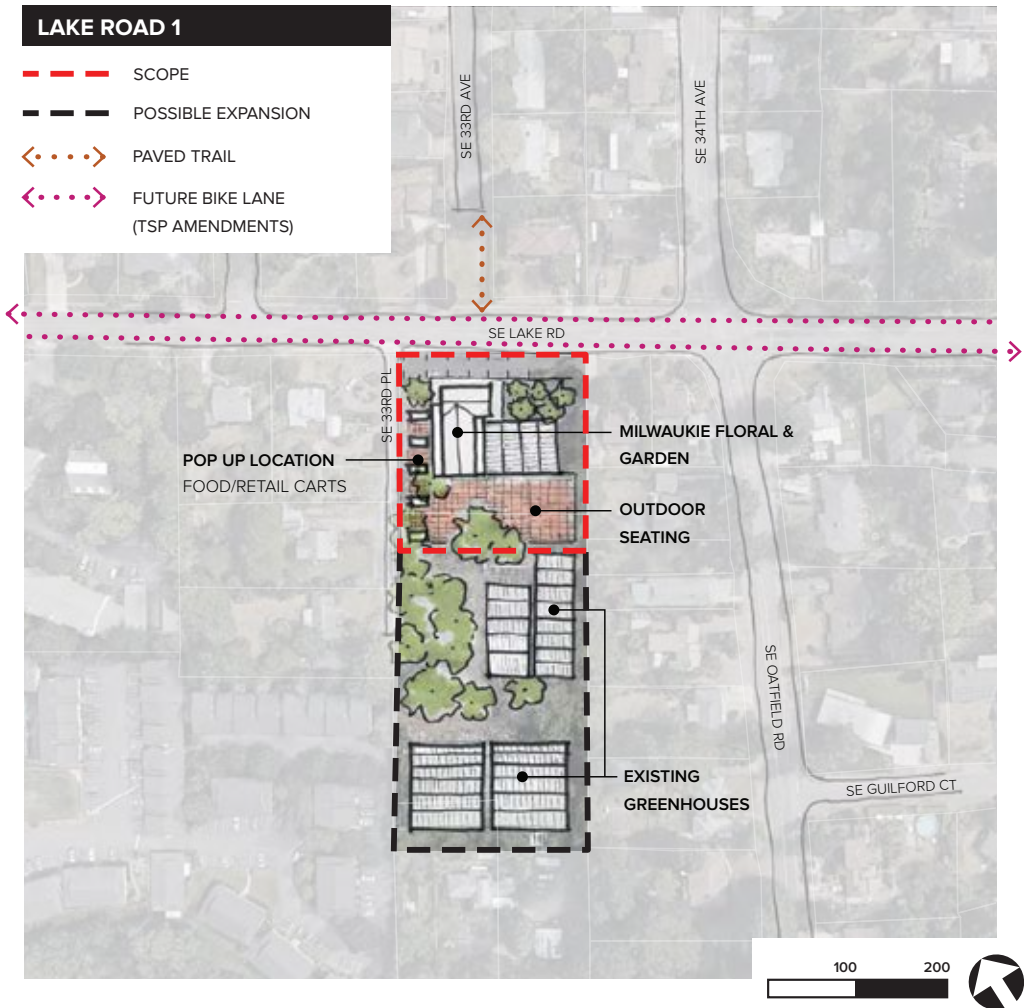


SE 22nd Street

NEIGHBORHOOD RESIDENTS LOOKING FOR:

- COFFEE SHOP
- OPEN SPACE WITH ACTIVITIES
- COMMUNITY PARK
- INDOOR SPORTS COURTS
- DISASTER RESPONSE SPACE
- MOM & POP GROCERY STORE
- STREET BENCHES
- CENTRAL PLAZA
- PLAYGROUND
- PUBLIC RESTROOMS
- SOLAR/NIGHT-SKY VIEWING
- PUBLIC R.O.W. ALONG SPARROW TO CONNECT ELK ROCK ISLAND TO TROLLEY TRAIL
- LARGE NEIGHBORHOOD AMENITIES MAP PLACED IN CENTRAL LOCATION
- INTERSECTION PAINTING

