



Moving Forward Milwaukie Advisory Committee #5

Moving Forward Milwaukie • April 21, 2014

Meeting Objectives

Project Advisory Committee Meetings

3/31

Discuss Components of Draft Action & Implementation Plan

4/21

Discuss Draft Action & Implementation Plan recommendations

6/5

Discuss Draft Downtown Code Revisions and Central Milwaukie Land Use and Transportation Plan

7/21

Discuss Draft Central Milwaukie and Neighborhood Main Streets, Comprehensive Plan, Code and Zoning Map Amendments



Meeting Objectives

Project Advisory Committee Meetings

- Understand public feedback
- Improve future public involvement efforts
- PAC input on Action and Implementation Plan
 - Clarify PAC input on key questions



Project Schedule

	2013	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb
Project launch	■														
Market Analysis	■														
Opportunity Site Development Concepts	■	■	■	■	◆										
Downtown and Central Milwaukie Action and Implementation Plan			■	■	■	■	■	◆							
Central Milwaukie Land Use and Transportation Plan						■	■	■	◆						
Downtown Plan and Code Amendments						■	■	■				◆			
Central and Neighborhood Main Streets Plan & Code Amendments									■	■	■				◆



Project Overview

Vision

- Facilitate economic development
- Build community cohesion
- Reconnect Milwaukie to the riverfront
- Realize short-term projects



Project Overview

Why is vision important?

- Cool places to live, work, and shop
- More customers and increased demand for local businesses
- Increased tax revenues to pay for City services



Survey Results

Overview

- Over 150 responses
- Many new participants: 72%
- Almost 30% live outside of Milwaukie
- Most between 31 and 55 years old: 66%
- Consensus on most questions



Survey Results

Overview

- Strongest Support for:
 - Uniform standards Downtown
 - Downtown frontage improvements
 - Pedestrian-friendly design in Central Milwaukie
 - Active role for City in catalyzing development

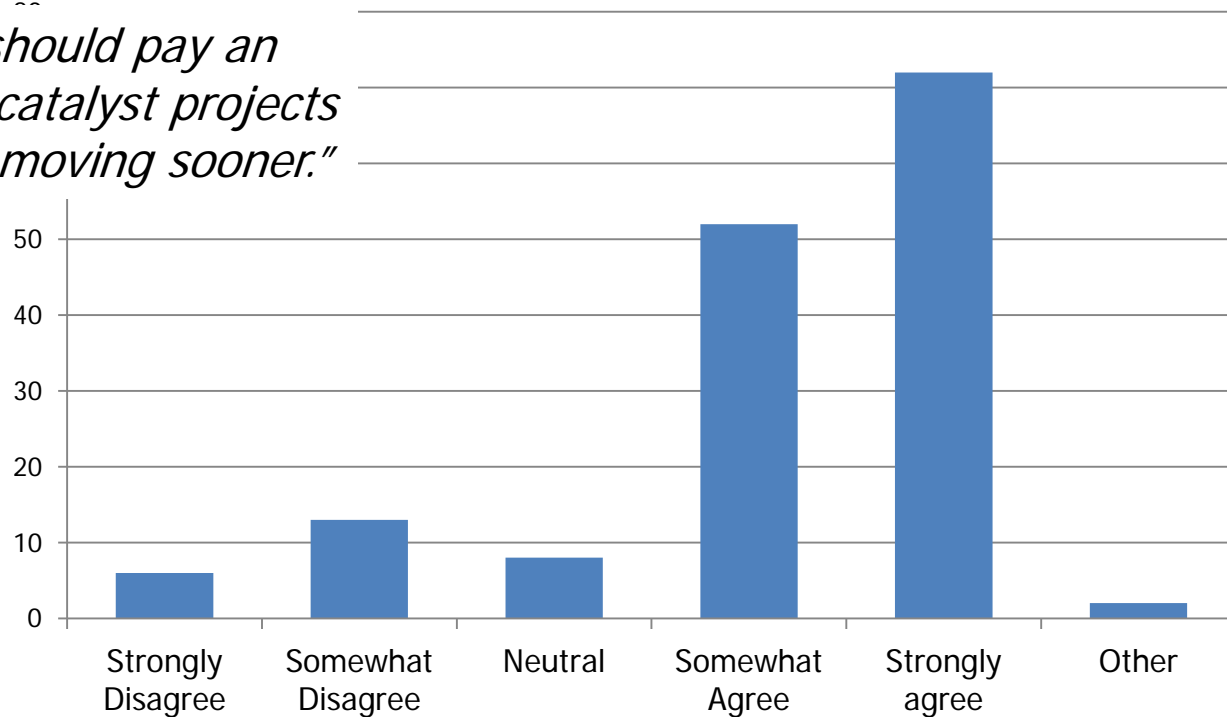


Survey Results

City Strategies

Strong support for active City role in development projects

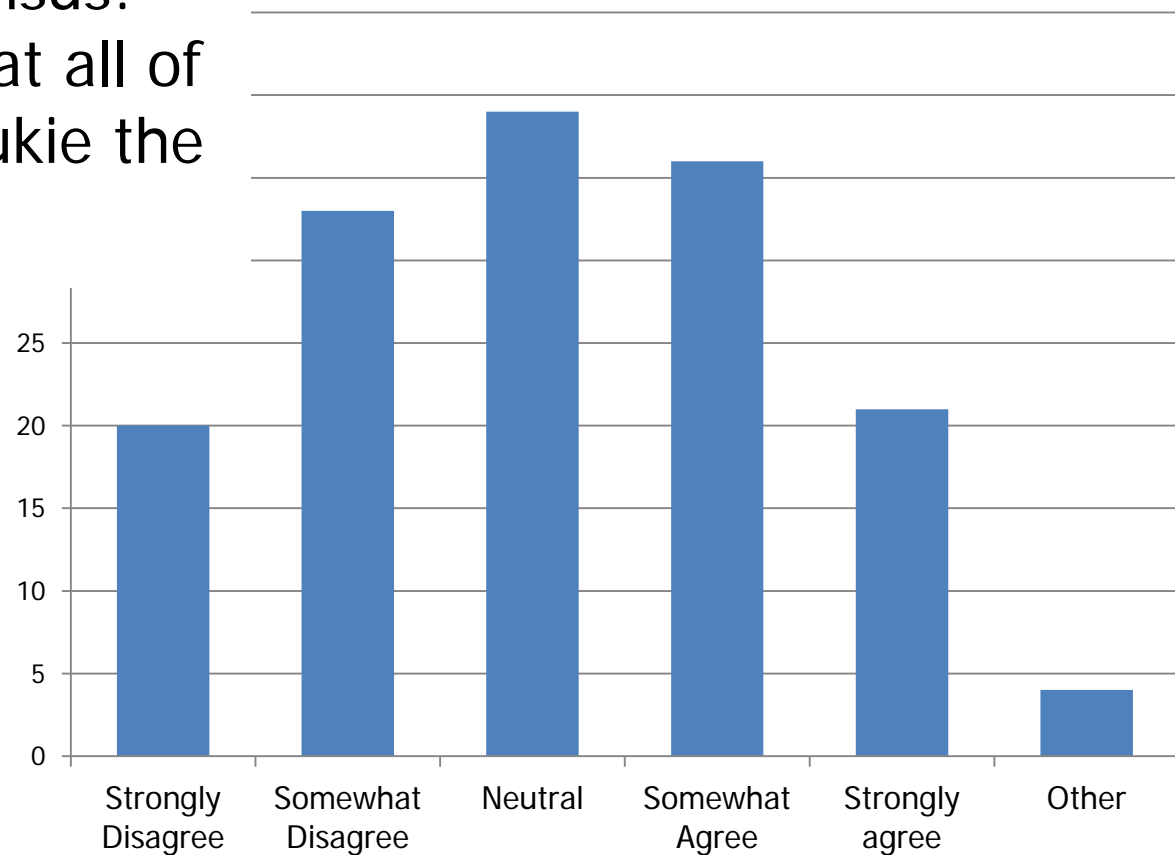
~
"The City should pay an active role in catalyst projects to get things moving sooner."



Survey Results

Central Milwaukie

Lack of consensus:
Should we treat all of
Central Milwaukie the
same?

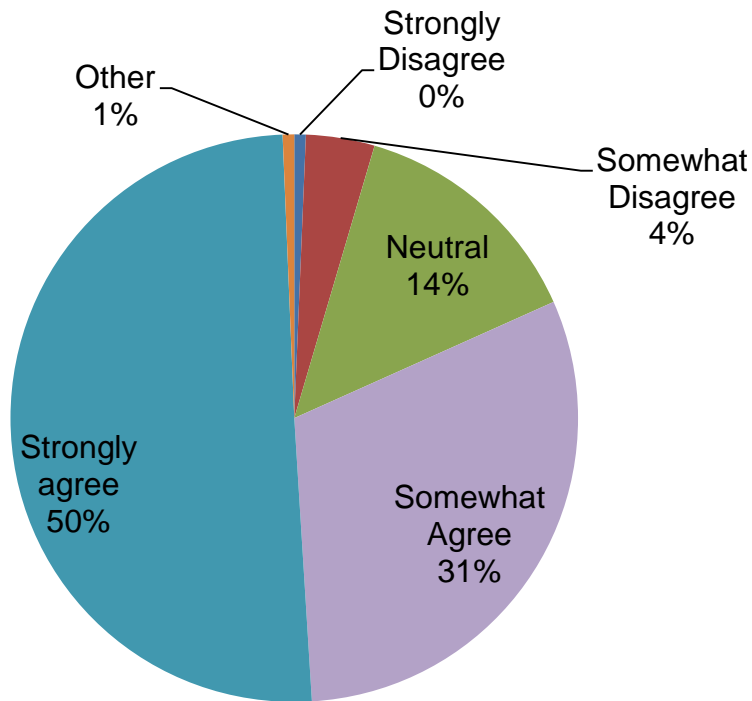


Survey Results

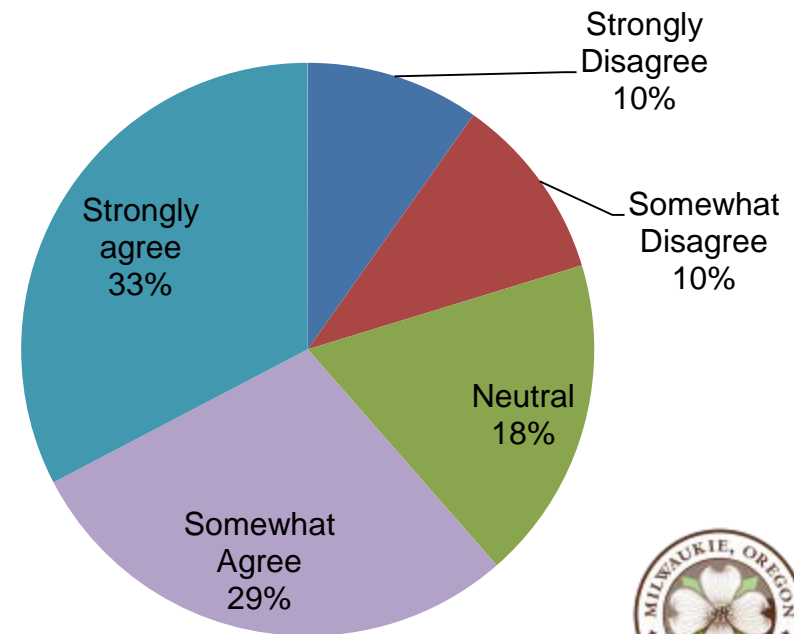
Central Milwaukie

Support for allowing a range of uses and heights on Murphy site

"A range of uses should be allowed."



"A range of heights should be allowed-- up to 5 stories."

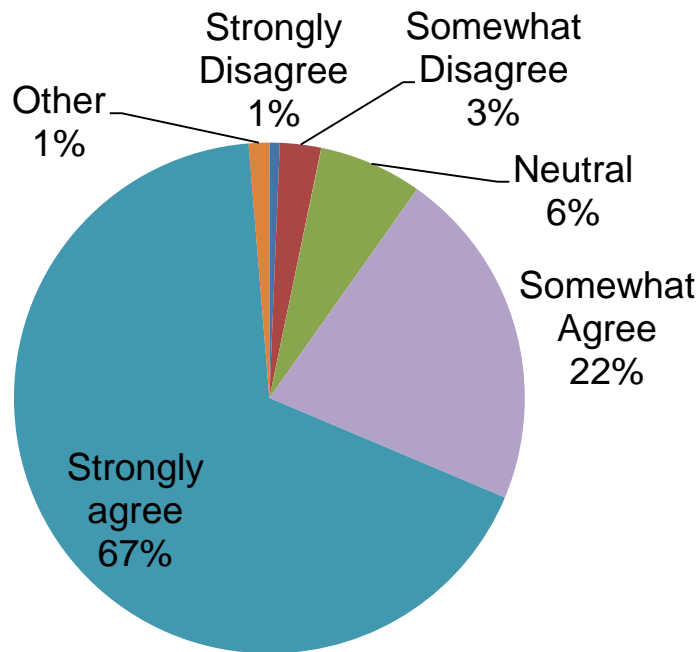


Survey Results

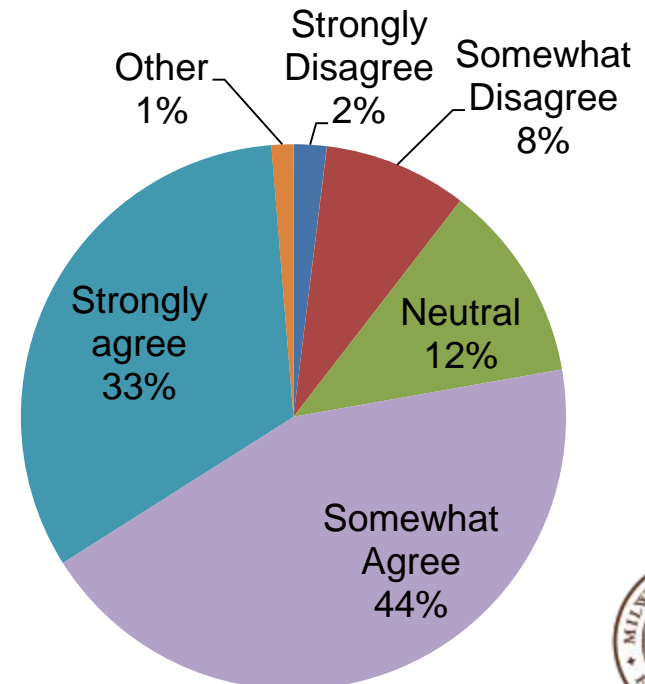
Central Milwaukie

Support for making Murphy site ped-friendly AND auto-accommodating

"The Murphy site should be... pedestrian friendly."



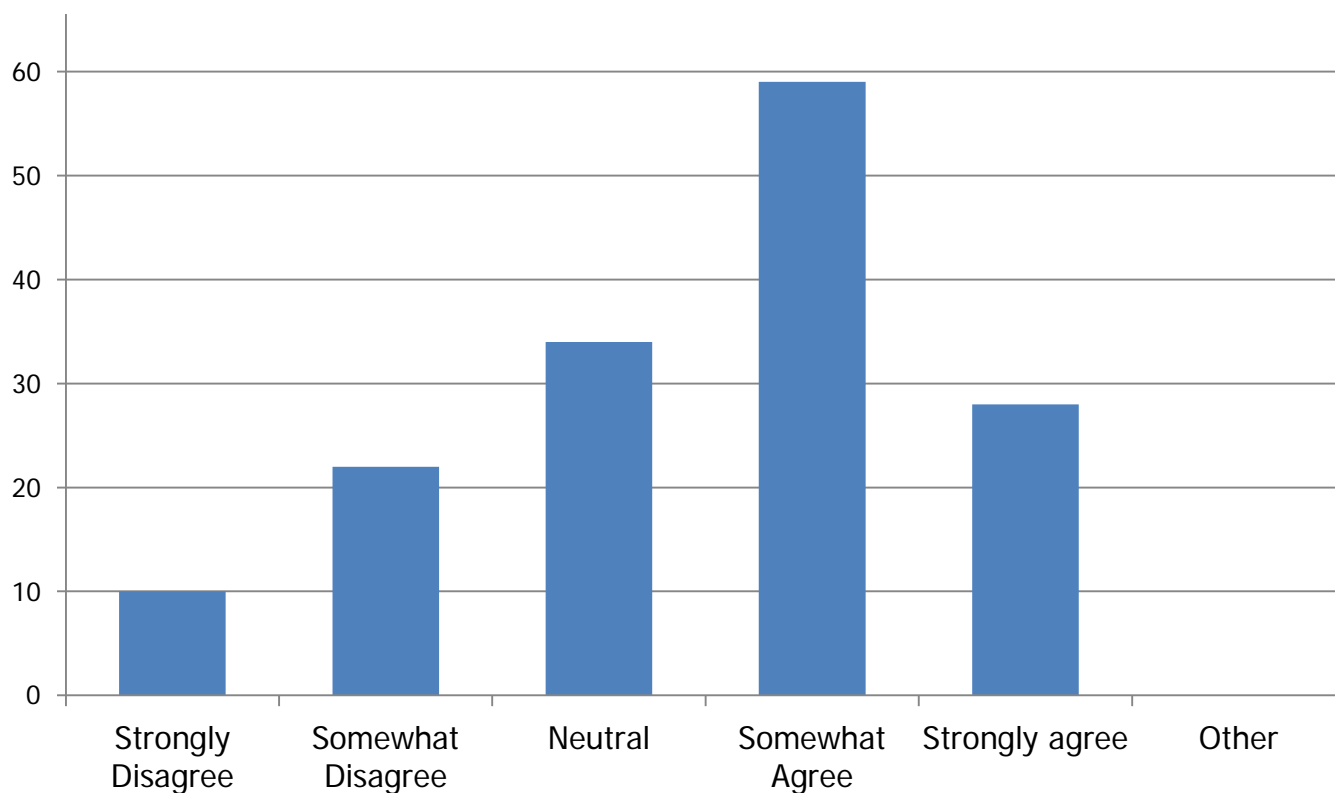
"The Murphy site should be... auto-accommodating but small-scale."



