



Moving Forward Milwaukie Advisory Committee #6

Moving Forward Milwaukie • June 26, 2014

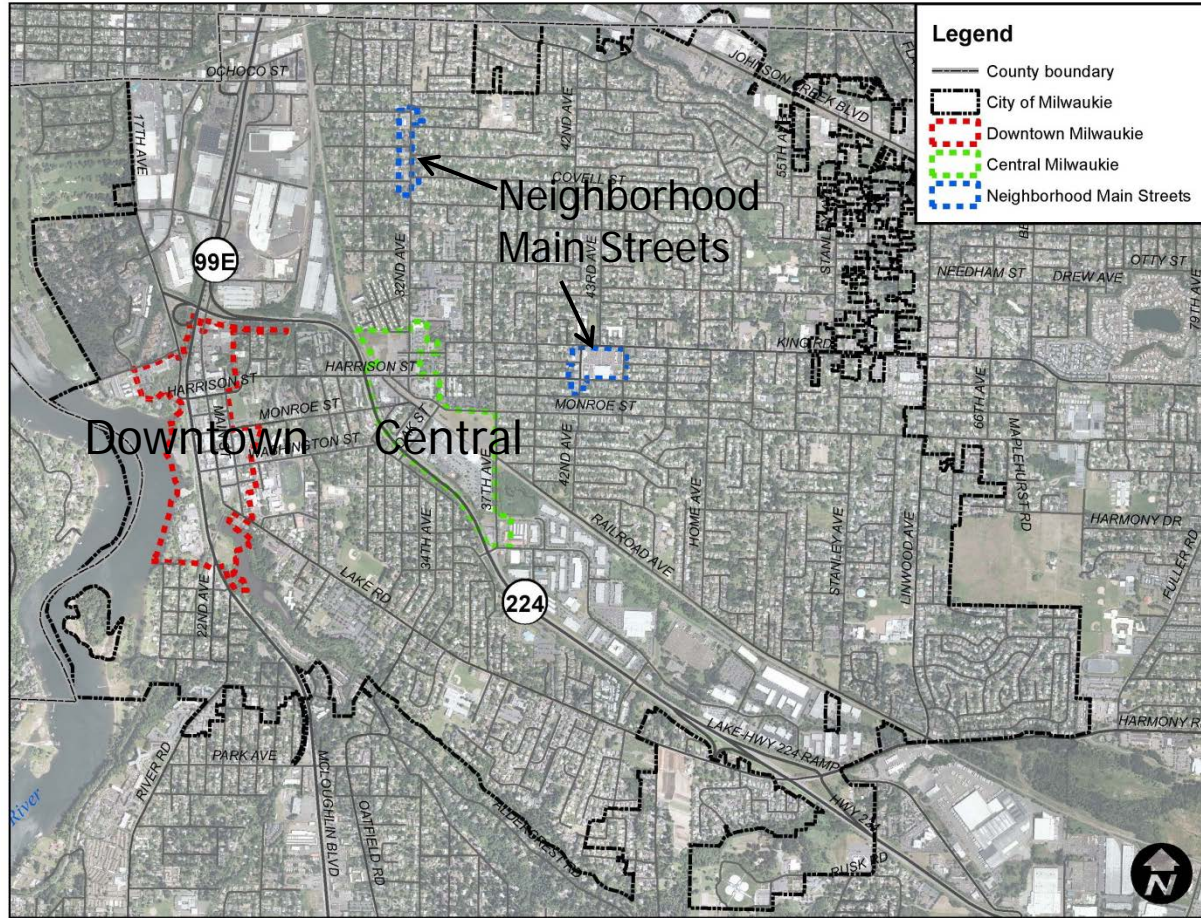
Project Overview

Moving Forward Milwaukie: Enhancing Our Commercial Districts

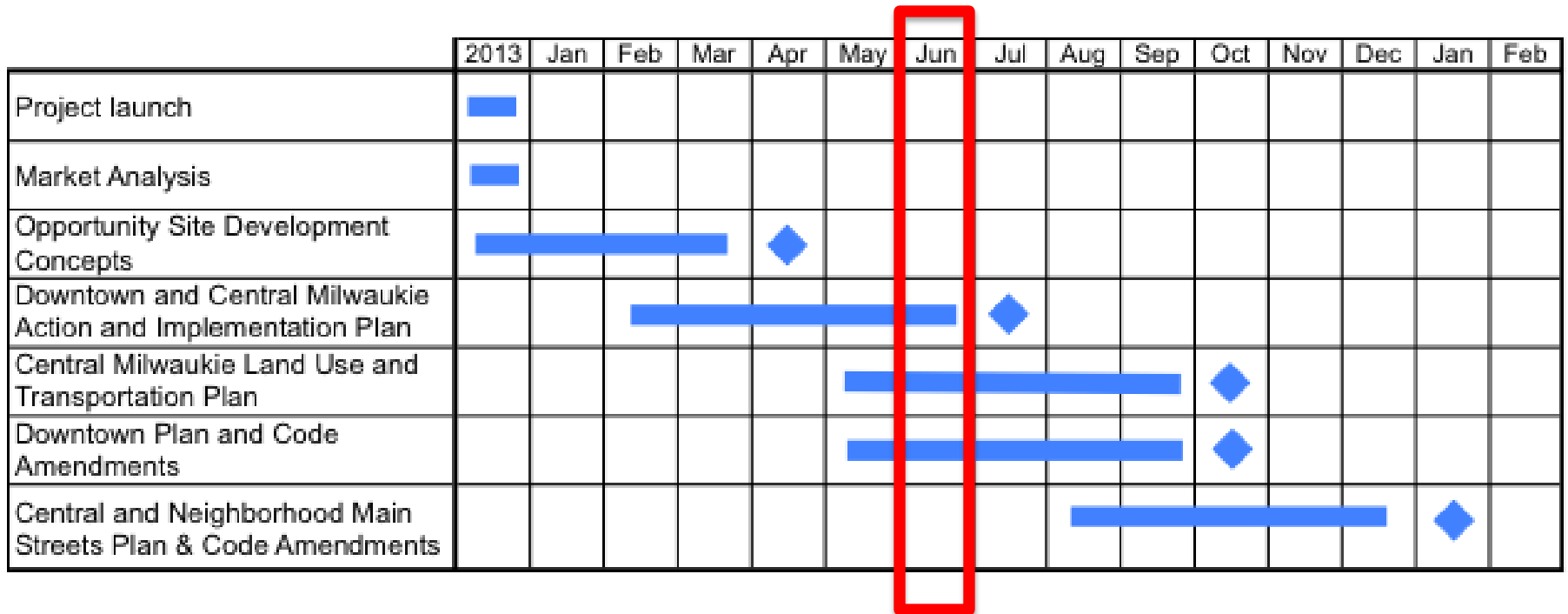
- The goal of this project is to achieve appropriate development and redevelopment in the city's commercial areas.
- This project builds on previous planning efforts, including:
 - 2000 Downtown Framework Plan
 - 2011 South Downtown Concept Plan
 - 2012 "Neighborhood Main Streets" Project
 - 2013 "Fresh Look Milwaukie: Downtown Road Map" Project
- This project will focus heavily on implementation to transform the vision of previous plans into reality