CONCEPT DIAGRAMS



Milwaukie Floral & Garden

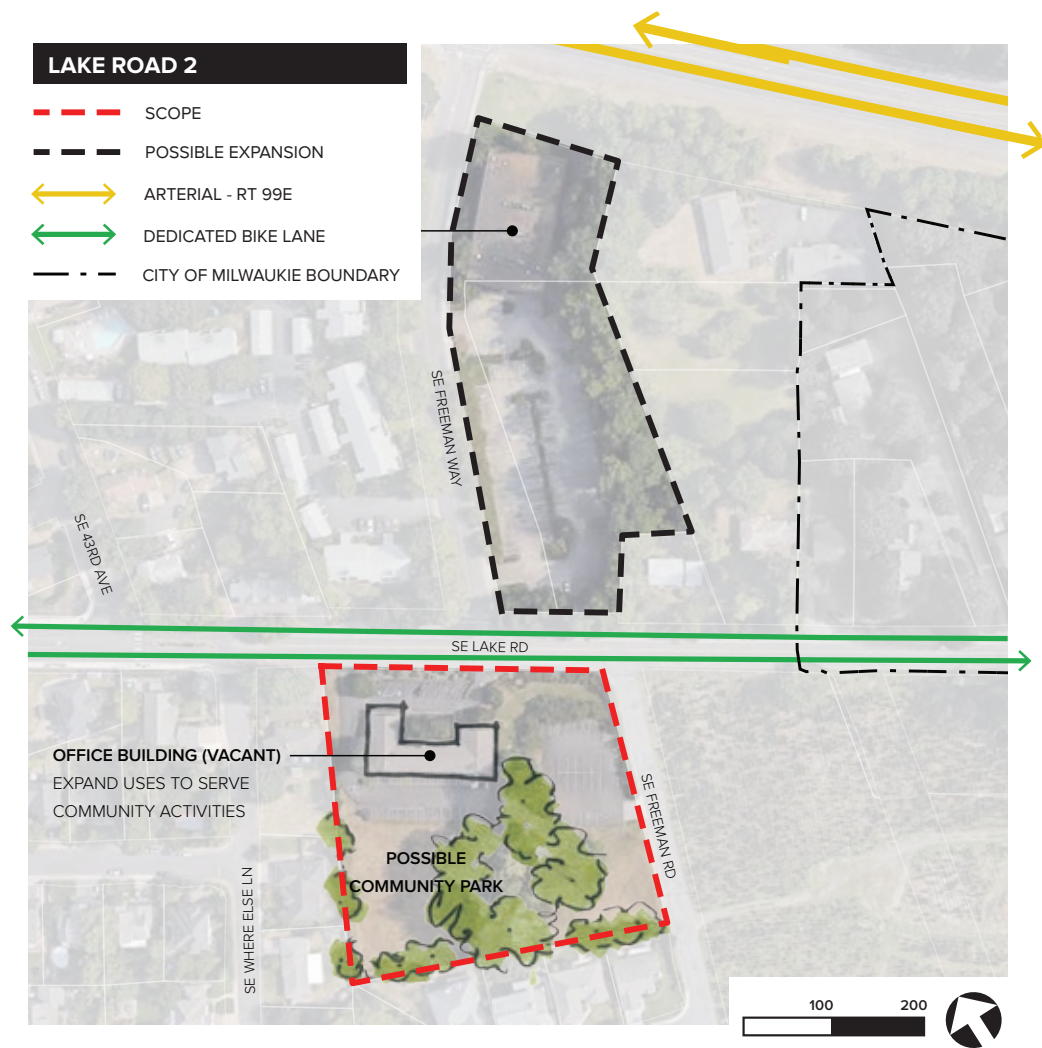


Milwaukie Floral & Garden

NEIGHBORHOOD RESIDENTS LOOKING FOR:

- COMMUNITY ROOM
- COFFEE SHOP/BAKERY
- SMALL MARKET
- DOG PARK
- SERVICE ORIENTED BUSINESS
- BIKE/PEDESTRIAN FRIENDLY PLACES
- ARTS & CRAFTS STORE
- PARENTS/KIDS GATHERING SPACE