Survey Results

Central Milwaukie – Murphy Site

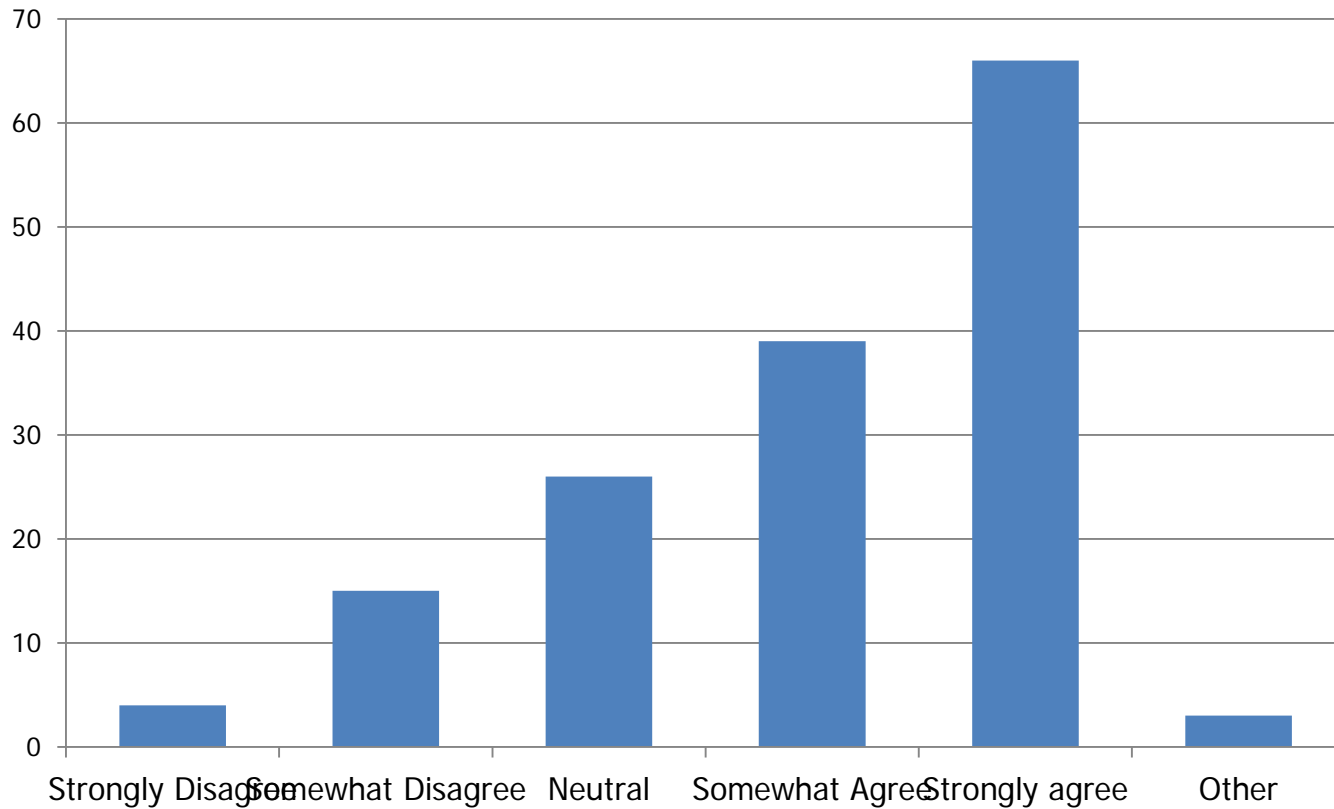
- Some support for medium or large-scale projects on Murphy Site (57% strongly or somewhat agree).



Survey Results

Central Milwaukie – Murphy Site - 32nd & Harrison

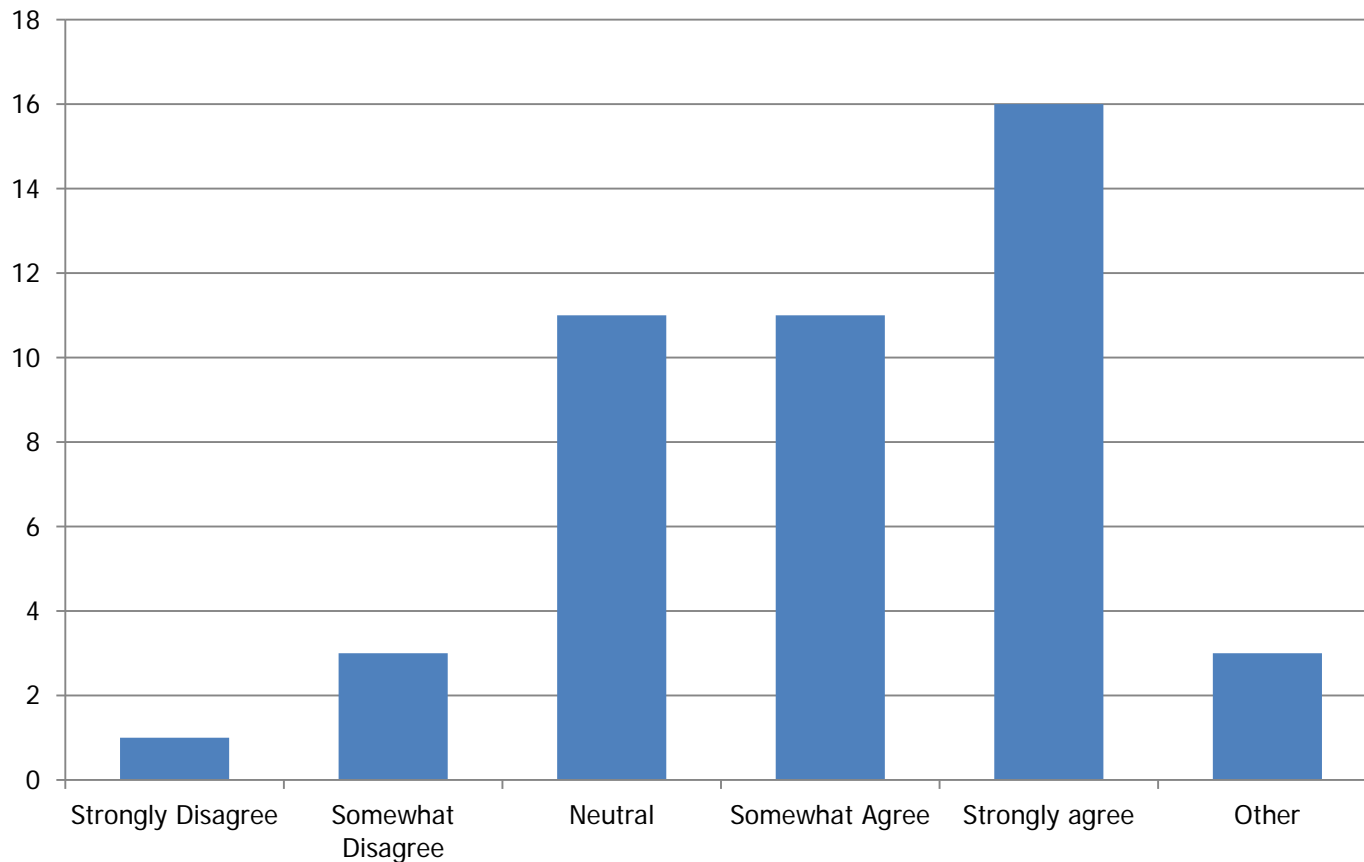
- Support for minimal setbacks and street-level windows



Survey Results

Central Milwaukie – Murphy Site - 32nd & Harrison

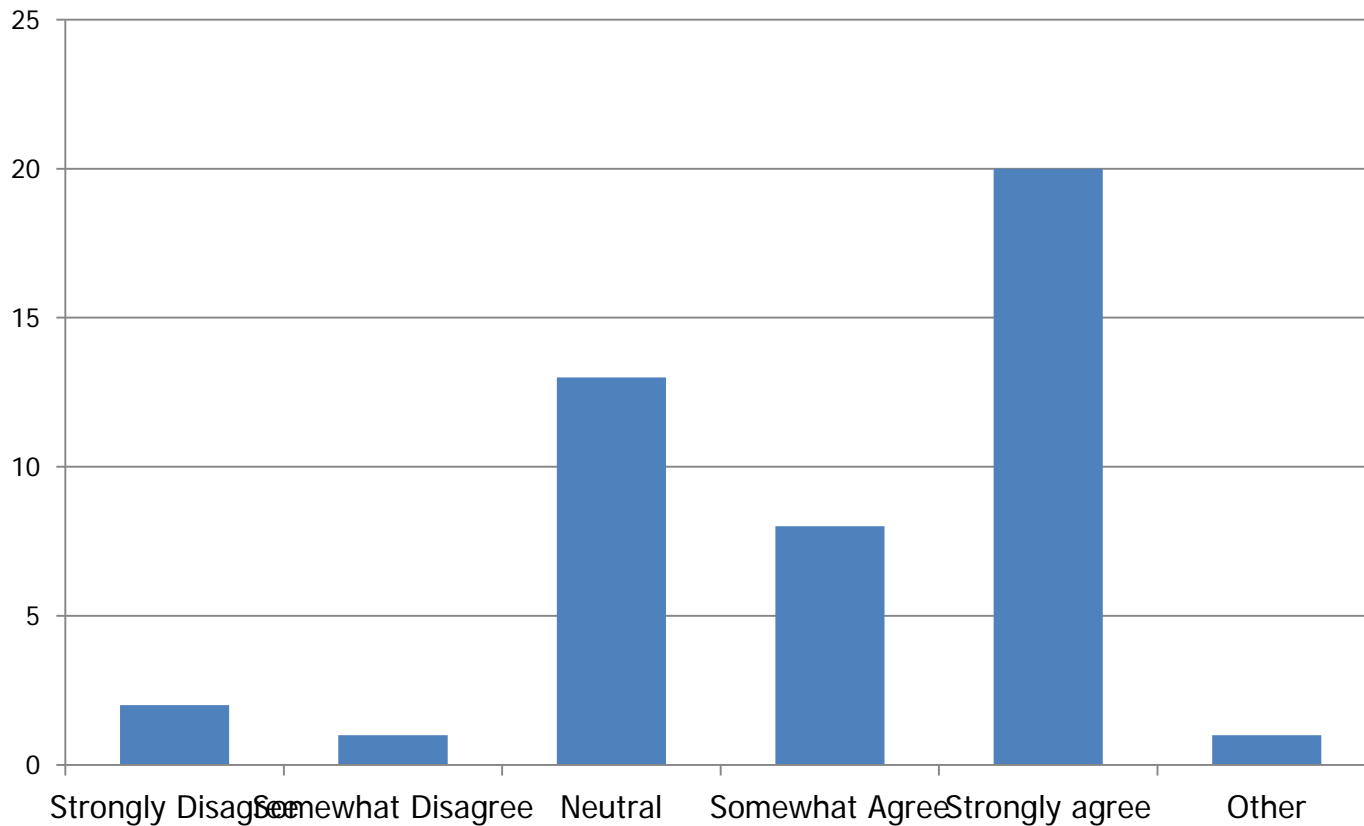
- Support for parking behind buildings



Survey Results

Central Milwaukie – Murphy Site - 32nd & Harrison

- Support for landscaping between buildings and street



Survey Results

Central Milwaukie - McFarland Site

Results very similar to Murphy Site:

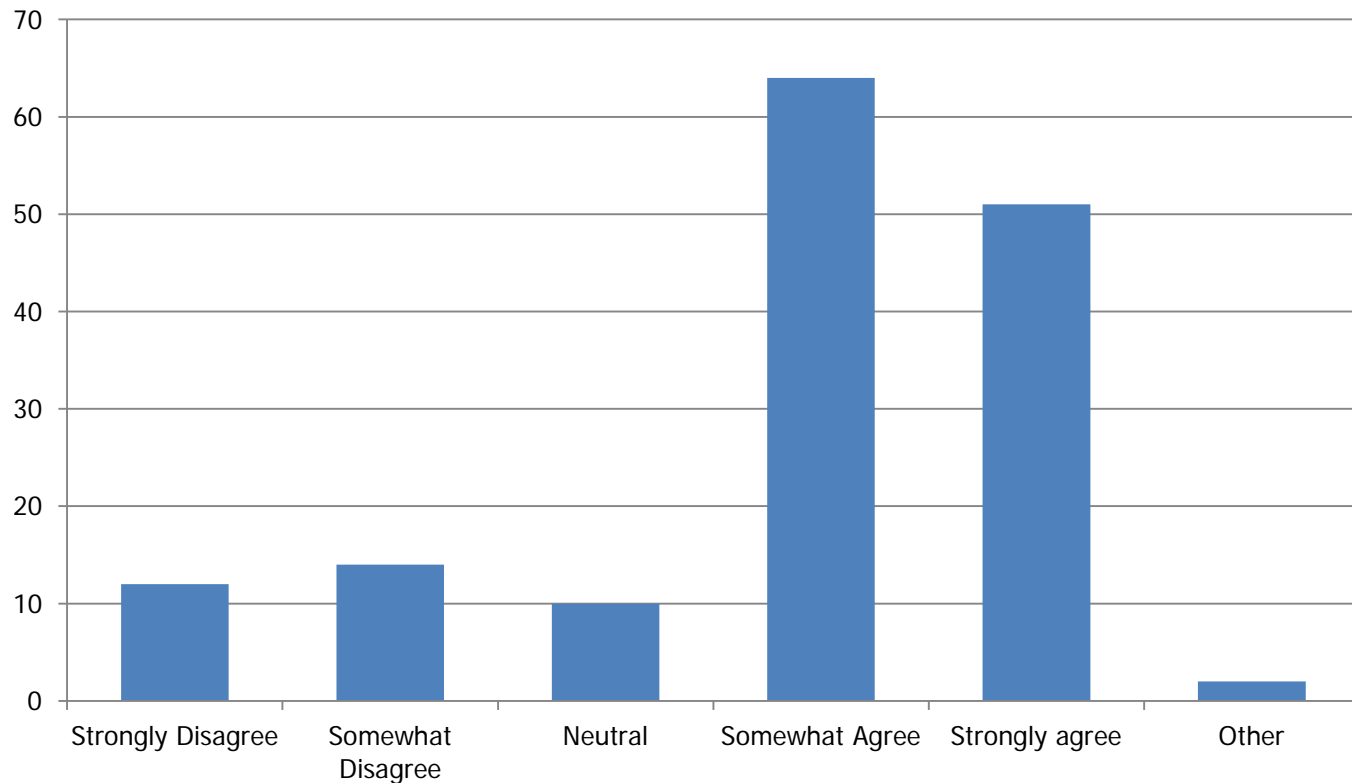
- Support for pedestrian-friendly AND auto-accommodating design
- Some support for medium- or large-scale buildings
- Support for:
 - Minimal setbacks
 - Ground-floor windows
 - Parking behind buildings
 - Landscaping between street and building



Survey Results

Downtown

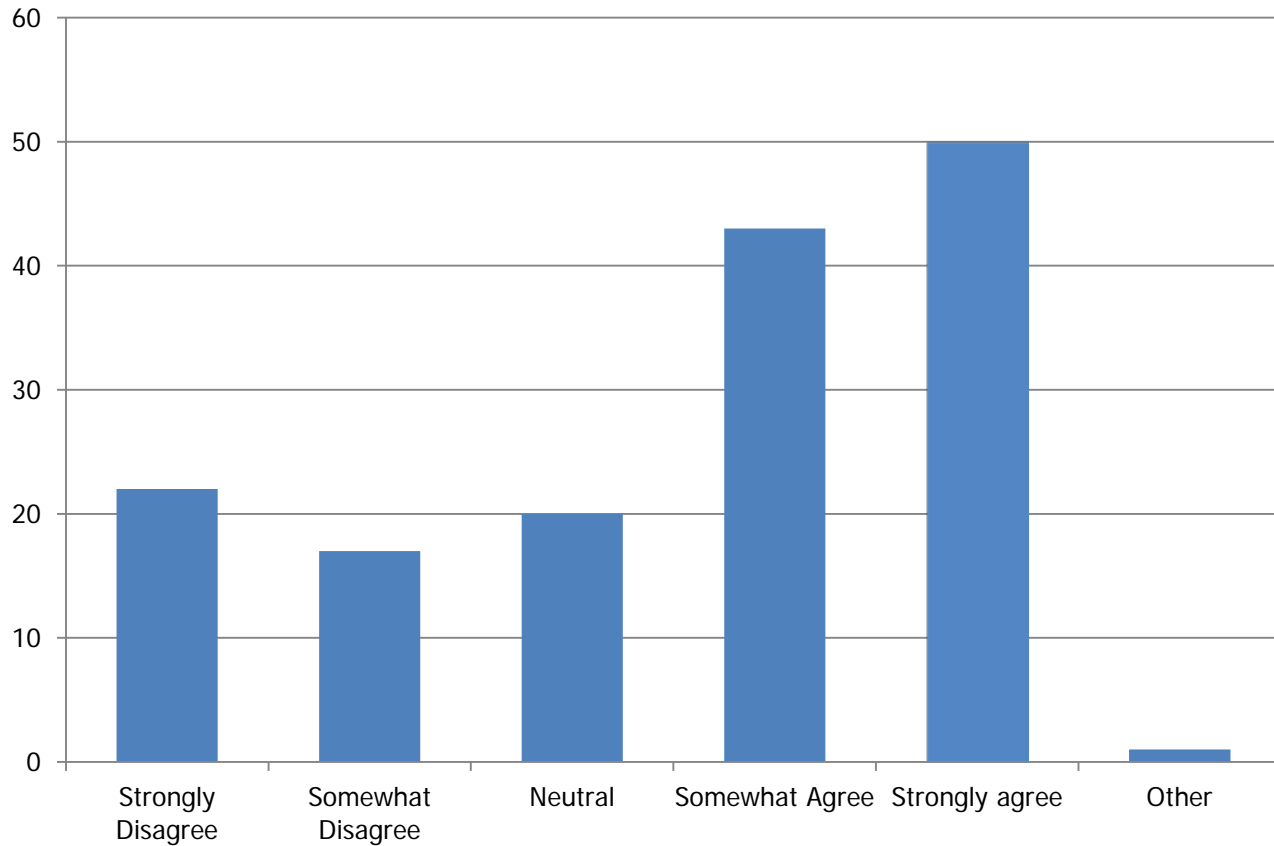
- Support for uniform standards and allowed uses in Downtown