CONCEPT DIAGRAMS



North Clackamas School District parking lot

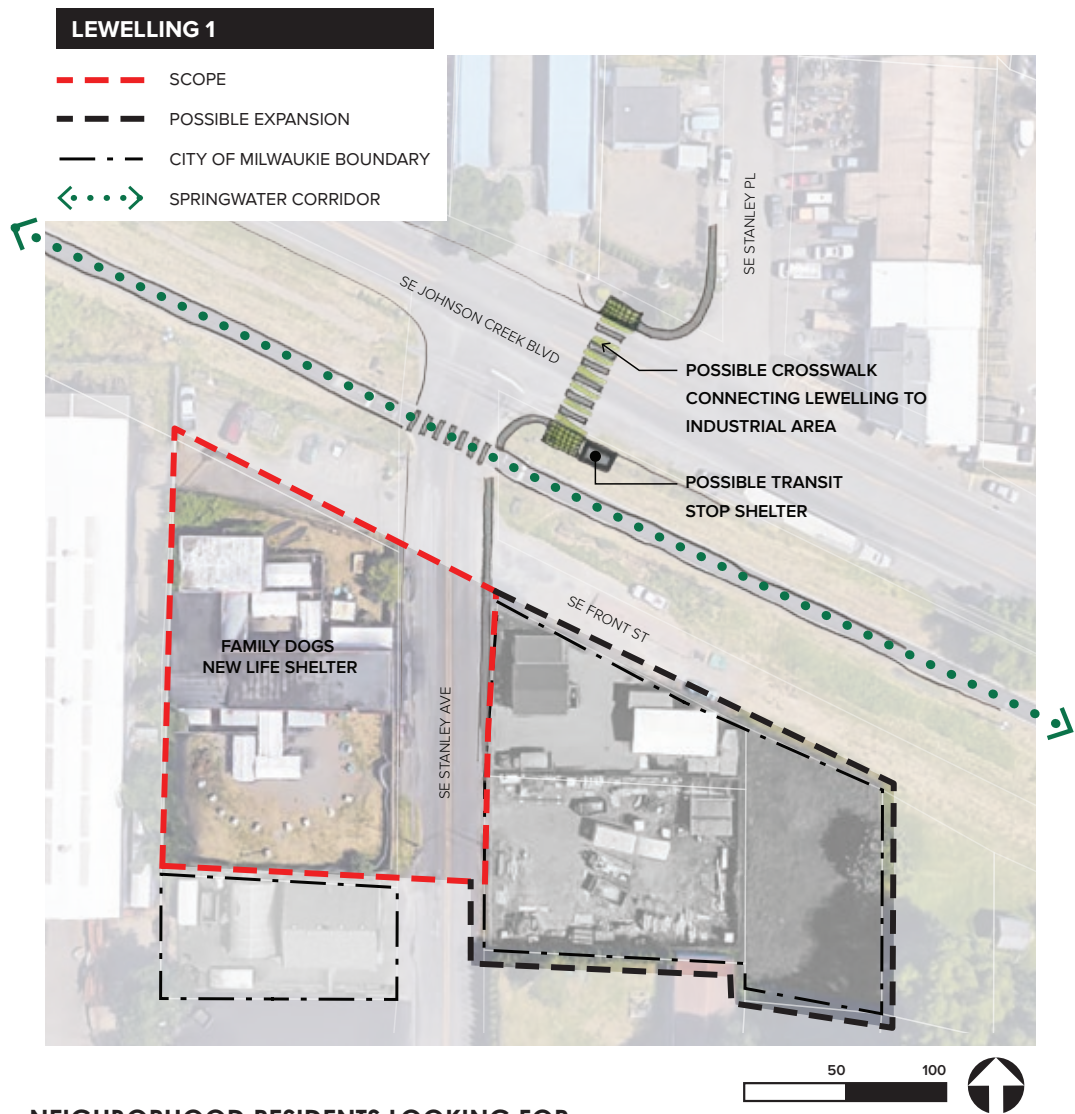


Vacant office building parking lot and open space

NEIGHBORHOOD RESIDENTS LOOKING FOR:

- COMMUNITY ROOM
- COFFEE SHOP/BAKERY
- SMALL MARKET
- DOG PARK
- SERVICE ORIENTED BUSINESS
- BIKE/PEDESTRIAN FRIENDLY PLACES
- ARTS & CRAFTS STORE
- PARENTS/KIDS GATHERING SPACE

CONCEPT DIAGRAMS



NEIGHBORHOOD RESIDENTS LOOKING FOR:

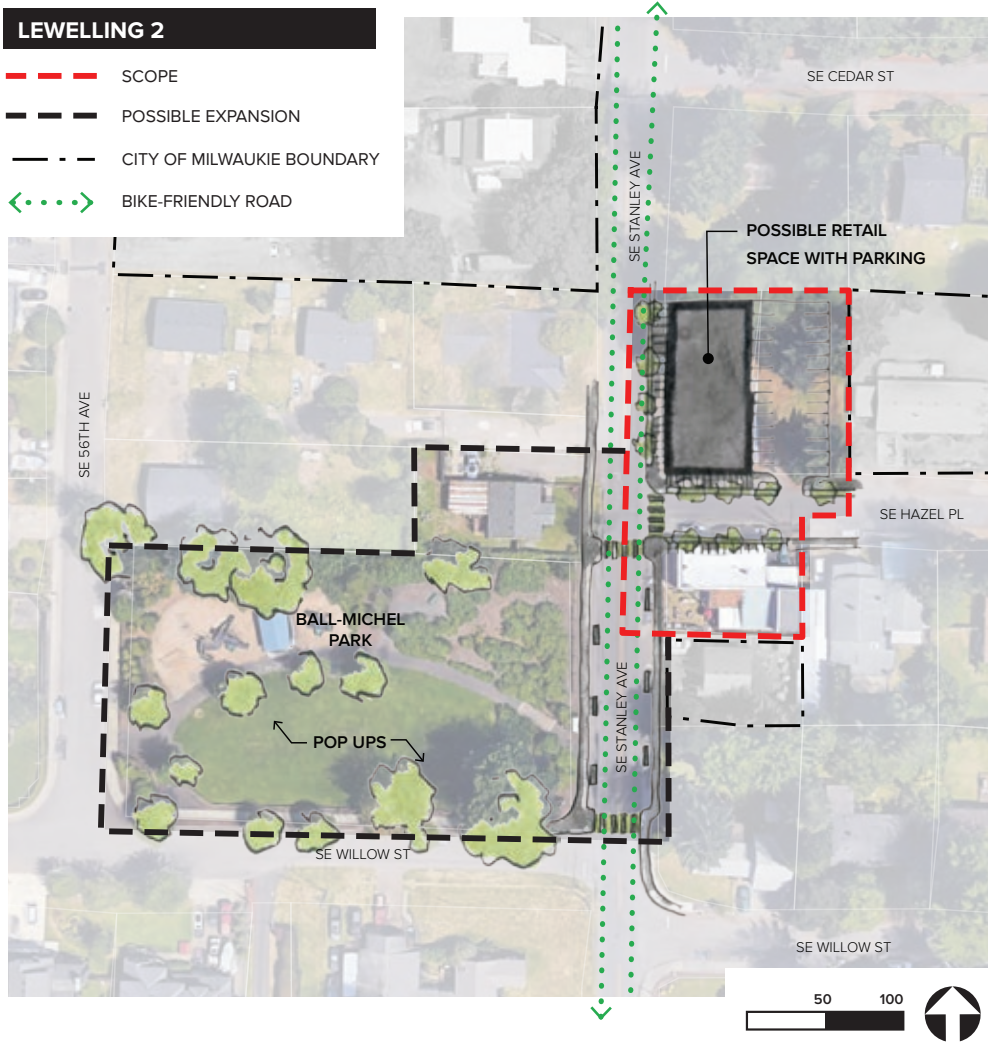
- PUBLIC HOUSE WITH LIVE MUSIC
- INDOOR/OUTDOOR MEETING SPACE
- CHILDREN PLAY AREA
- GROCERY STORE
- COMMUNITY GARDEN
- TOOL LIBRARY
- INTERSECTION PAINTING
- POP UPS