Survey Results

Downtown

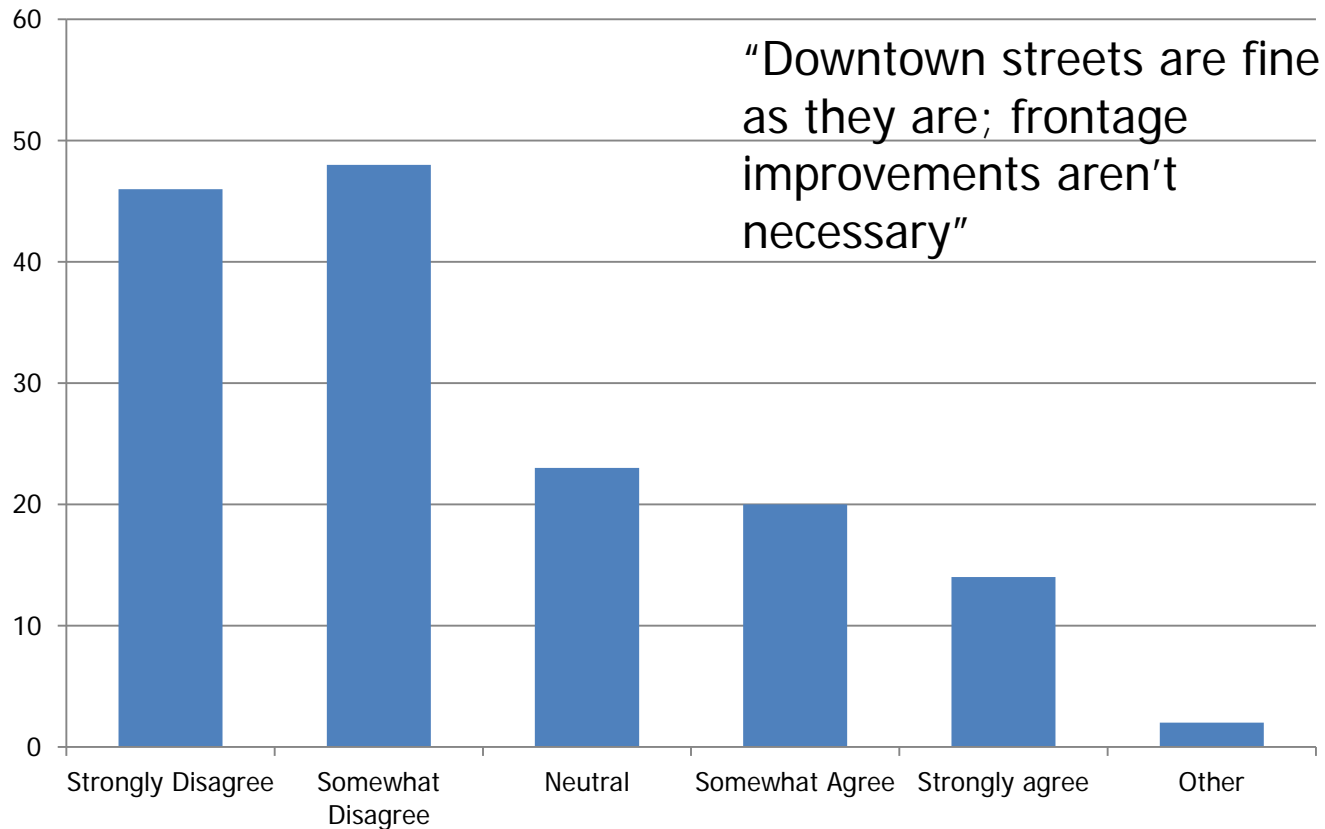
Support for lower off-street parking requirements



Survey Results

Downtown

- Strong support for frontage improvements



Survey Results

Downtown

- Undecided on who should pay for frontage improvements:
 - 72% say new development should provide frontage improvements
 - 65% say the City should help them pay



Future Outreach Options

Recent shortcomings

- Low attendance at previous public meeting
- Online survey was not tailored for an online audience
- Technical failure to accommodate large number of survey takers



Future Outreach Options

Improvements going forward

- Continued outreach efforts
- Online survey server has been changed to accommodate higher traffic
- Will create online surveys (distinct from meeting presentation) tailored for an online audience.
- Improved project website
- 3 more public meetings
- **Need continued effort from PAC members to get people to provide input and attend meetings!**



Key Questions

Overview

- You have given us lots of great input already
- We're not here to rehash prior conversations
- Dig a little deeper into the specific implications of your prior input
- This input feeds into the Action & Implementation Plan, and future code revision work



Key Questions

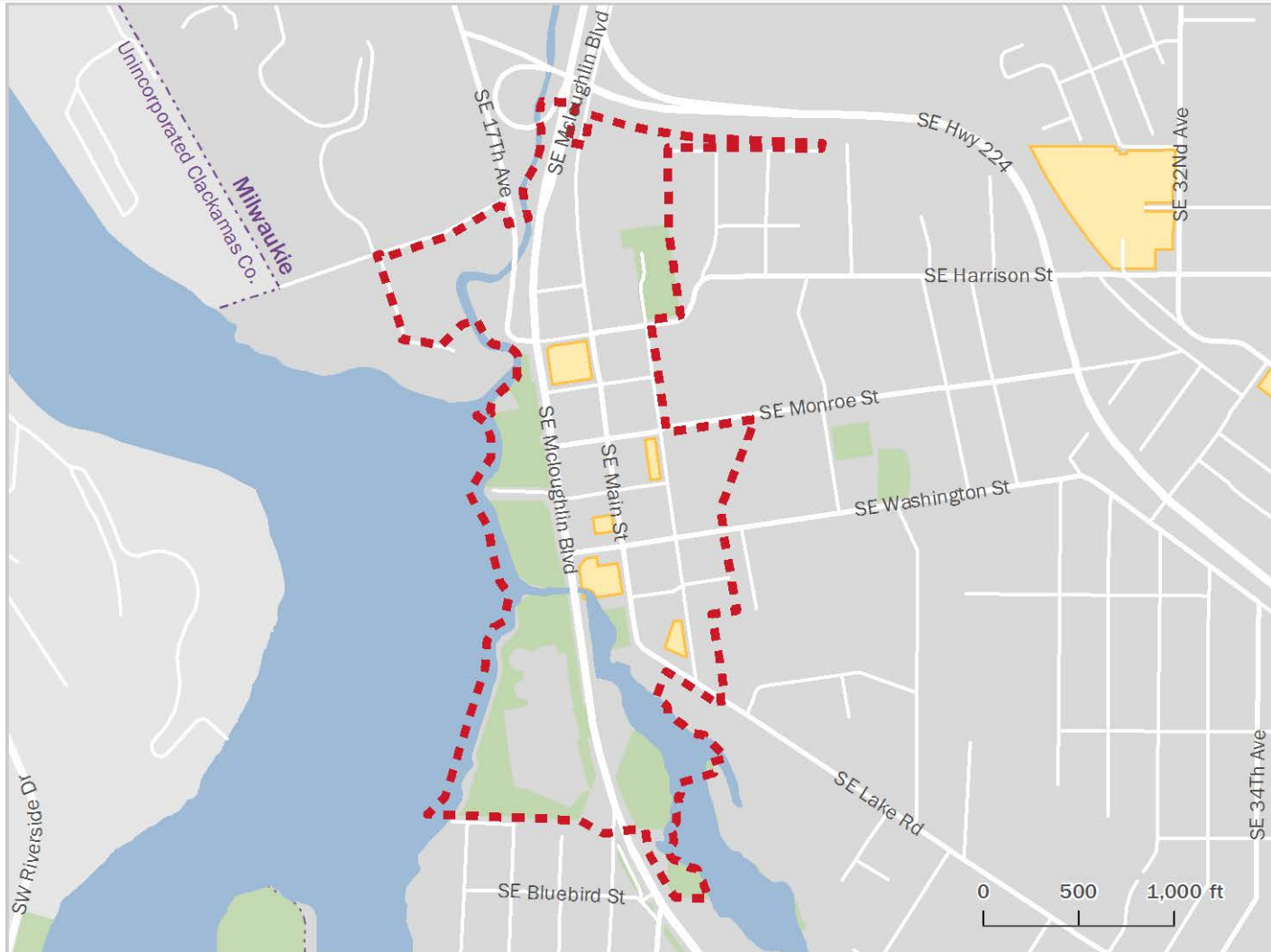
Overview

- **Development Standards:** Where buildings are located on the site and how large they are
- **Design Standards:** How buildings look and interact with the street
- **Use Standards:** How buildings and storefronts function
- **Design Review:** The procedure by which development is approved
- **Financial Tools:** The mechanisms the City can use to invest in development



Key Questions

Downtown



Key Questions

Downtown Use Standards - Uses

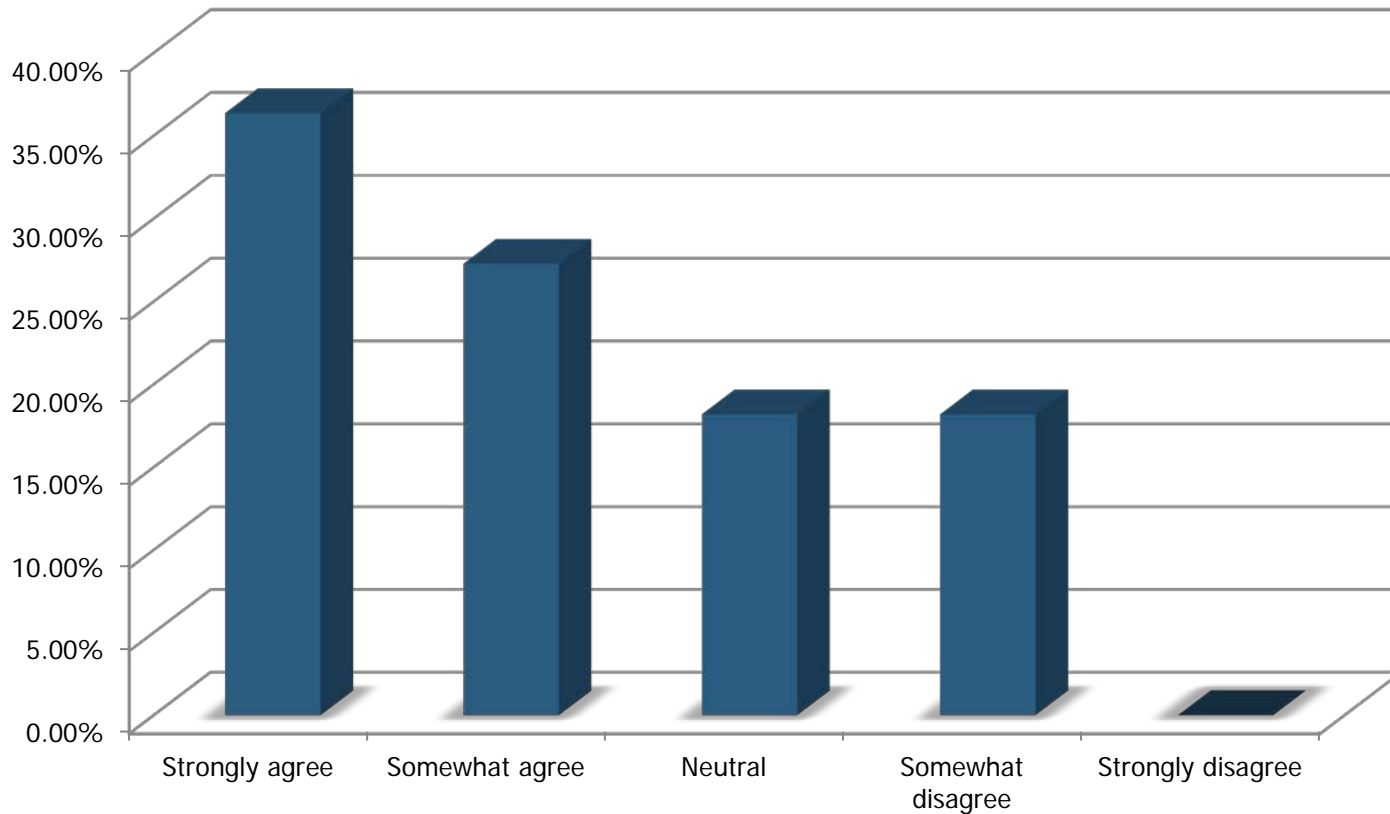
- Nonconforming uses are not allowed to expand without Planning Commission approval.
- Should downtown zoning be more flexible, so more existing uses are conforming? **Yes.**
- How flexible should they be?



Key Questions

Downtown Use Standards – Uses (PAC)

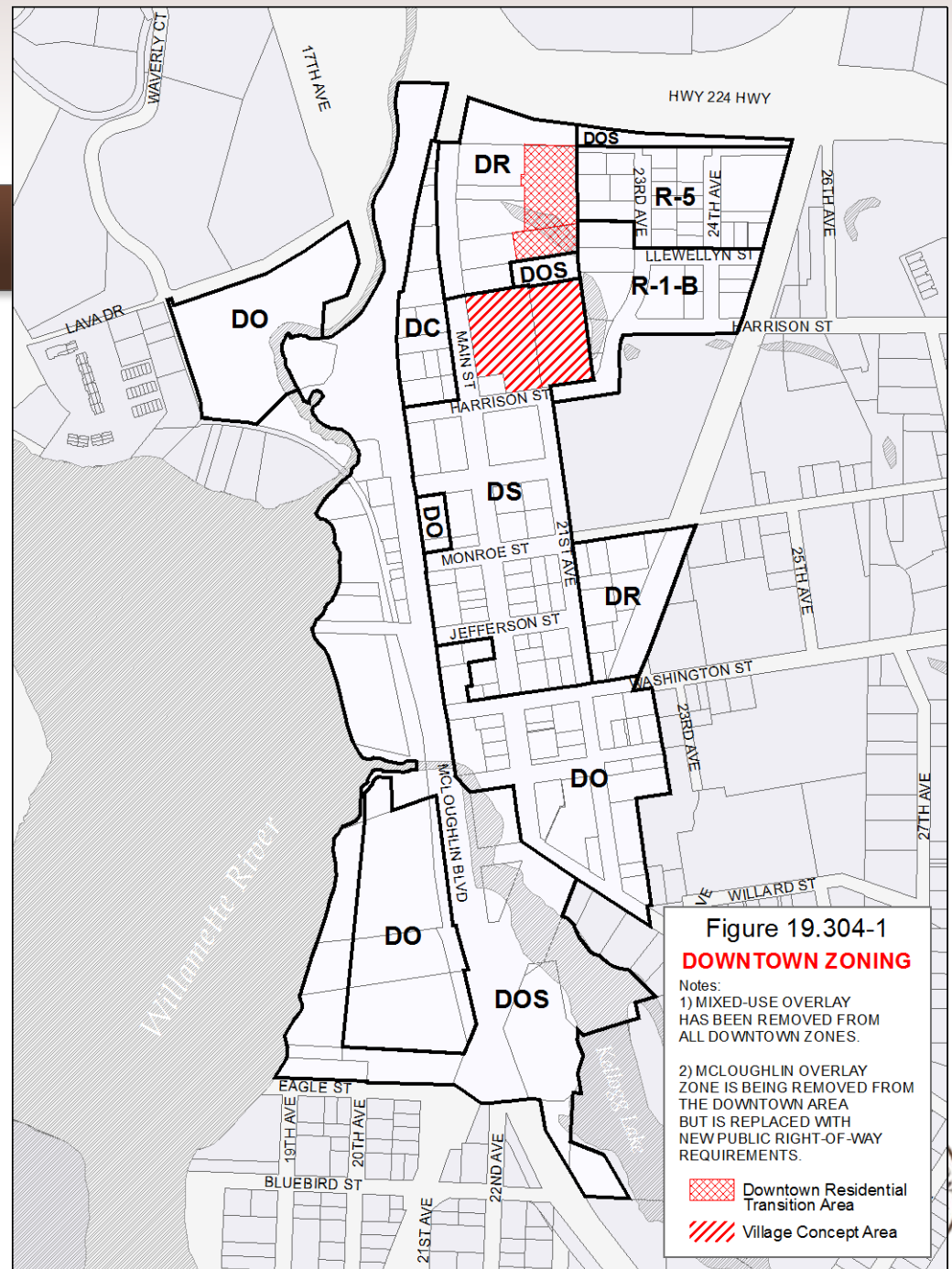
- Should downtown zoning be more flexible?



Key Questions

Downtown Use Standards - Uses

- Refresher on Downtown zones



Key Questions

Downtown Use Standards - Uses

Permitted in **all** Milwaukie downtown zones:

- 2nd floor housing (except DOS zone)
- Parks, plazas, open space

This is a short list



Key Questions

Downtown Use Standards - Uses

Permitted in **most** Milwaukie downtown zones:

- Commercial recreation
- Office, professional, and administrative
- Eating/drinking establishments
- Financial institutions
- Parking facilities
- Theater



Key Questions

Downtown Use Standards - Uses

Permitted in **some** Milwaukie downtown zones:

- Multifamily
- Senior/Retirement housing
- Hotel/motel
- Personal/business services
- Retail trade



Key Questions

Downtown Use Standards - Uses

Permitted in some Milwaukie downtown zones, but with limitations

- **Rowhouses:** only in specific “transition area”
- **Automobile repair:** only in DC zone, if in a completely enclosed building
- **Manufacturing and production:** only as part of retail or eating/drinking establishment.
- **Day care/childcare:** 3,000 SF or less



Key Questions

Downtown Use Standards – Ground Floor Uses

- To encourage an active environment, Milwaukie allows only retail and restaurant uses on the ground floor along Main Street.
- Should the intent of this policy be retained? **Yes.**
- Are the uses listed earlier OK everywhere downtown?
- Are they OK on the ground floor?
 - On Main Street or elsewhere?
 - Which uses should *not* be permitted on the ground floor?



Key Questions

Downtown Development Standards - Uses

- Not enough time for us to make final recommendations on each use tonight.
- We'll be back to ask the PAC for specific feedback before the Plan and Code revisions occur.
- Any general input you would like to make now?



Key Questions

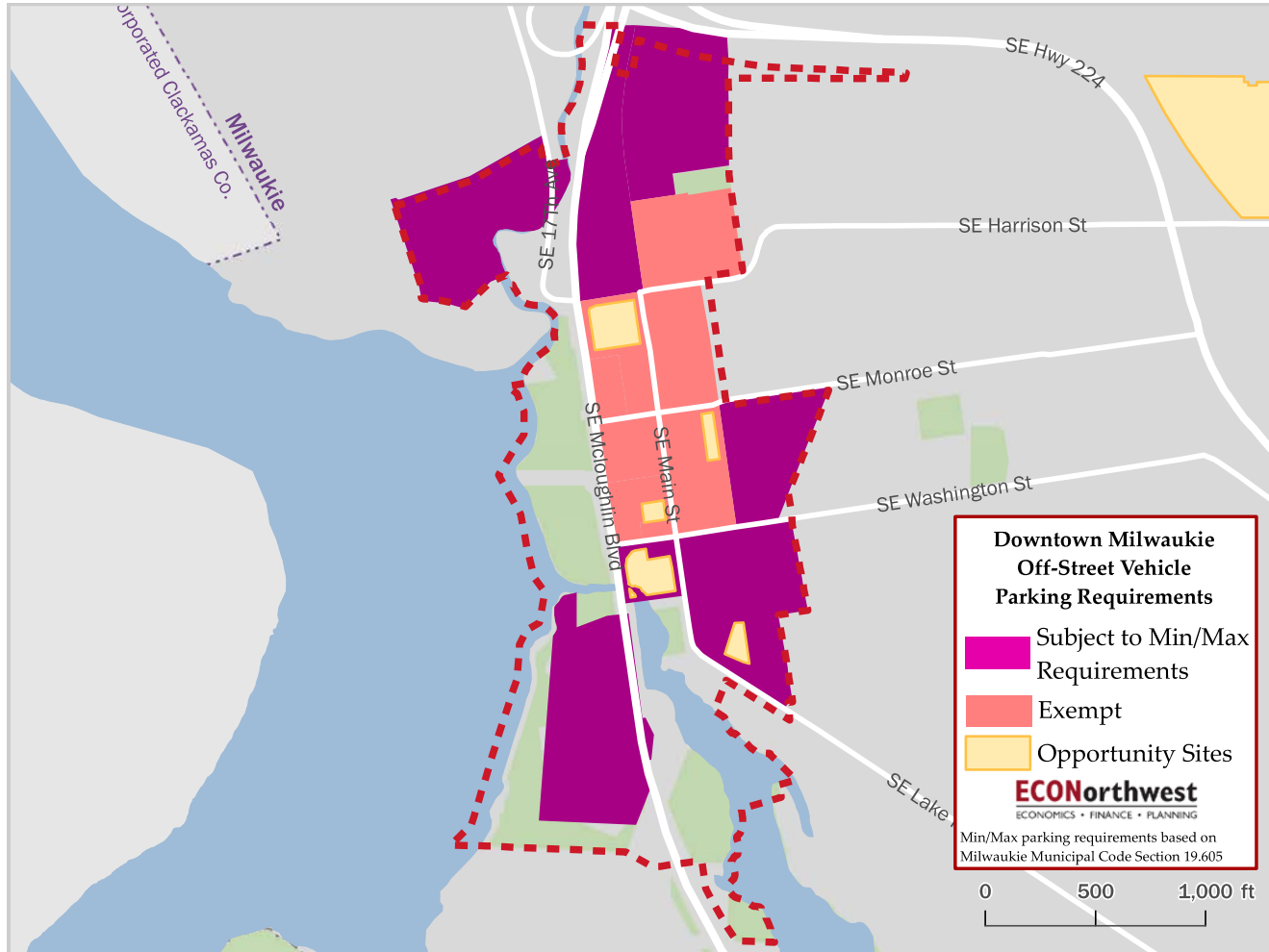
Downtown Development Standards - Parking

- Off-street parking is required for sites south of Washington St and north of Scott St.
- Should the City remove off-street parking requirements in those parts of downtown? **Maybe.**
- For both areas, or should standards be different in north and south downtown?