Family Dogs New Life Shelter



Industrial and residential uses along the Springwater Corridor



Vacant building on SE Hazel Pl

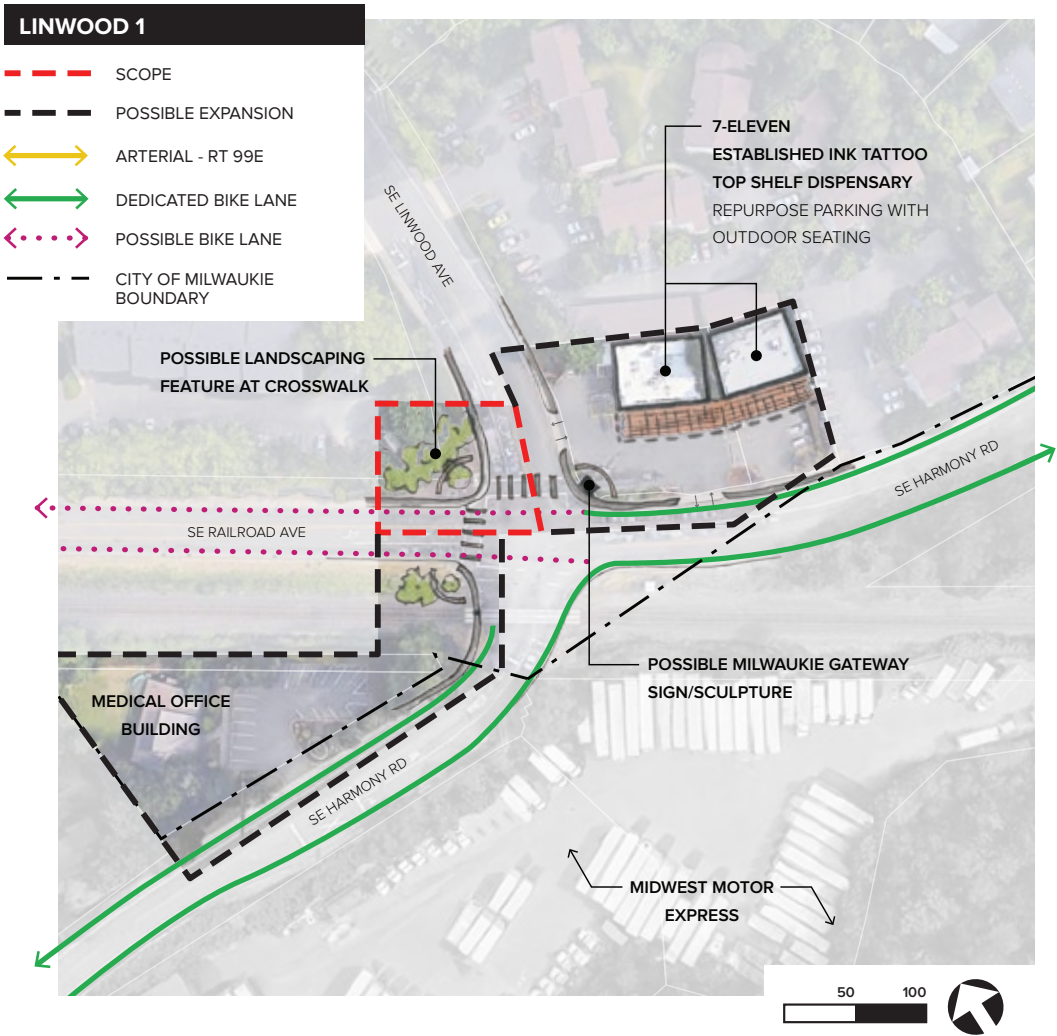


Ball-Michel Park

NEIGHBORHOOD RESIDENTS LOOKING FOR:

- PUBLIC HOUSE WITH LIVE MUSIC
- INDOOR/OUTDOOR MEETING SPACE
- CHILDREN PLAY AREA
- GROCERY STORE
- COMMUNITY GARDEN
- TOOL LIBRARY
- INTERSECTION PAINTING
- POP UPS

CONCEPT DIAGRAMS



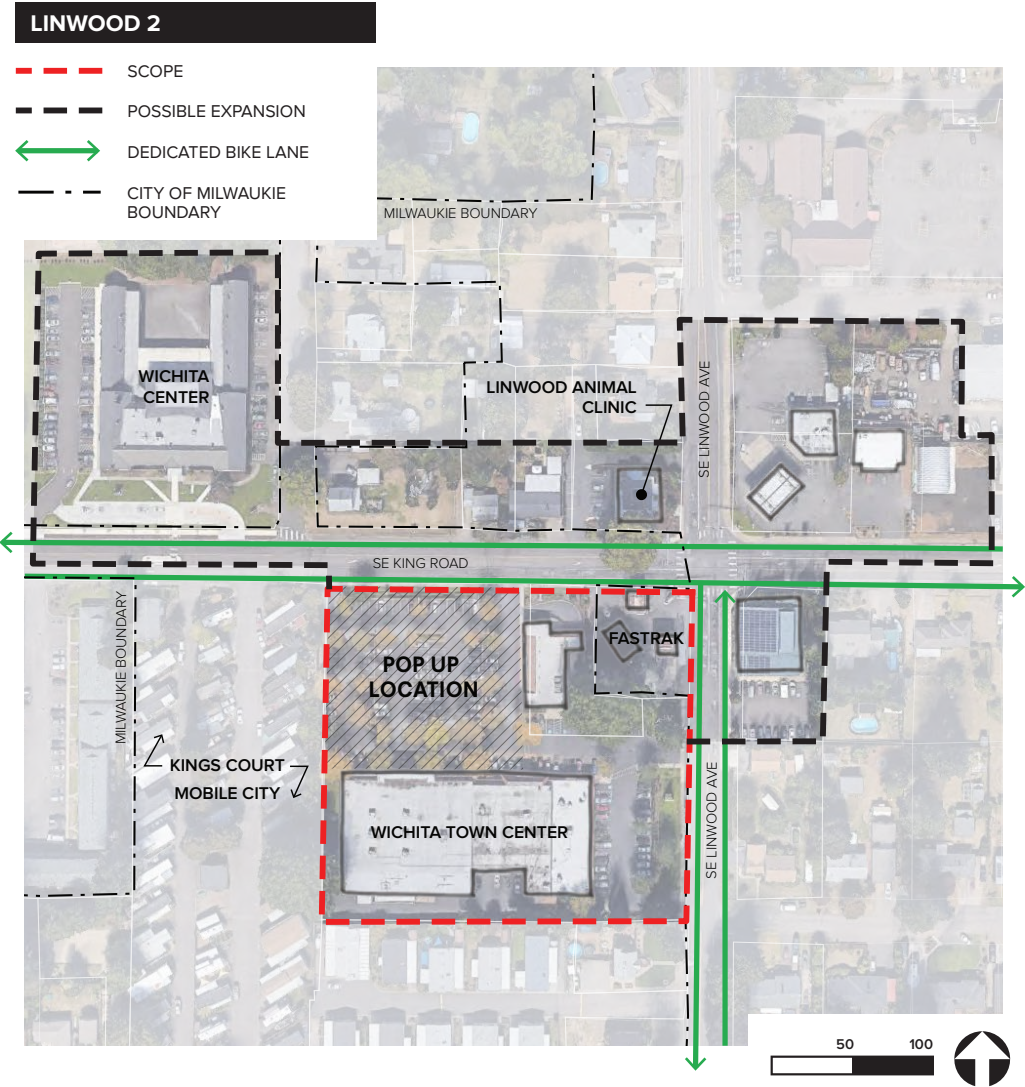
7-Eleven



Linwood Ave

NEIGHBORHOOD RESIDENTS LOOKING FOR:

- FAMILY RESTAURANT
- PUBLIC HOUSE
- CORNER MARKET
- DOG PARK



NEIGHBORHOOD RESIDENTS LOOKING FOR:

- FAMILY RESTAURANT
- PUBLIC HOUSE
- CORNER MARKET
- DOG PARK



Zappos Pizza in Wichita Town Center



Wichita Town Center



NEIGHBORHOOD RESIDENTS LOOKING FOR:

- FAMILY RESTAURANT
- PUBLIC HOUSE
- CORNER MARKET
- DOG PARK



Vacant lot on SE Stanley & Railroad



Vacant lot on SE Stanley & Railroad

Comprehensive Plan Policies

The following pages outline policies in Milwaukie's 2040 Comprehensive Plan that are supportive of the Neighborhood Hubs concept.

The Neighborhood Hubs planning effort has been conducted in the context of Milwaukie's Comprehensive Plan update process. While the actions needed to create or expand Hubs in specific areas go beyond the broader nature of the Comprehensive Plan, the Comp Plan can and should note community support for the Hubs and include policies that support their creation. Towards that end, the draft Comprehensive Plan includes a variety of such policies, including the following:

- **Economic Development Policy 10.1.9:** Foster a series of distinct Neighborhood Hubs that include services and amenities such as child care, gathering places, restaurants and fresh food sources to which residents can walk, bike, or ride transit.
- **Climate Change and Energy Policy 13.1.5:** Create a more energy efficient land use pattern that includes but

is not limited to infill and cluster development, Neighborhood Hubs and increased density.

- **Climate Change and Energy Policy 13.1.6:** Encourage the creation of compact, walkable neighborhoods and Neighborhood Hubs throughout the city that provide a mix of uses and help reduce transportation emissions and energy usage.
- **Climate Change and Energy Policy 13.2.2:** Work with local businesses and regional partners to increase transit usage and develop last mile solutions to Milwaukie homes, businesses, and Neighborhood Hubs.
- **Housing Policy L.1:** Implement land use and public investment decisions and standards that foster creation of denser development in centers, corridors, and Neighborhood Hubs to support community gathering places, commercial uses, and other amenities that give people opportunities to socialize, shop, and recreate together.

- **Urban Design 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, including:

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, setbacks and building form.

[Note: Several Neighborhood Hubs are located in areas with this zoning designation and other Hub areas could be rezoned to this designation in the future as noted in the following section of this report.]

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.

- **Urban Design Goal 3 - Process:**
Provide a clear and straight forward design review process for development in Milwaukie along with incentives to achieve desired outcomes:
 1. Expand incentives and refine development standards that help to:
 - b) Provide flexibility for commercial use of existing residential structures within Neighborhood Hubs and Neighborhood Mixed Use districts.
 - c) Consider the use of vertical housing tax abatements and other financial tools to encourage development in Neighborhood Hubs.



NEIGHBORHOOD HUBS PROJECT

City Council Worksession
August 2, 2022

Adam Heroux, Associate Planner
Vera Kolas, Senior Planner

PROJECT HISTORY

2017

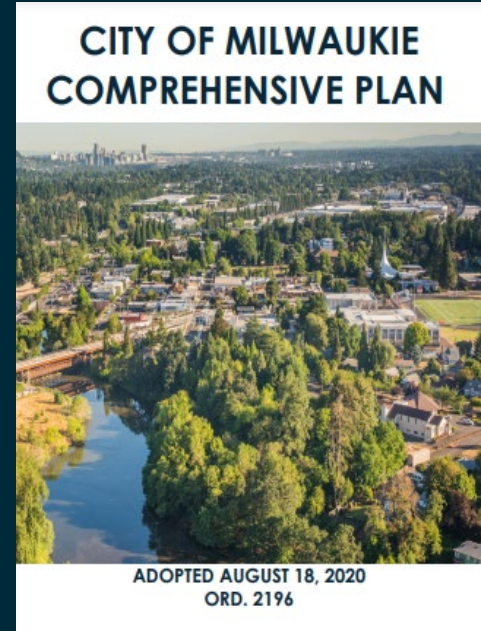


2018-19

HUBS COMMUNITY ENGAGEMENT

- ❖ 15 + NDA meetings
- ❖ 13 Hubs identified
- ❖ 396 survey respondents
- ❖ 85% support Hubs concept

2020



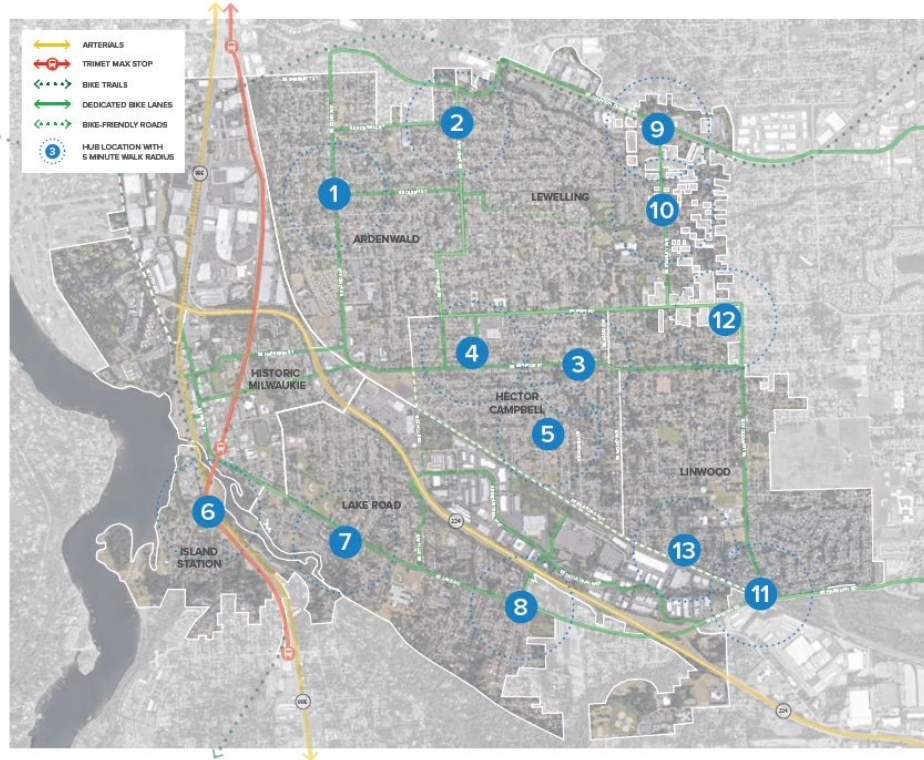
WHAT ARE NEIGHBORHOOD HUBS?