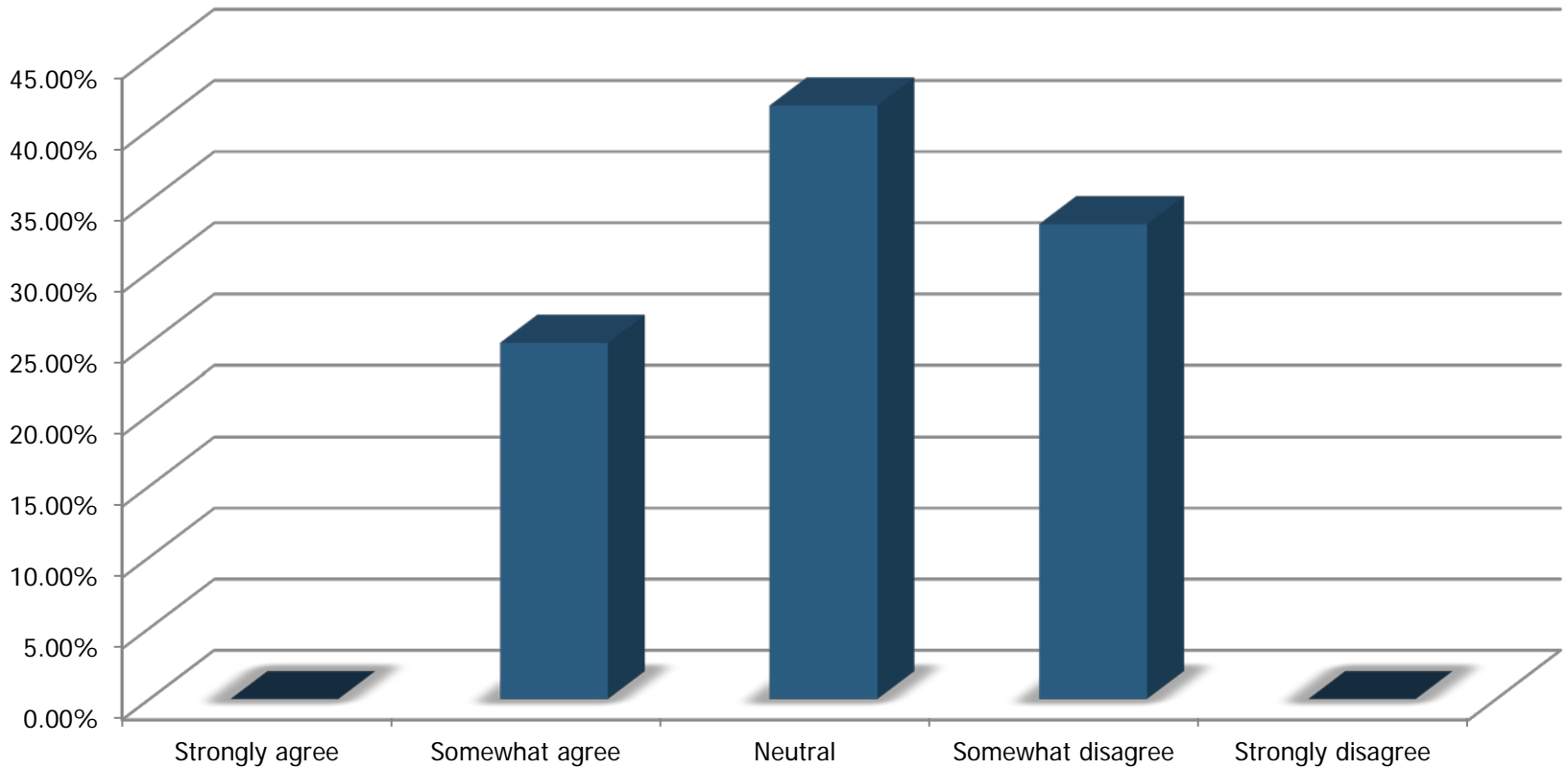
Key Questions

Downtown Development Standards – Parking - Map



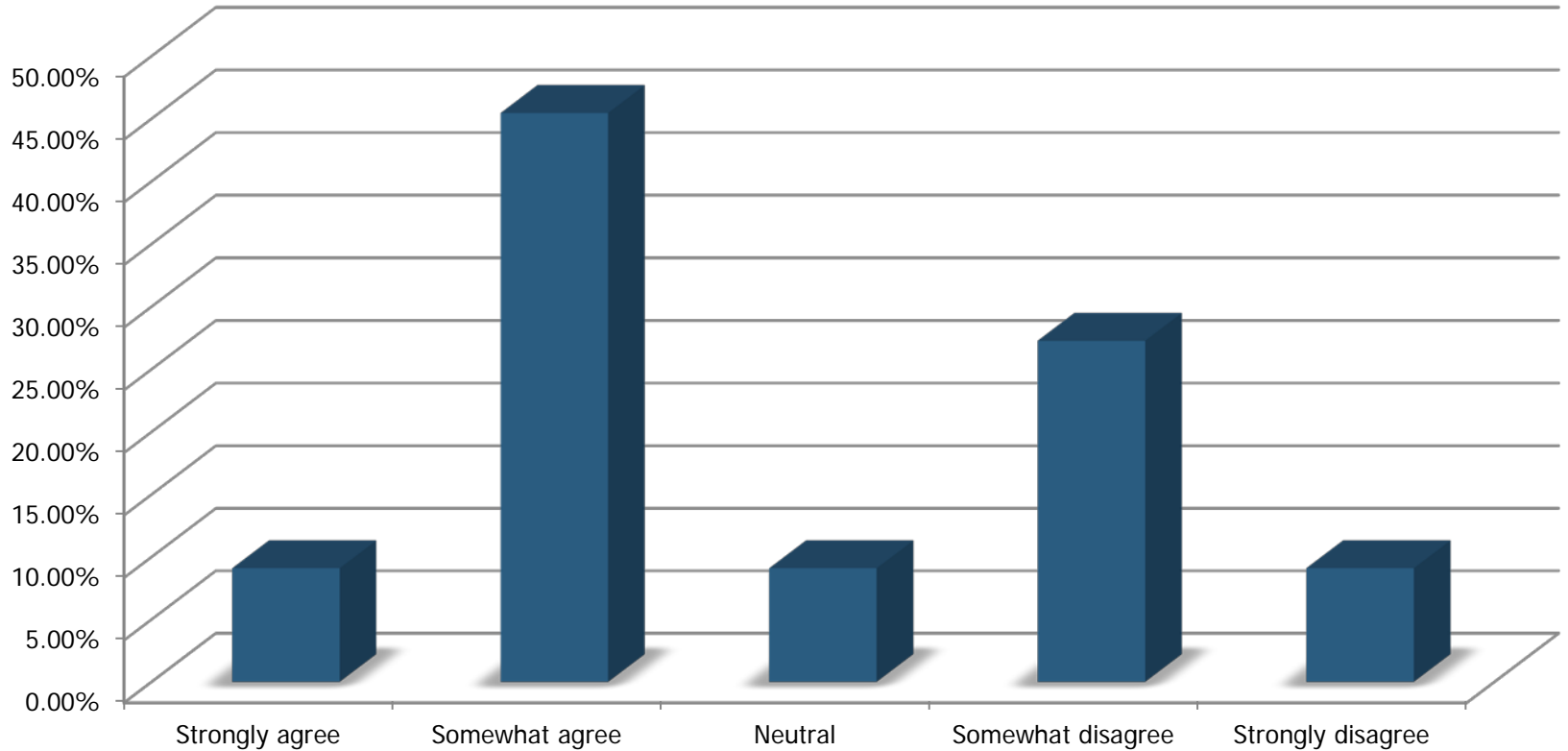
Key Questions

Downtown Development Standards – Parking – North of Scott Street (PAC)



Key Questions

Downtown Development Standards – Parking – South of Washington Street (PAC)



Key Questions

Downtown Development Standards – Parking

Potential options:

- Keep parking requirements the same
- Remove parking requirements

Variations:

- Remove parking requirements, except for residential
- Reduce parking requirements
- Other parking management strategies like limiting on-street parking to 2 or 3 hours



Key Questions

Downtown Development Standards - PARs

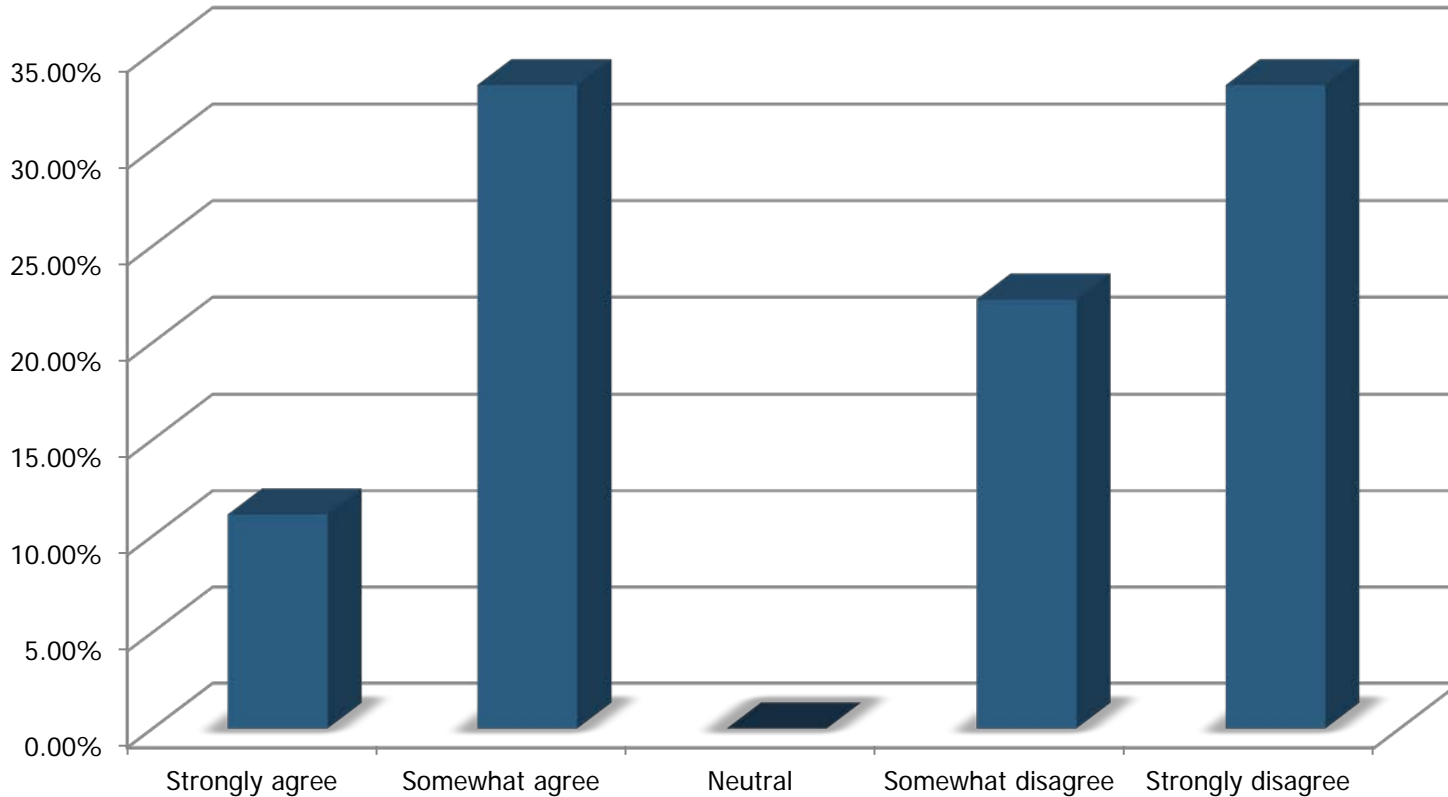
PARs only apply in Downtown Zones and may be acting as a disincentive to new private investment.



Key Questions

Downtown Development Standards – PARs (PAC)

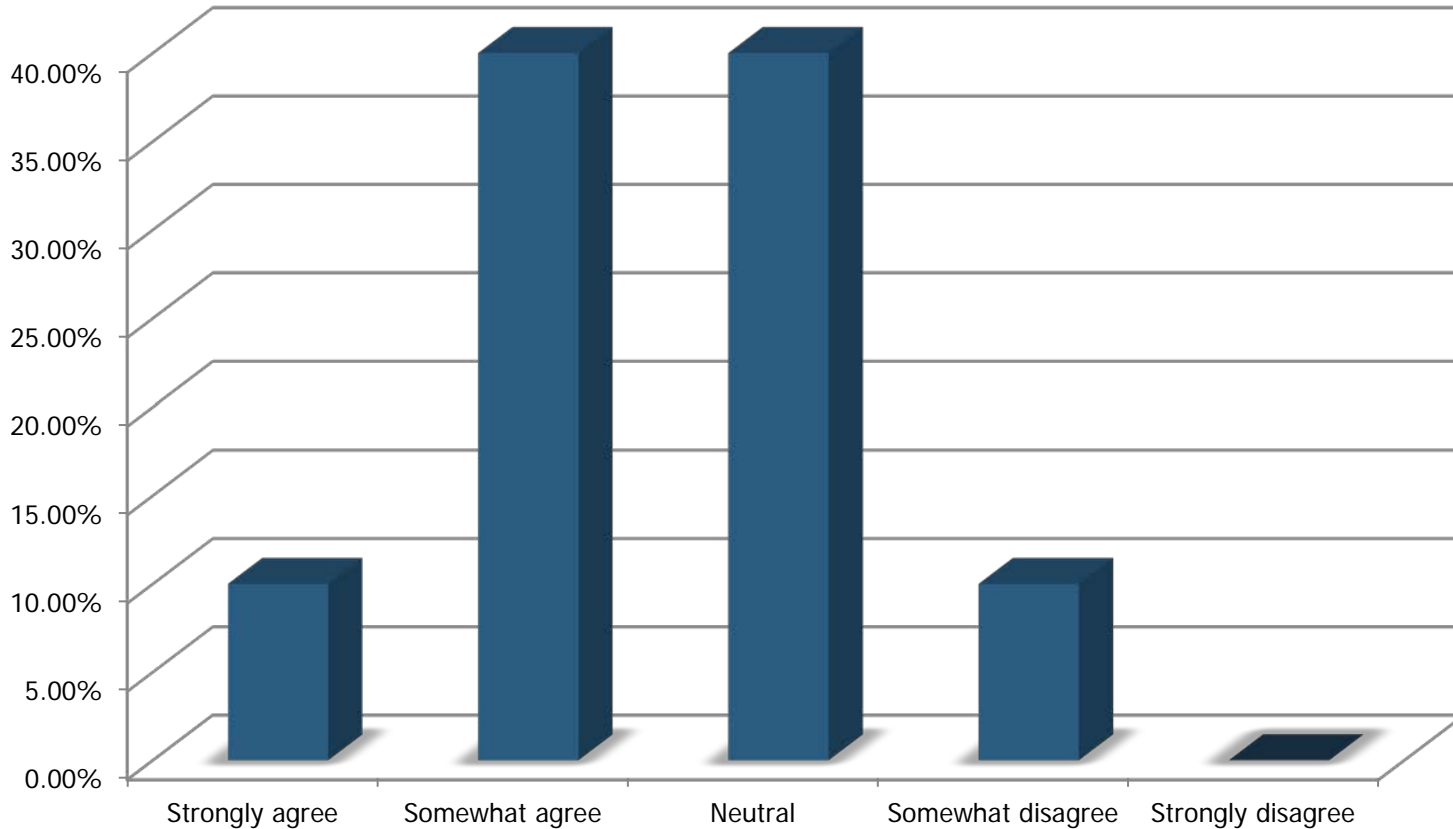
- Should we keep existing standards? **Maybe.**



Key Questions

Downtown Development Standards – PARs (PAC)