Neighborhood Hubs are gathering places where residents have easy access to goods and services close to their homes. They are places where neighbors create meaningful relationships with each other.



WHERE COULD HUBS BE LOCATED?

PROPOSED HUB LOCATIONS



- 1 **Ardenwald 1**
(SE 32nd Ave & SE Olsen St)
- 2 **Ardenwald 2**
(SE 42nd Ave & SE Roswell St)
- 3 **Hector Campbell 1**
(SE Monroe St & SE Home Ave)
- 4 **Hector Campbell 2**
(SE 42nd Ave & SE Monroe Rd)
- 5 **Hector Campbell 3**
(SE 47th Ave & SE Franklin St)
- 6 **Island Station 1**
(SE 22nd Ave & SE Bluebird St)
- 7 **Lake Road 1**
(SE Lake Road & SE 33rd Pl)
- 8 **Lake Road 2**
(SE Lake Road & SE Freeman Way)
- 9 **Lewelling 1**
(SE Stanley Ave & SE Johnson Creek Blvd)
- 10 **Lewelling 2**
(SE Stanley Ave & SE Hazel Pl)
- 11 **Linwood 1**
(SE Linwood Ave & SE Harmony Rd)
- 12 **Linwood 2**
(SE Linwood Ave & SE King Rd)
- 13 **Linwood 3**
(SE Stanley Ave & SE Railroad Ave)



WHAT ARE THE DIFFERENT TYPES OF HUBS?

Opportunity Site



Potential Hub with few to no existing commercial uses and room to grow.

Underperforming Hub



One or more neighborhood shops with vacant or under-utilized buildings.

Micro-Hub



Spaces that provide temporary uses, like a monthly Farmer's Market or weekly Tool Library.

Transitional Hub



An Underperforming Hub with a Micro-Hub offering a variety of uses or services.

Neighborhood Hub



Cluster of 3+ small businesses in 1-2 story buildings, typically in low-density residential areas.

Mixed-Use Hub



Large cluster of businesses and dense housing that serve the neighborhood and beyond.



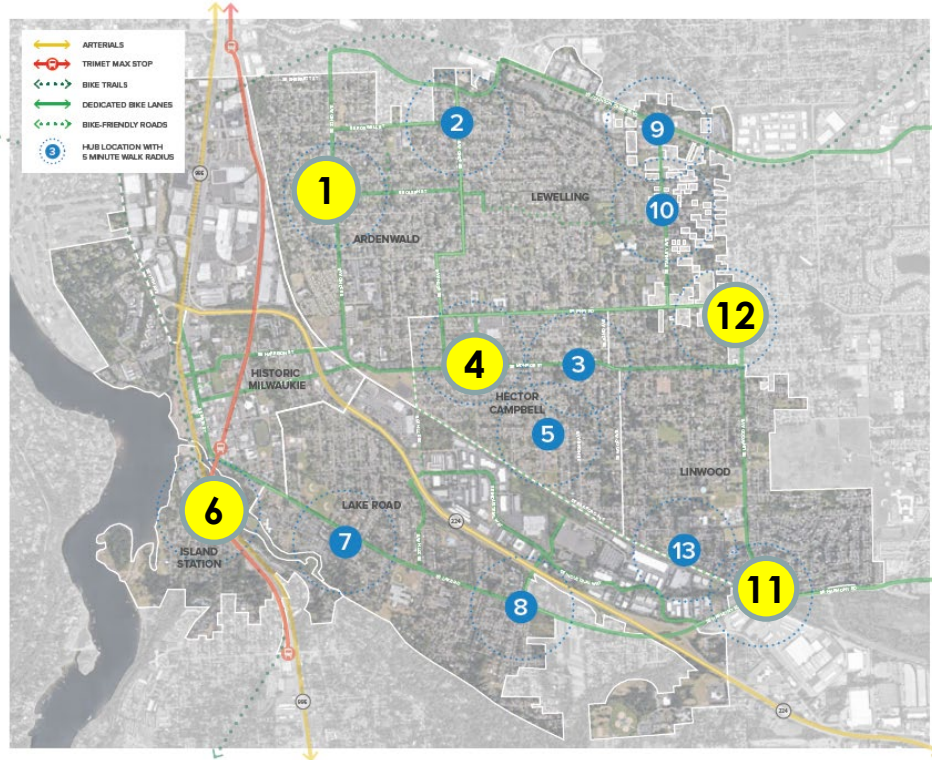
HOW WILL HUBS DEVELOP?

MAP ID	HUB NAME	EXISTING TYPOLOGY	SHORT-TERM TYPOLOGY	LONG-TERM TYPOLOGY
1	Ardenwald 1	Underperforming Hub	Transitional Hub	Neighborhood Mixed Use Hub
2	Ardenwald 2	Underperforming Hub	Transitional Hub	Neighborhood Hub
3	Hector Campbell 1	Underperforming Hub	Transitional Hub	Neighborhood Hub
4	Hector Campbell 2	Neighborhood Mixed Use Hub	Neighborhood Mixed Use Hub	Neighborhood Mixed Use Hub
5	Hector Campbell 3	Gathering/Event Space	Micro-Hub Gathering/Event Space	Micro-Hub Gathering/Event Space
6	Island Station 1	Underperforming Hub	Transitional Hub	Neighborhood Hub
7	Lake Road 1	Opportunity Site	Transitional Hub	Neighborhood Hub
8	Lake Road 2	Opportunity Site	Micro-Hub, Gathering/Event Space	Micro-Hub Gathering/Event Space
9	Lewelling 1	Underperforming Hub	Transitional Hub	Neighborhood Hub
10	Lewelling 2	Opportunity Site	Transitional Hub	Neighborhood Hub
11	Linwood 1	Underperforming Hub	Transitional Hub	Neighborhood Hub
12	Linwood 2	Neighborhood Mixed Use Hub Gathering/Event Space	Neighborhood Mixed Use Hub Gathering/Event Space	Neighborhood Mixed Use Hub Gathering/Event Space
13	Linwood 3	Opportunity Site	Micro-Hub	Neighborhood Hub



WHICH HUBS ARE MOST LIKELY TO DEVELOP?

PROPOSED HUB LOCATIONS



- 1 Ardenwald 1
(SE 32nd Ave & SE Olsen St)
- 2 Ardenwald 2
(SE 42nd Ave & SE Roswell St)
- 3 Hector Campbell 1
(SE Monroe St & SE Home Ave)
- 4 Hector Campbell 2
(SE 42nd Ave & SE Monroe Rd)
- 5 Hector Campbell 3
(SE 47th Ave & SE Franklin St)
- 6 Island Station 1
(SE 22nd Ave & SE Bluebird St)
- 7 Lake Road 1
(SE Lake Road & SE 33rd Pl)
- 8 Lake Road 2
(SE Lake Road & SE Freeman Way)
- 9 Lewelling 1
(SE Stanley Ave & SE Johnson Creek Blvd)
- 10 Lewelling 2
(SE Stanley Ave & SE Hazel Pl)
- 11 Linwood 1
(SE Linwood Ave & SE Harmony Rd)
- 12 Linwood 2
(SE Linwood Ave & SE King Rd)
- 13 Linwood 3
(SE Stanley Ave & SE Railroad Ave)



WHAT ACTIONS CAN THE CITY TAKE?

Zoning & Development Code

- 1) Create a new "Neighborhood Hub" zone with reduced development barriers for businesses.
- 2) Create a "Hub Overlay" to allow small permanent businesses and temporary uses.
- 3) Create flexible parking requirements for off-street parking at hub locations.
- 4) Update allowed temporary uses to include food carts and similar uses.
- 5) Create a process for hub expansion.

Program Support

- 6) Public investment in site-specific and connecting infrastructure.
- 7) Create supportive grant or loan programs for small business improvements.
- 8) Help program public events and create new hub activities with residents and businesses.



PROPOSED APPROACH

- **Community Engagement**
- **Hub Refinement**
- **Zoning and Development Code**
- **Economic Development**
- **Coordination with other City projects**



HUB REFINEMENT

- **Revisit and update hub boundaries** based on changing conditions.
- **Consider consolidating hub types** and revise short- and long-term hub types accordingly.
- **Prioritize hubs** based on placemaking and community-building as well as market factors.



COMMUNITY ENGAGEMENT

- **Focused engagement** with people of color, renters, immigrants, and people with disabilities.
- **Explore** how neighborhood needs have changed since the pandemic.
- **Engage** with property owners in Hub locations to explore possibilities.



ZONING & DEVELOPMENT CODE

- **Audit city code** to explore creating a new hub zone and potential overlay zone.
- **Create flexible requirements** for off-street parking in hub areas
- **Update allowed temporary uses** to include food carts and similar uses



ECONOMIC DEVELOPMENT

- **Create supportive grants and loans** to support small business improvements and mitigate potential displacement as hubs develop.
- **Coordinate** with community partners to support these efforts, including programming public events and other hub activities.
- **Identify how to expand uses in hubs** without significant required improvements and SDCs.



COORDINATION WITH OTHER CITY PROJECTS

- **Ground-truth existing conditions** at hub locations and analyze presence of key infrastructure like sidewalks, bike lanes, parking capacity, etc.
- **Interface as needed** with other planning projects including the Transportation System Plan, High Density Residential Zones, and Middle Housing.



FOR DISCUSSION

**Does Council
support the
proposed
approach to
Neighborhood
Hubs
implementation?**



NEXT STEPS

- Finalize scope with Consultant
- Project Kickoff