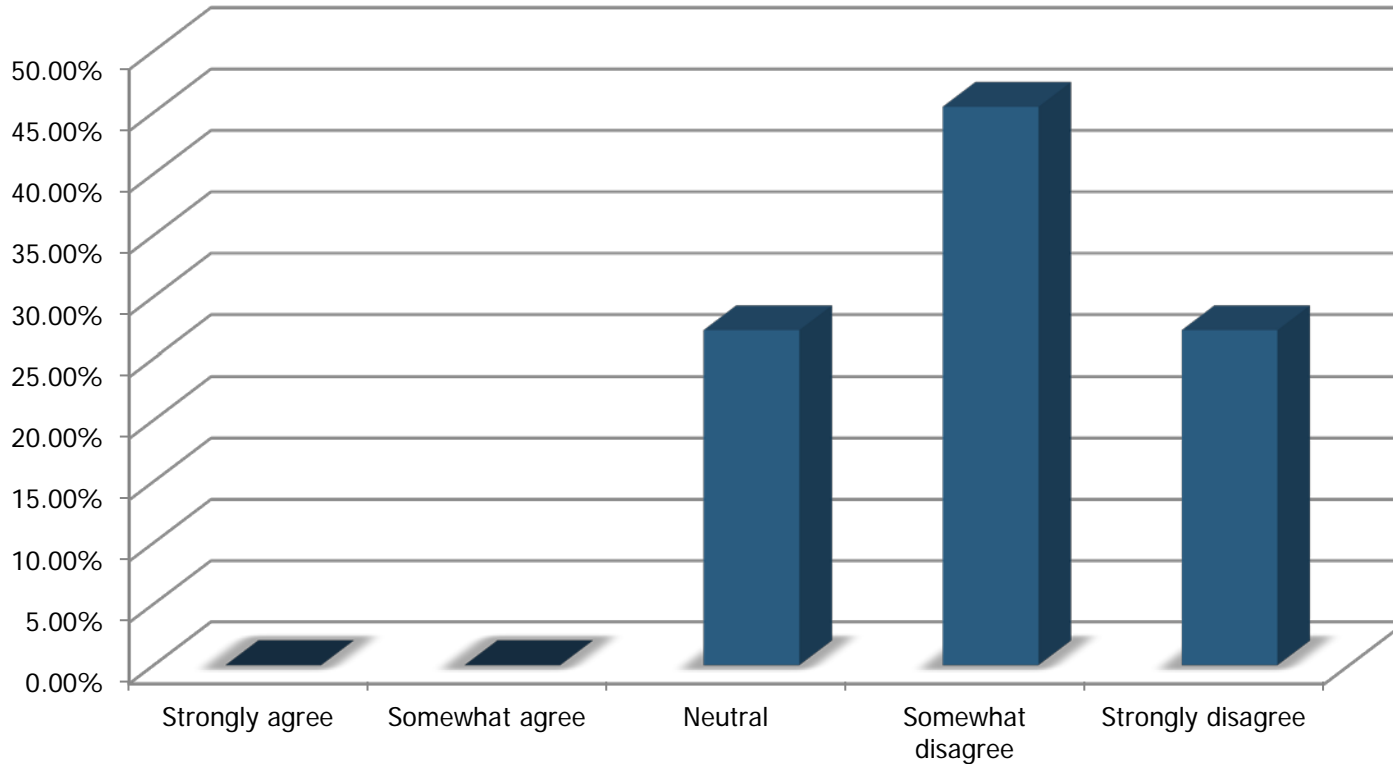
- Should we revise standards? **Maybe.**



Key Questions

Downtown Development Standards – PARs (PAC)

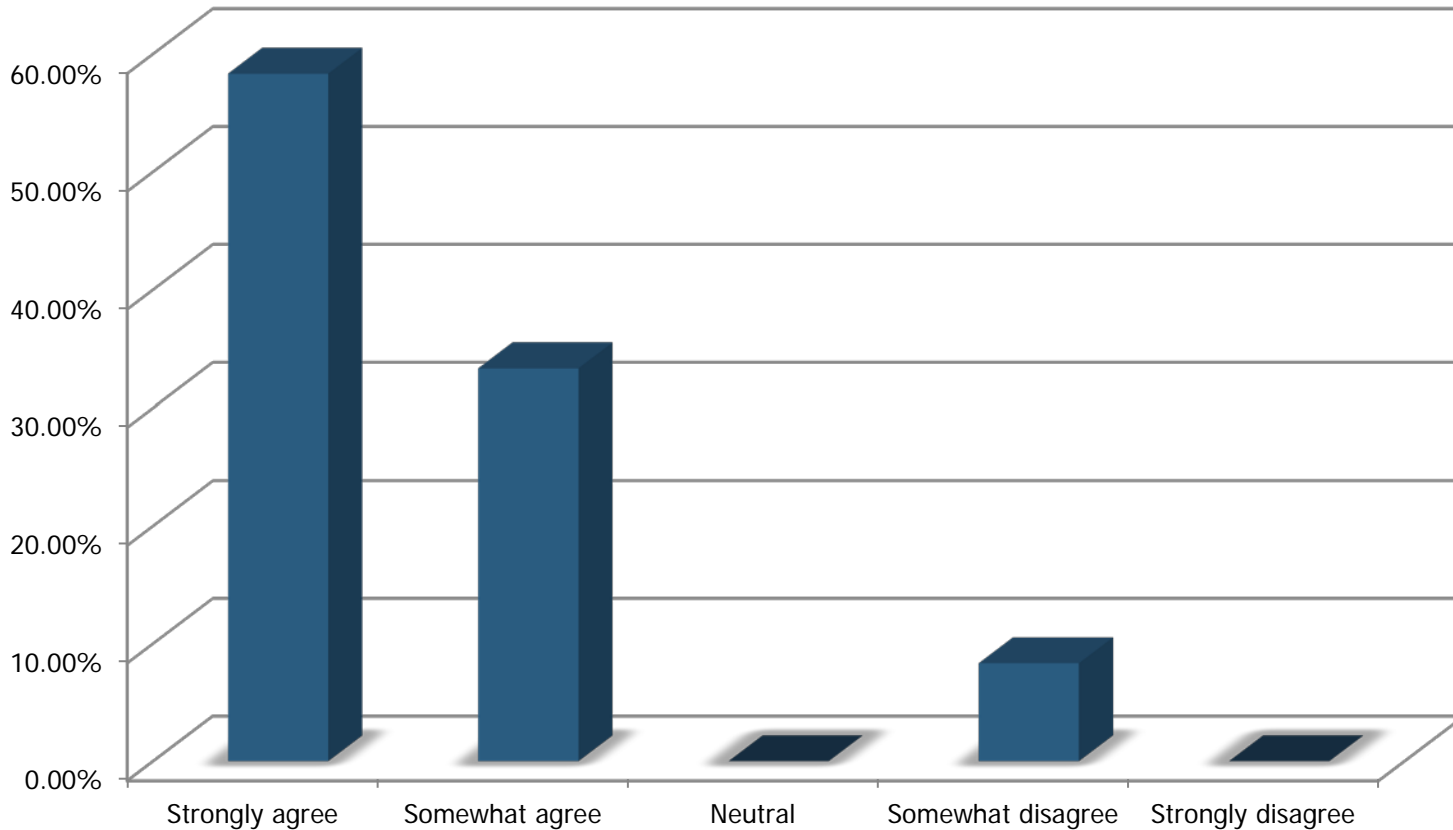
- Should we remove existing standards? **No.**



Key Questions

Downtown Development Standards – PARs (PAC)

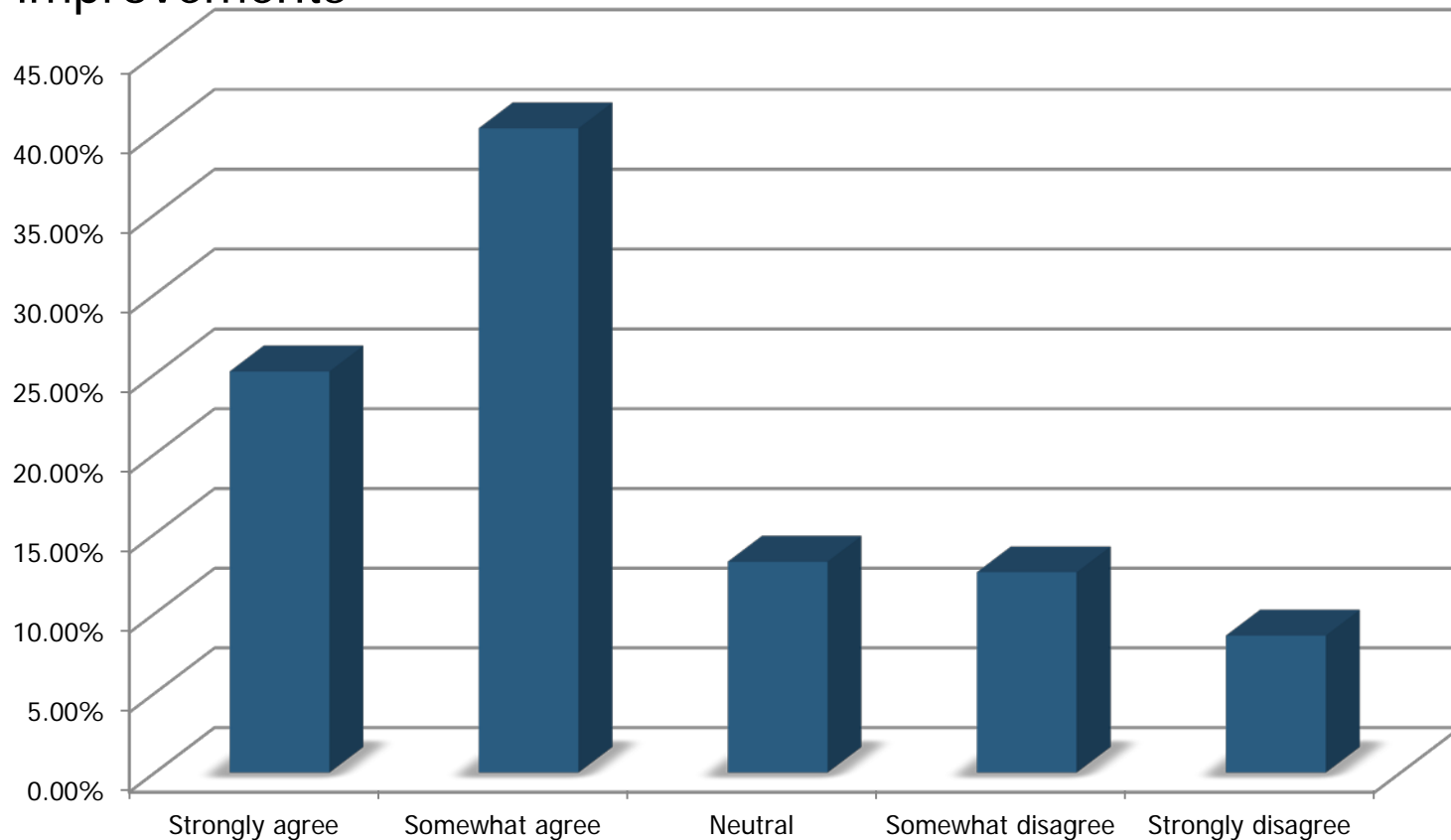
- Should we explore other funding sources for PARs? **Yes.**



Key Questions

Downtown Development Standards – PARs (Online Survey)

- But the public says... New development should provide frontage improvements



Key Questions

Downtown Development Standards - PARs

Where does that leave us?

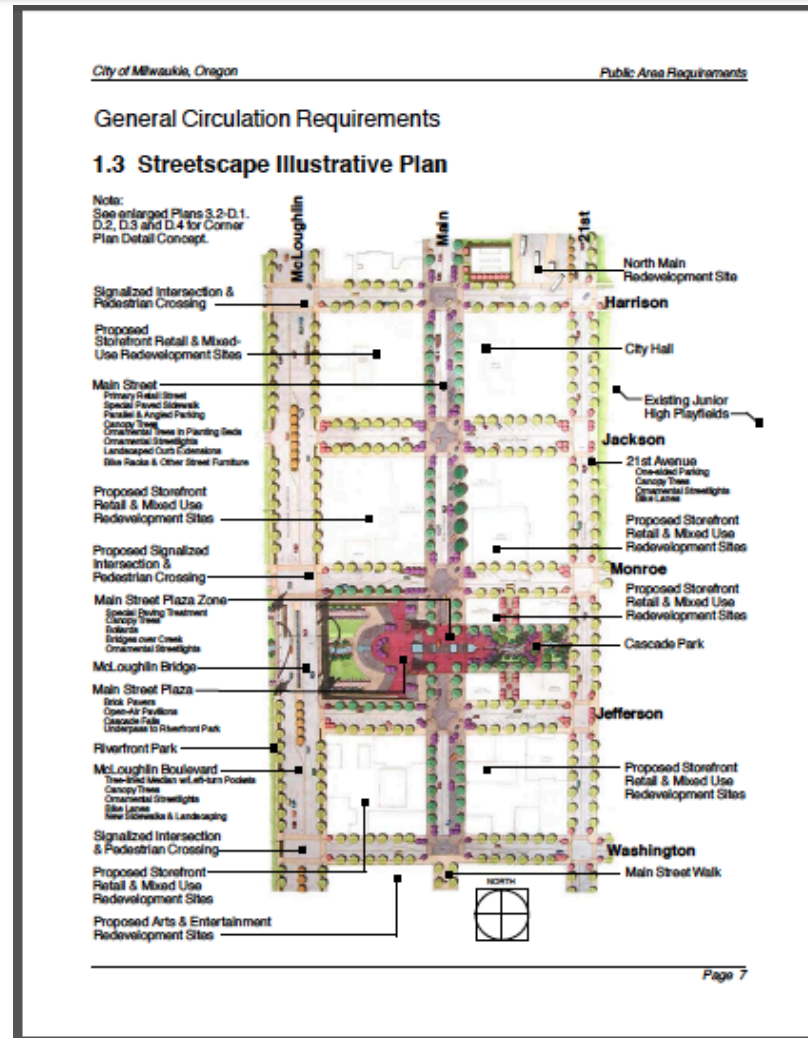
- We want a better streetscape
- But are the current PARs the right standards?
- Should they be implemented piece by piece as development occurs?
- Should they be the burden of developers to pay for?
- If not private developers then who?
- What exactly do our PARs require?



Key Questions

Downtown Development Standards - PARs

- 98 Page Document
- Street cross sections
- Street trees
- Undergrounding utilities
- Street furniture
- Paving materials/design
- Lots, and lots, of detail....

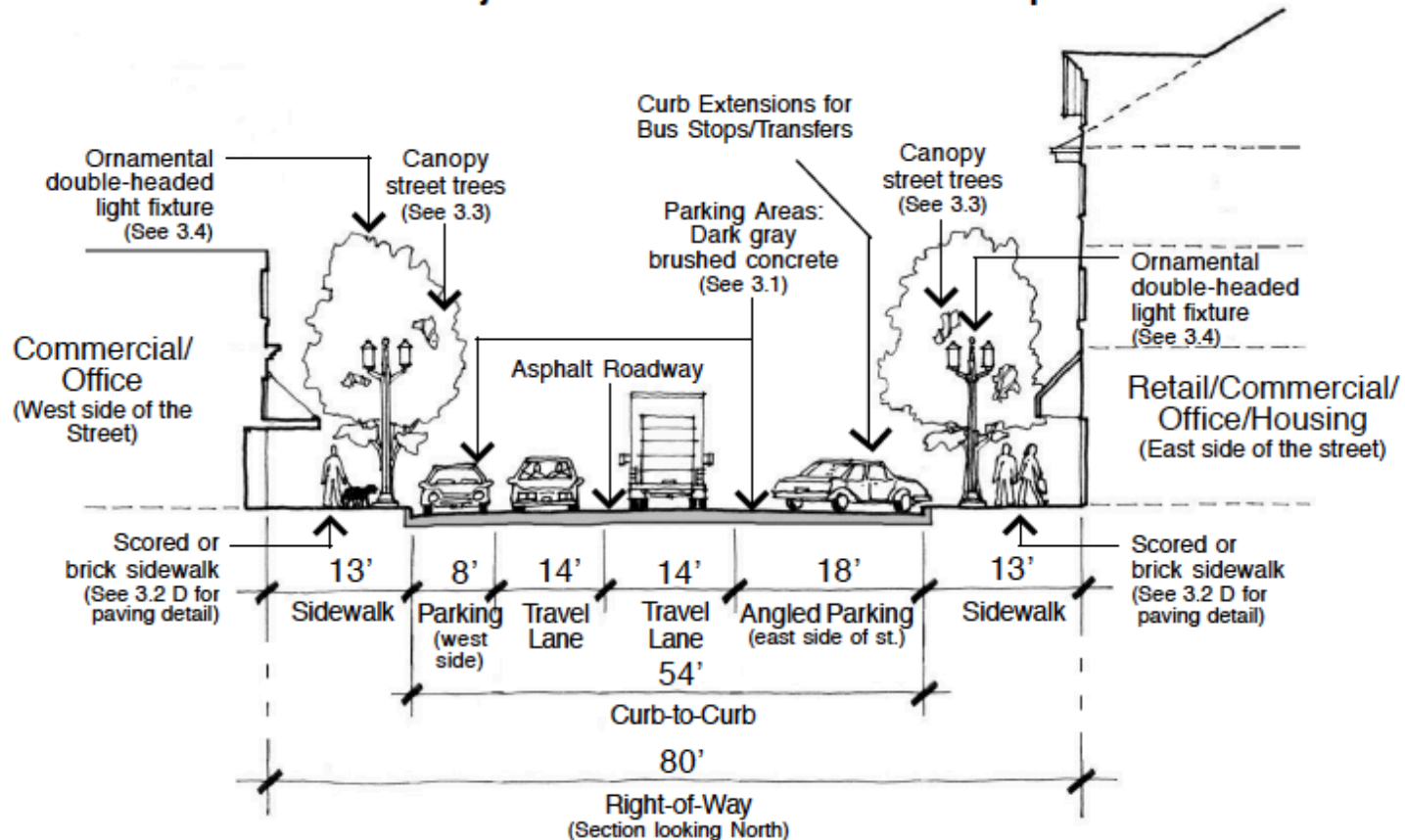


Key Questions

Downtown Development Standards - PARs

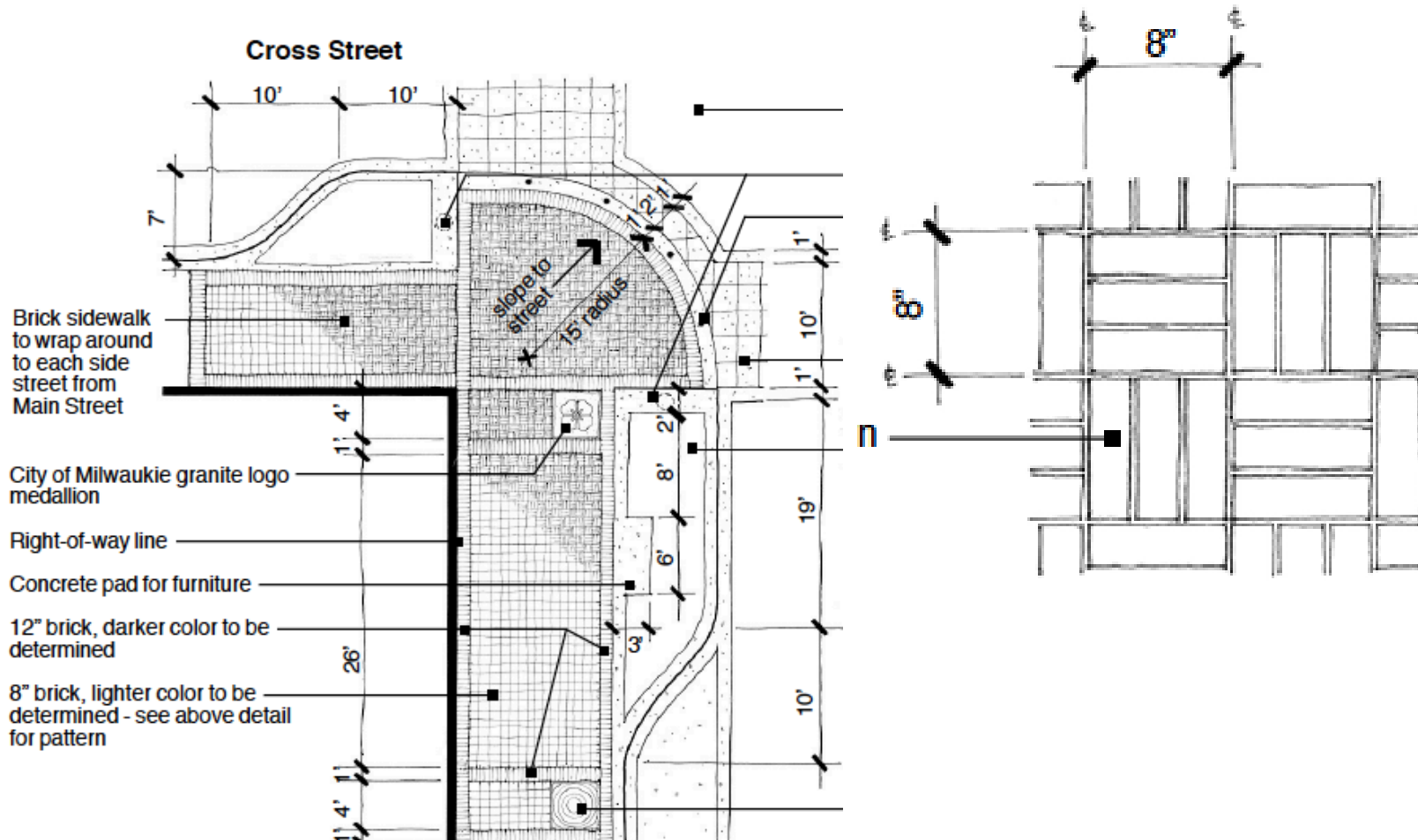
2.5 Street Sections*

Section B: Main Street Adjacent to North Main Redevelopment Site



Key Questions

Downtown Development Standards - PARs



Key Questions

Downtown Development Standards - PARs



Key Questions

Downtown Development Standards - PARs

- Other jurisdictions:
 - Street standards
 - Sidewalks and curbs
 - Sometimes street trees
 - Sometimes street lights
 - Very limited requirements for pedestrian amenities
- In most downtown settings, these improvements already exist, resulting in no cost for developers
- If the quality of these facilities is lacking, cities typically fund upgrades throughout downtown, rather than private development paying for it in piecemeal fashion



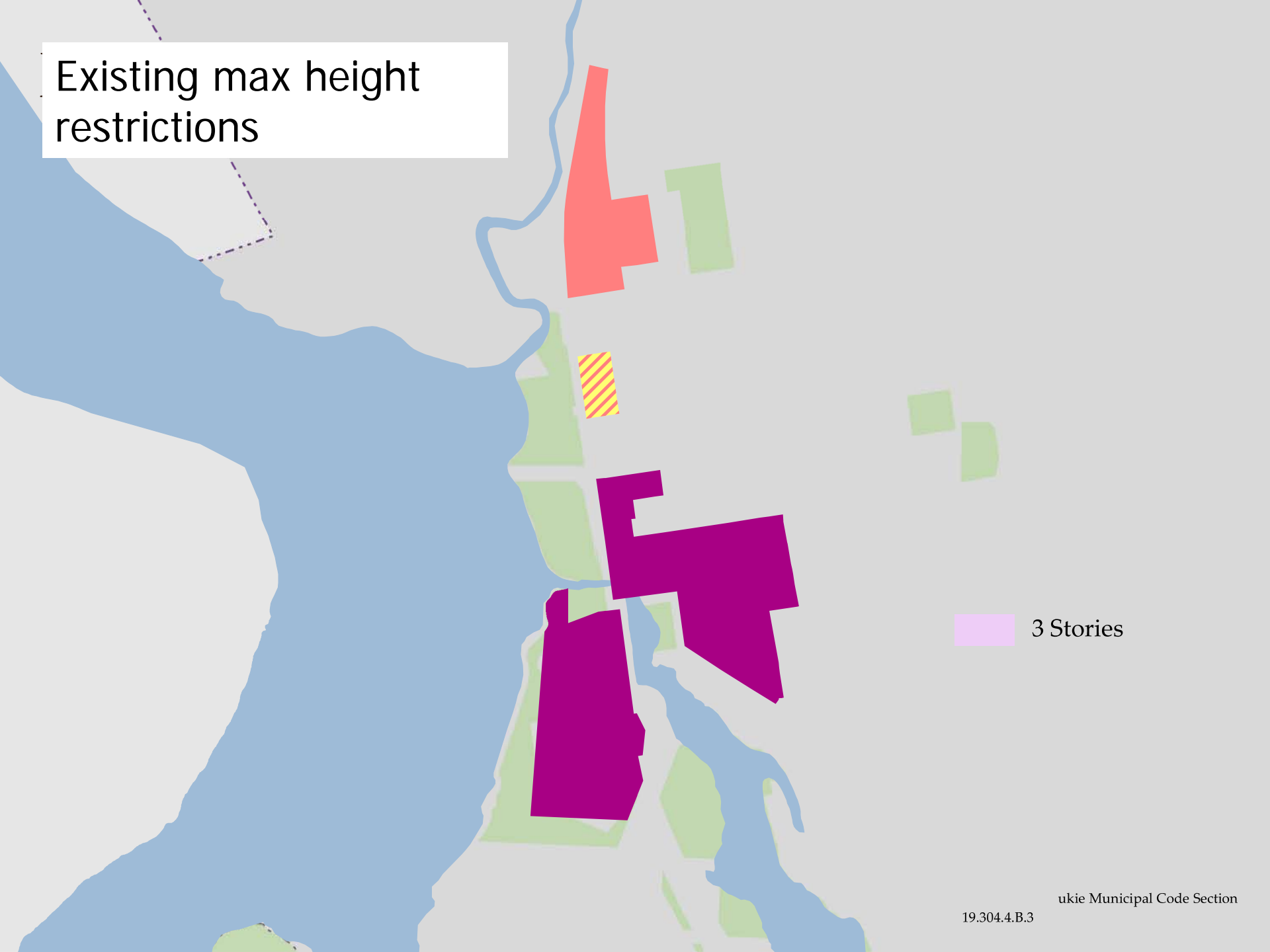
Key Questions

Downtown Development Standards - PARs

- Should developers pay for PARs?
 - All of the costs? Some of the costs?
- Should the vision be scaled back to be more affordable?
- Should the City play a larger role in funding PARs? LID or urban renewal are most common approaches
- Should frontage improvements happen in piecemeal fashion, or all at once?



Existing max height restrictions



3 Stories

Key Questions

Downtown Development Standards – Building Height

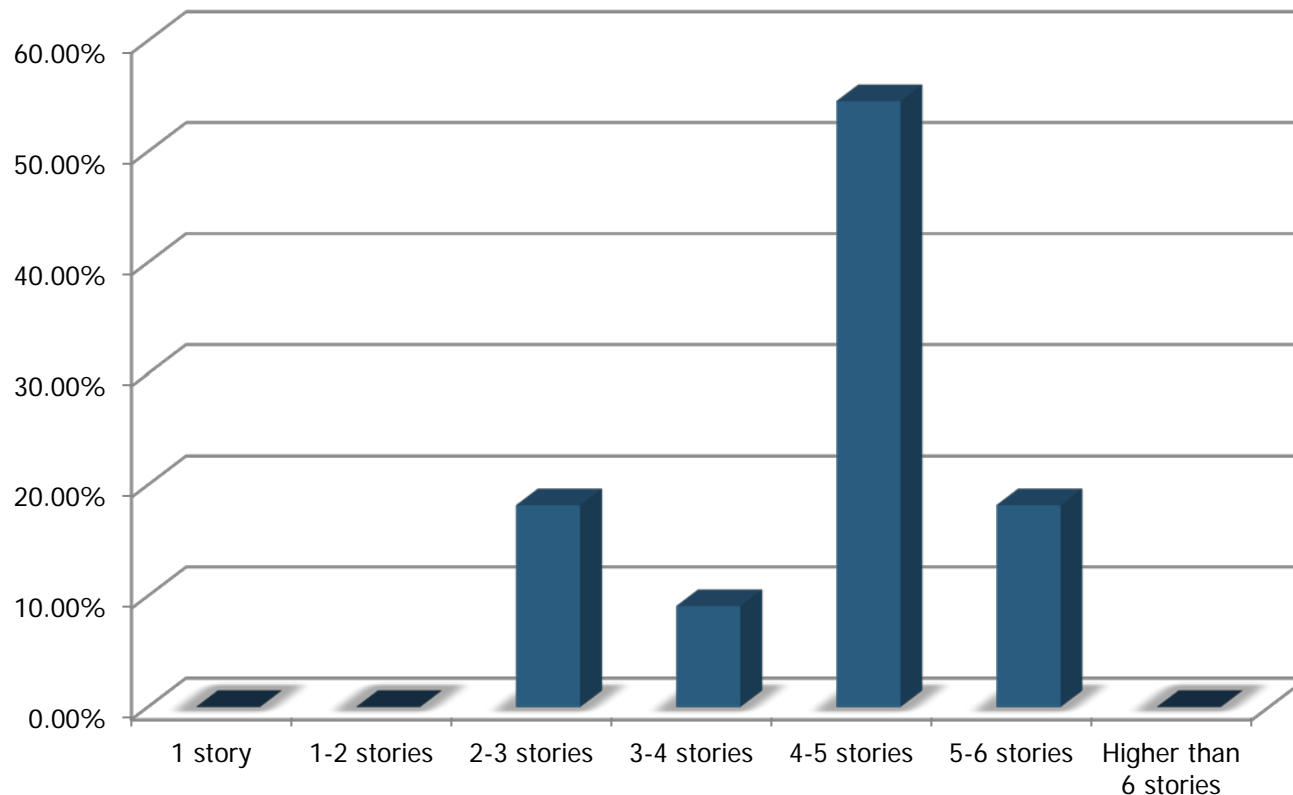
- Buildings up to 5 stories are permitted south of Washington and north of Scott St.
 - Should 5-story buildings be permitted throughout downtown?
 - Are 4 or 5 stories more appropriate?
 - Does it depend on the location?



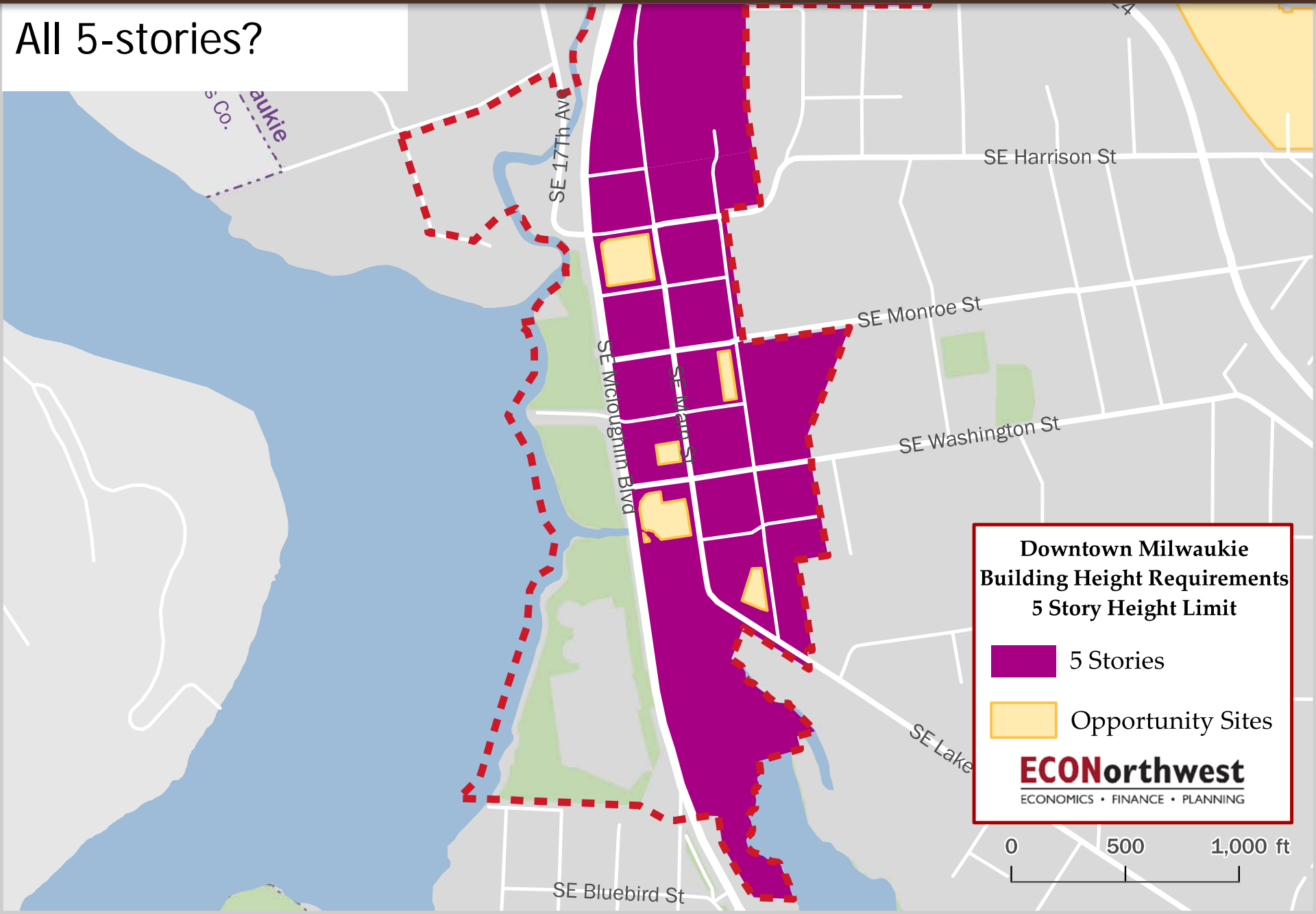
Key Questions

Downtown Development Standards – Building Height (PAC)


- What building height is appropriate? 4-5 stories
– But what does that look like?



All 5-stories?



**Downtown Milwaukie
Building Height Requirements
5 Story Height Limit**

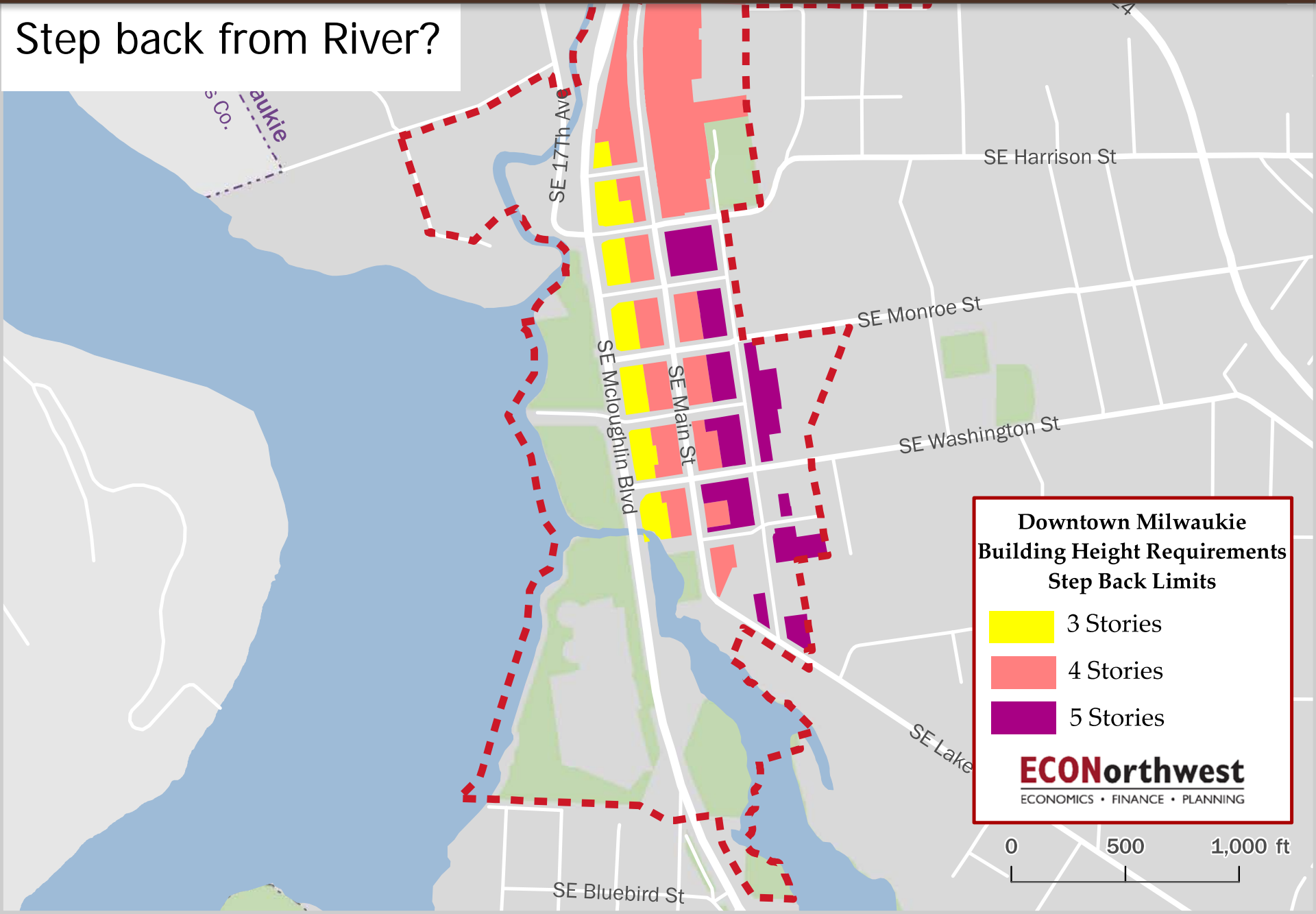
 5 Stories

 Opportunity Sites

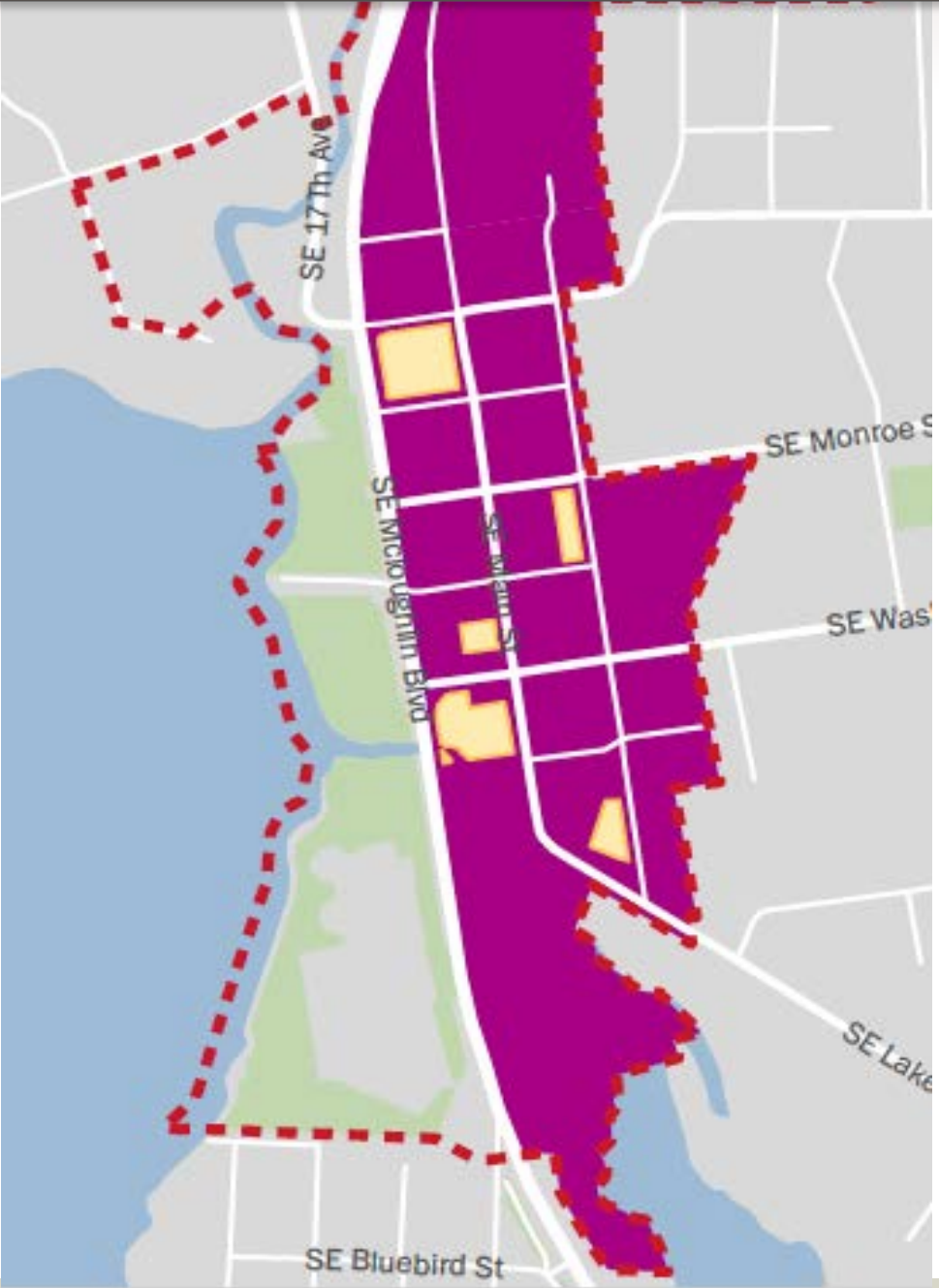
ECONorthwest
ECONOMICS • FINANCE • PLANNING

0 500 1,000 ft

Step back from River?

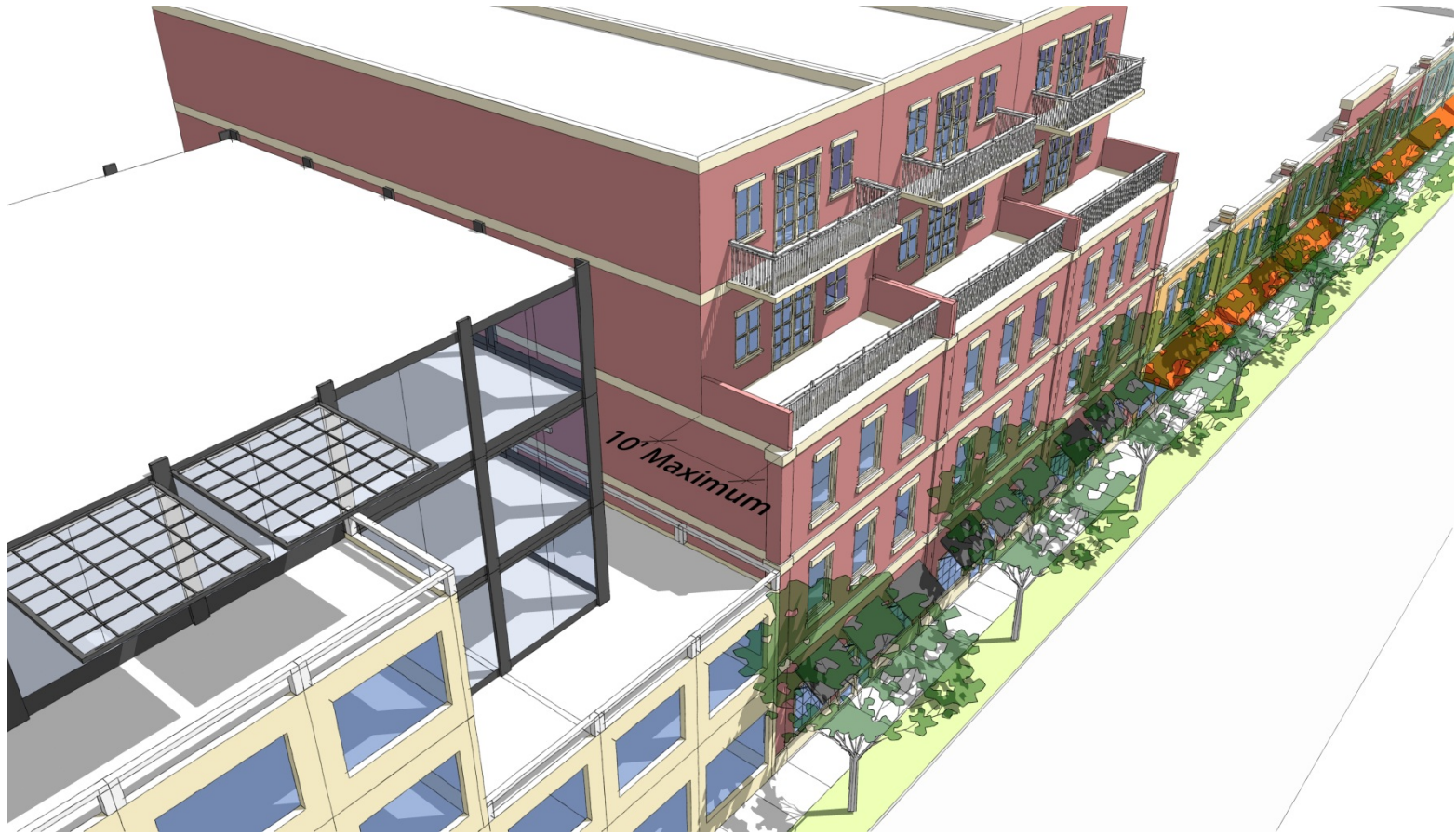


Downtown Development Standards – Building Height



Key Questions

Downtown Development Standards – Building Height



Key Questions

Downtown Development Standards – Building Height

- Buildings up to 5 stories are permitted south of Washington and north of Scott St.
 - Should 5-story buildings be permitted throughout downtown?
 - Are 4 or 5 stories more appropriate?
 - Does it depend on the location?



Key Questions

Downtown Development Standards – Building Height

Intent:

- Downtown should be a node of higher-density
- Limited space Downtown. Don't want it to fill up with one-story buildings
- Taller buildings mean more jobs, residents, and customers = more activity
- Taller buildings can also help improve streetscape

But: limits options for new developers



Key Questions

Downtown Development Standards – Building Height

- Do we agree with the intent of the requirement?
- Do we want to change the requirement?
- Should it apply to all areas of downtown?



Key Questions

Downtown Development/Design Standards – Pedestrian-friendly design

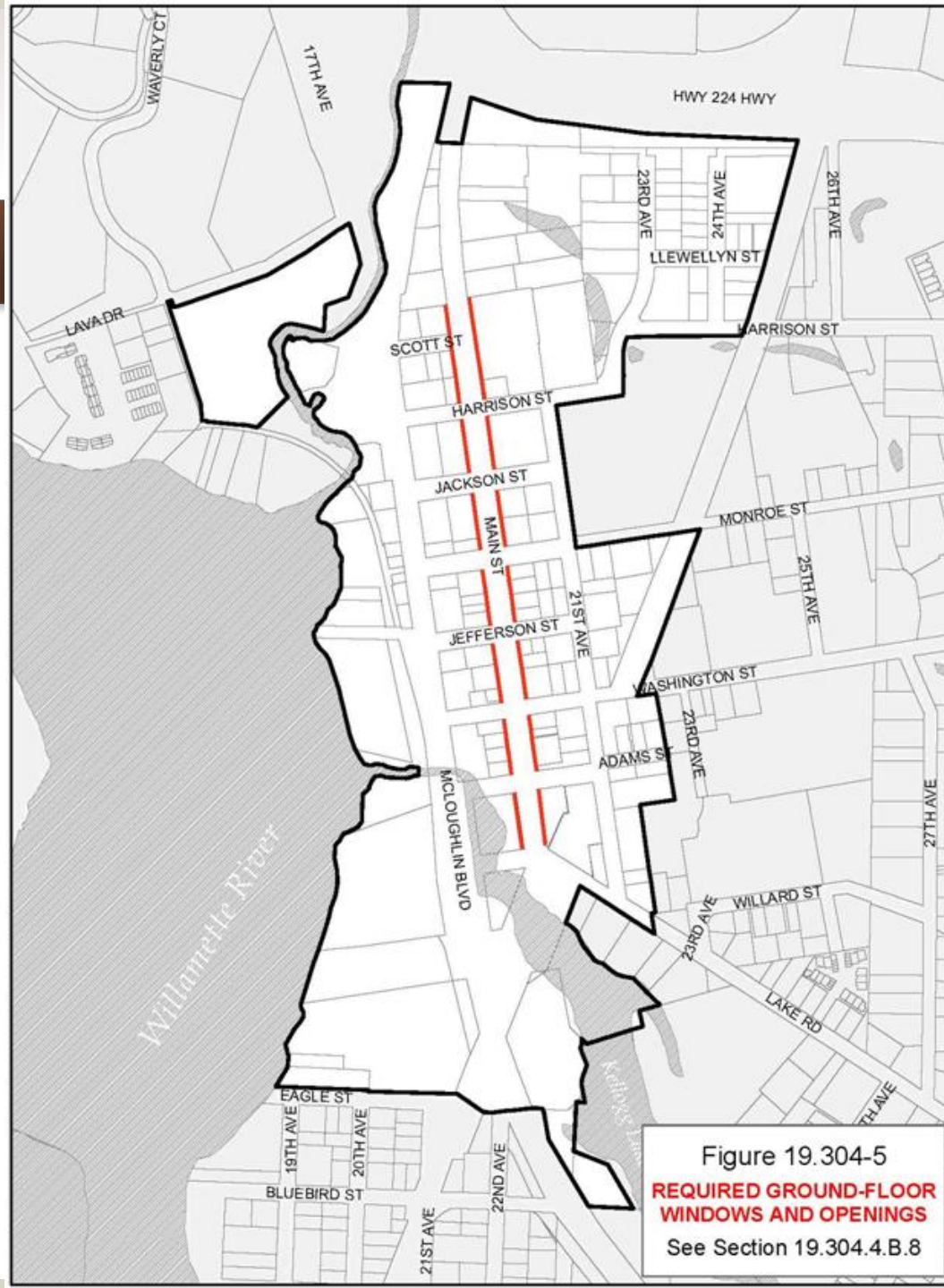
- Buildings on Main Street are required to be built to the sidewalk and provide windows at the ground-floor level.
- There are no such requirements for McLoughlin Blvd or 21st Ave, or downtown cross streets
- Should the City adopt pedestrian-friendly design standards for these streets?
 - Should the standards be the same for all three streets?
 - Should McLoughlin be different?



Key Questions

Downtown Development/Design Standards

- Existing requirements for ground-floor windows and openings

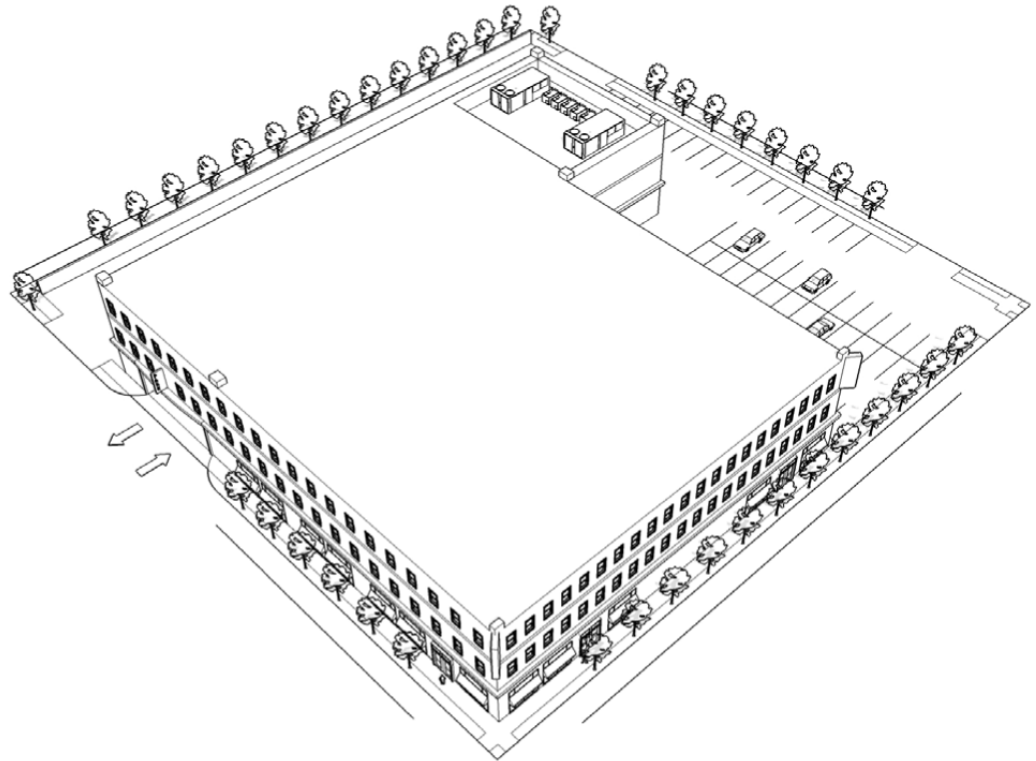


Key Questions

Downtown Development/Design Standards – Pedestrian-friendly design

Pedestrian-friendly development standards:

- Ground-floor transparency
- Building set-back
- Entry and orientation
- Lighting, signs and pedestrian scale



Key Questions

Downtown Development/Design Standards – Pedestrian-friendly design

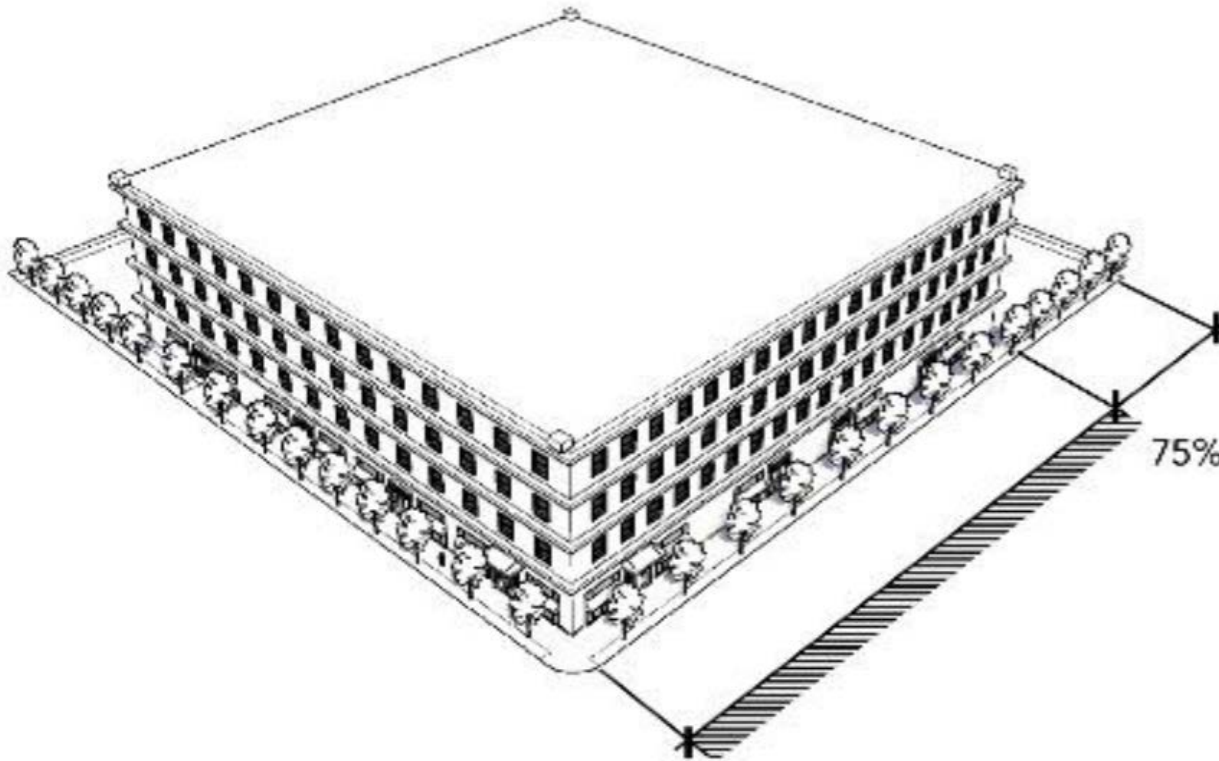
Ground-floor
transparency



Key Questions

Downtown Development/Design Standards – Pedestrian-friendly design

Building set-back



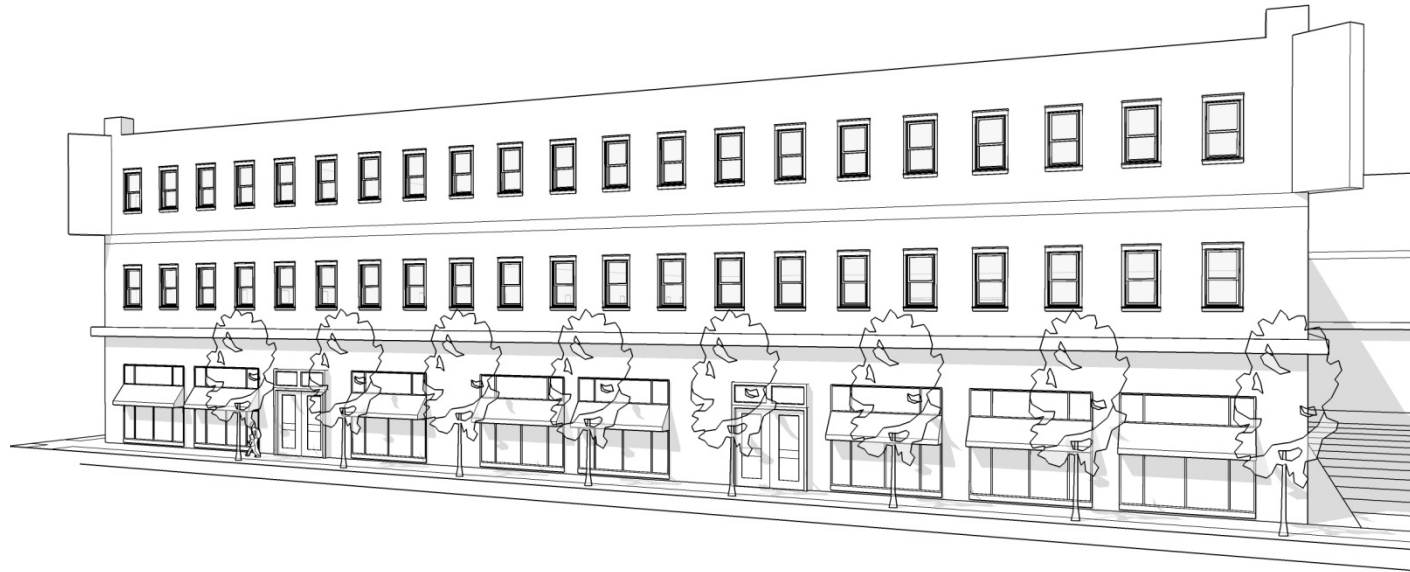
Example of a min of 75% of building located within 10' of the property line.



Key Questions

Downtown Development/Design Standards – Pedestrian-friendly design

Building entry and orientation



Building entrances should be oriented to the primary street frontage



Key Questions

Downtown Development/Design Standards – Pedestrian-friendly design

Pedestrian-oriented signs



Key Questions

Downtown Development/Design Standards – Pedestrian-friendly design

Pedestrian-oriented elements



Key Questions

Downtown Development/Design Standards – Pedestrian-friendly design

- Are all of these design elements desire, appropriate, and realistic for...
 - Main Street and 21st Ave?
 - McLoughlin Boulevard?
 - Monroe or other downtown cross streets?



Key Questions

Financial Tools

- Should the City consider tools that would put off property tax revenues to a future date, if it would help development occur? **Yes.**
- Which of these tools should we consider?
 - Tax Increment Financing (TIF) Zones
 - Vertical housing
 - Multifamily housing
- Under which circumstances?



Key Questions

Financial Tools – TIF Zone

- Areas can be site-specific or as large as the City wants
- Current tax levels are untouched
- Growth in tax revenues from new development can be used for lots of things:
 - Rebate to developer/owner
 - Finance SDCs or PARs
 - Other capital projects in the TIF Zone (parks, plaza, parking)
- City can specify qualification criteria
- **Are there any circumstances in which we should use this tool?**



Key Questions

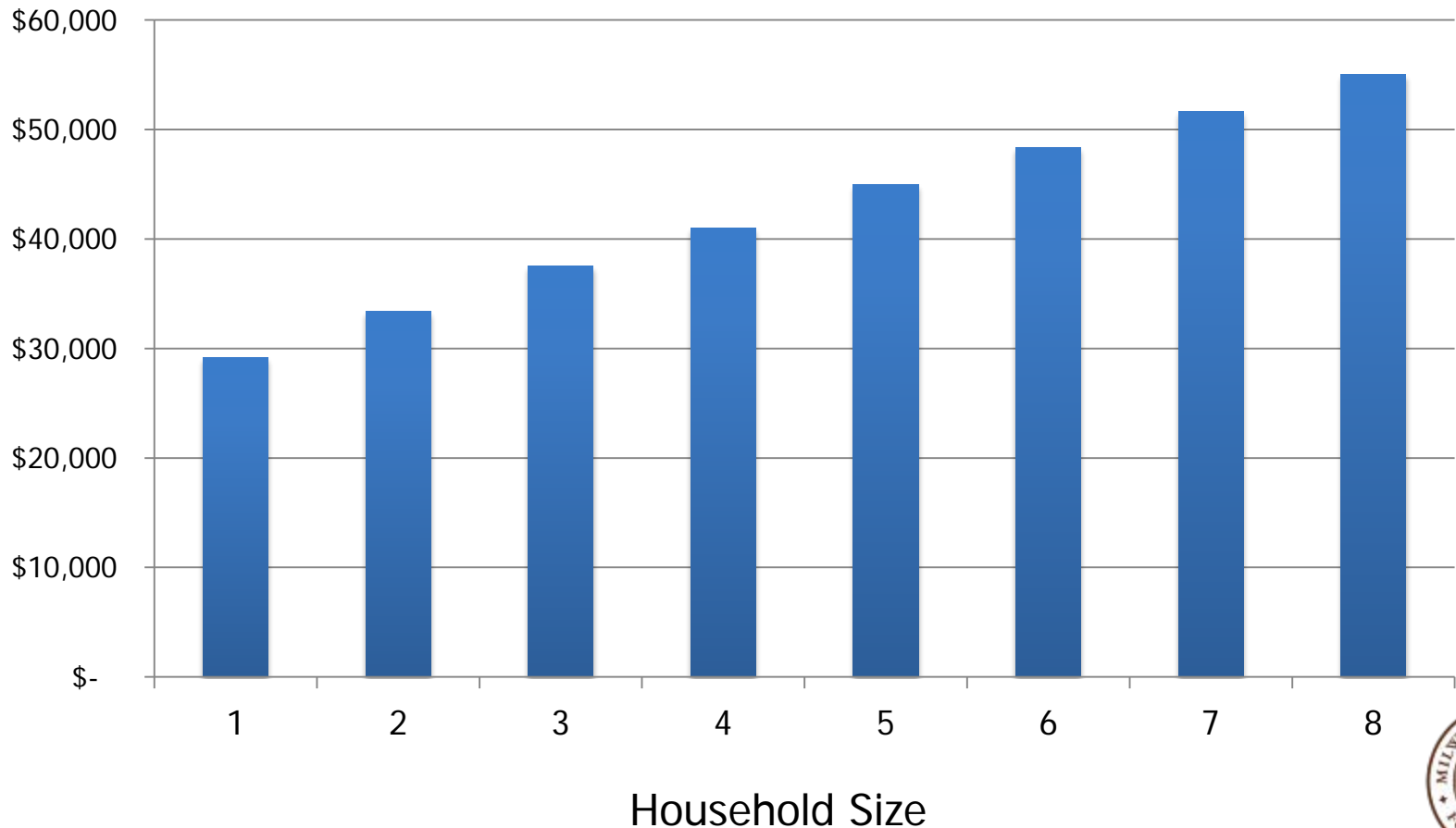
Financial Tools with an Affordable Housing Component



Key Questions

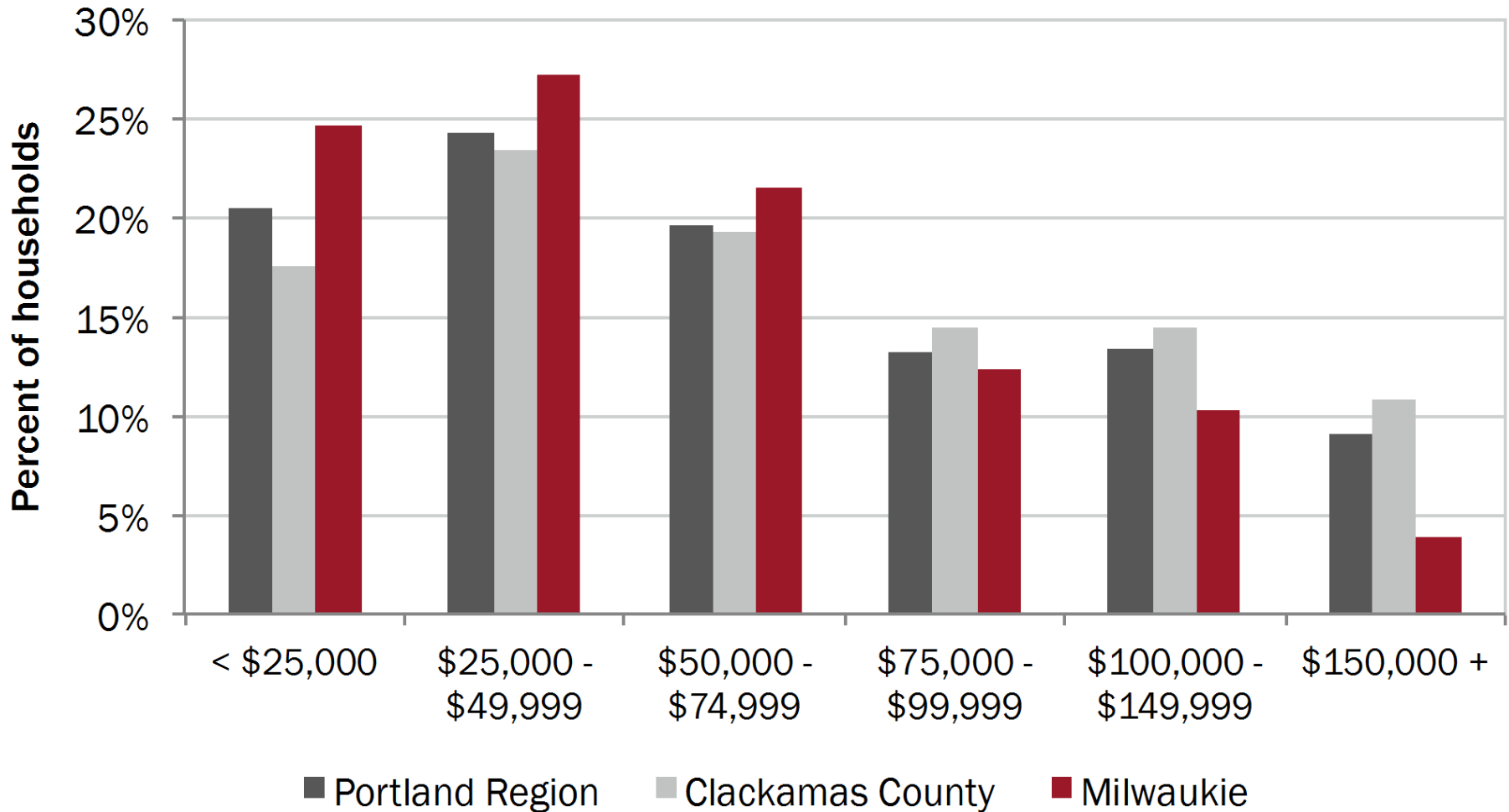
Financial Tools with an Affordable Housing Component

Income Threshold



Key Questions

Financial Tools with an Affordable Housing Component



Key Questions

Financial Tools with an Affordable Housing Component

- Public comments
 - Already have more than our fair share
 - Unhappy with quality of previous projects
 - Want good comps that push the market
- 60% of County median family income = \$37,000
- Roughly 1/3 of Milwaukie households are at or below this level
- Can be done in mixed-income approach
- Abatement can be renewed, for potentially longer-term



Key Questions

Financial Tools – Vertical Housing Tax Abatement Zone

- Could establish a zone over all or part of downtown
- Multi-story development in the zone could apply for partial tax abatement.
 - First floor is taxable
 - Each additional floor increases exemption by 20%
 - Max of five floors for 80% exemption
- Abatement is temporary (typically 10 years)
- **Are there any circumstances in which we should use this tool?**



Key Questions

Financial Tools – Vertical Housing Tax Abatement Zone

- Could establish a zone over all or part of downtown
- Multi-story development in the zone could apply for partial tax abatement.
 - First floor is taxable
 - Each additional floor increases exemption by 20%
 - Max of five floors for 80% exemption
- Abatement is temporary (typically 10 years)
- **Are there any circumstances in which we should use this tool?**



Key Questions

Financial Tools – Vertical Housing – North Main Village

- Taxes paid by Safeway 1995 – 2002 = **\$16,695 annual average**
(total taxes of \$133,550.06/8 years)
- Total taxes paid by North Main Village in 2013 = **\$100,761.40**
(Vertical housing tax abatement expires in 2017)



Key Questions

Financial Tools – Multifamily Housing

- Could establish a zone over all or part of downtown
- Multifamily development in the zone could apply for tax abatement.
- Abatement is temporary (typically 10 years)
- Abatement is only for City share of property tax. No impact to other taxing districts unless they agree to also forego tax revenue.
- Can add requirements for various “public benefits” to qualify for the program
- **Are there any circumstances in which we should use this tool?**



Key Questions

Financial Tools – Local Improvement Districts (LIDs)

- LIDs: Finance specific capital projects. Local jurisdictions issue tax exempt bonds, repaid through payments by affected property owners within the LID.
- LIDs require property owner buy-in.
- Examples:
 - Portland - streetcar and tram
 - Eugene - public parking garage downtown



Action & Implementation Plan

- Purpose: Identify specific steps for the City to take to realize successful new development and redevelopment:
 - Policy (plan)
 - Regulatory (code)
 - Financial
 - Other
- Road map guiding future City actions, including upcoming deliverables on MFM and beyond.
 - Central Milwaukie Land Use and Transportation Plan
 - Plan and Code Amendments



Action & Implementation Plan

Citywide

1. Clarify vision and update comprehensive plan
2. Use PPP tools to invest in catalyst projects
3. Create a culture of helpfulness
4. Engage the development community



Action & Implementation Plan

Downtown

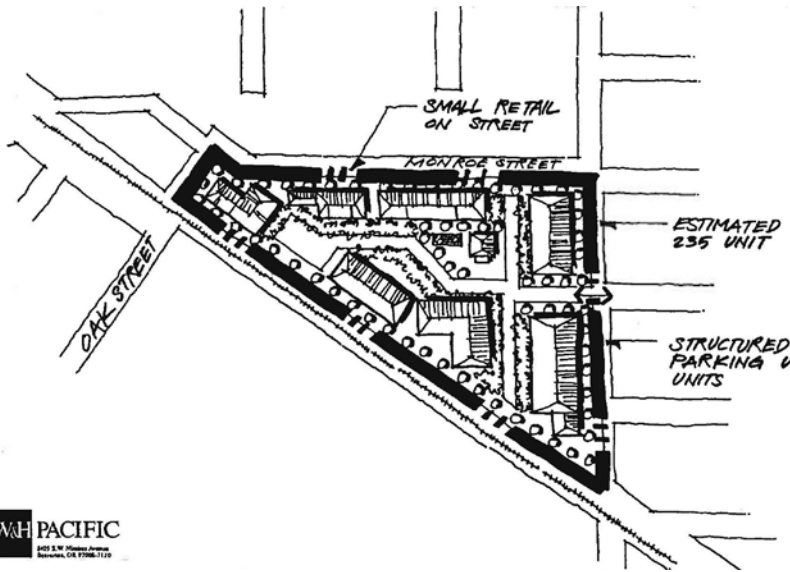
1. Clarify vision and update comprehensive plan
2. Provide more clarity and flexibility on allowed development
3. Lower the cost of development for catalyst projects
4. Encourage adaptive reuse
5. Provide adequate infrastructure to support new development



Action & Implementation Plan

Central Milwaukie

1. Clarify vision and update comprehensive plan
2. Provide adequate infrastructure to support new development
3. Provide clarity on allowed development
4. Ensure development is attractive and pedestrian friendly
5. Support employment



Action & Implementation Plan

PAC Feedback

Any strategies or actions that you:

- Have questions about?
- Disagree with?
- Think are missing?



Next Steps

Action & Implementation Plan

- Council Study Session – 5/20
 - Discussion of Draft Action & Implementation Plan
- PAC Meeting #6 – 6/5
 - Finalize Draft Action & Implementation Plan
- Public Open House – Sometime in June
 - Presentation & Review of Draft Action & Implementation Plan
- Council adoption of Plan - TBD



Thanks!

www.milwaukieoregon.gov/planning

Please Visit the Web Site for Updates

The screenshot shows the Milwaukie Planning website. At the top left is the Milwaukie logo with the tagline "Dogwood City of the West". To the right is a search bar and a navigation menu with links for "OUR COMMUNITY", "BUSINESS", "DEPARTMENTS", and "E-SERVICES". Below the navigation is a large banner image of white dogwood flowers with the word "Planning" and a "(Contact Us)" link in the bottom right corner. A dark brown navigation bar contains links for "Planning FAQs", "Overview", "Documents", "Projects", "Development Review", and "Forms, Applications, and Checklists". The main content area features a breadcrumb trail: "Home » Moving Forward Milwaukie: Enhancing Our Commercial Districts - Project Kickoff". The primary heading is "Moving Forward Milwaukie: Enhancing Our Commercial Districts - Project Kickoff!". Below this, the event details are listed: "Event Title: Moving Forward Milwaukie: Enhancing Our Commercial Districts - Project Kickoff", "Date/Time: Thu, Oct 3rd 6:00pm - 7:30pm", and "Location: St. John's Episcopal Church, 2036 SE Jefferson St". To the left of the text is a photograph of a sidewalk with a white arrow pointing up and the words "good stuff" and "This Way" written in white chalk. To the right of the text, under the heading "Join us for the Exciting Journey Forward!", it says "It is with great pleasure and excitement that we invite you to the Moving Forward Milwaukie Kick-off Event." Below that, it states "WHAT A fun-filled public Kick-Off event for Moving Forward Milwaukie: Enhancing Our Commercial Corridors". Further down, it says "WHEN Thursday, October 3rd @6pm-7:30pm" and "WHERE St. John's Episcopal Church at the corner of Jefferson and 21st (2036 SE Jefferson St, Milwaukie, Oregon). Entrance is on Jefferson St." On the right side of the page, there are two sections: "Planning Events" and "Planning Meetings". The "Planning Events" section lists three events: "Moving Forward Milwaukie: Enhancing Our Commercial Districts - Project Kickoff" (Thu, Oct 3rd 6:00pm - 7:30pm), "Moving Forward Milwaukie - Downtown Opportunity Sites Workshop" (Mon, Oct 28th 6:00pm - 8:00pm), and "Moving Forward Milwaukie - Central Milwaukie Opportunity Sites Workshop" (Tue, Oct 29th 6:00pm - 8:00pm). The "Planning Meetings" section lists "Moving Forward Milwaukie: Enhancing Our Commercial Districts - District".



END OF PRESENTATION



Key Questions

Downtown Development Standards – Building Height



Buildings we like: Taller than 25'



Key Questions

Downtown Development Standards – Building Height



Buildings we don't like: Less than 25'



Key Questions

Downtown Development Standards – Building Height



Buildings we might like? Less than 25'