Project Areas



Project Schedule



Meeting Objectives

Tentative Advisory Committee Meetings

- 3/31 Discuss Components of Draft Action & Implementation Plan
- 4/21 Key Questions for Downtown
- 6/26 Draft Action and Implementation Plan, and preliminary input for Downtown Plan and code revisions
- 8/18 Draft Central Milwaukie Land Use and Transportation Plan



Meeting Objectives

- Review of downtown vision
- Input on Action and Implementation Plan strategies
- Input on Action and Implementation Plan actions
 - Downtown plan and code revision: key questions



Downtown Vision

Why is vision important?

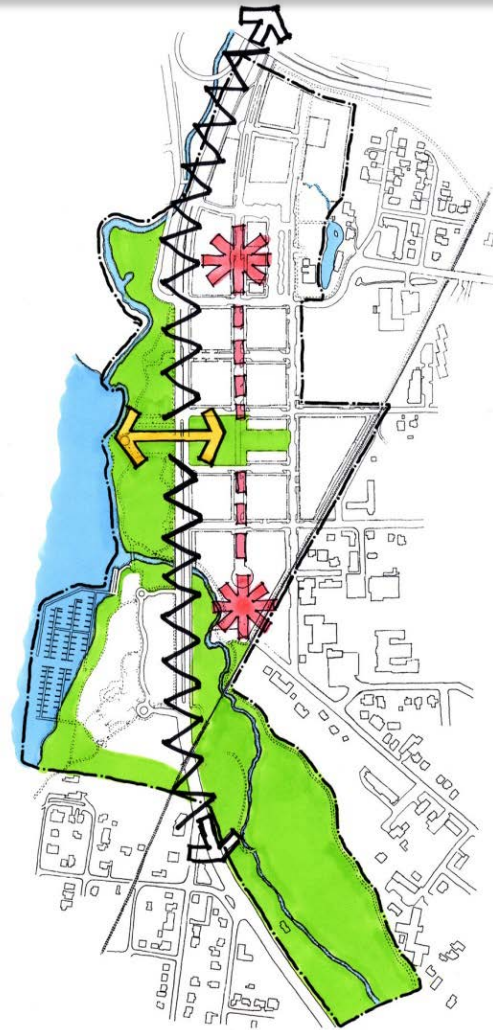
- Provides a common goal for the community
- Create places to live, work, and shop
- More customers and increased demand for local businesses
- Increased tax revenues to pay for City services



Downtown Vision

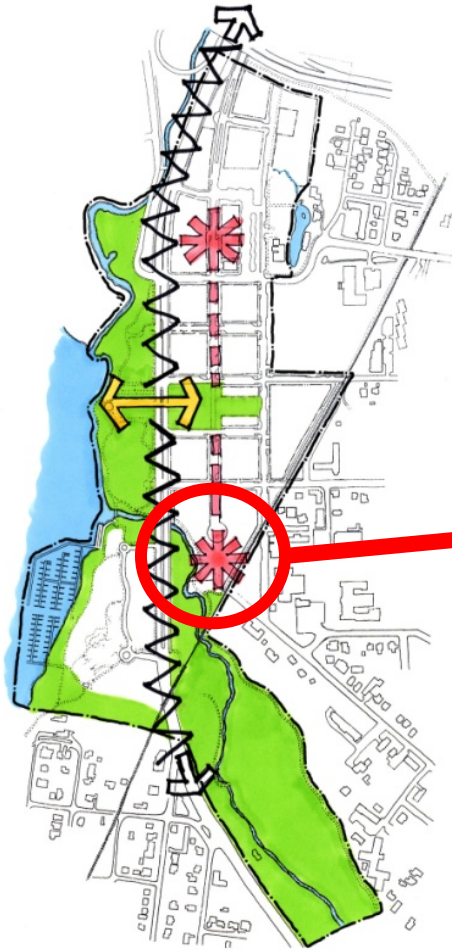
Downtown & Riverfront Framework Plan (2000)

- Provide places for people to shop, work, and live
- Pedestrian-oriented, walkable, 24-hour district
- Strong Main Street commercial corridor
- Build upon existing resources
- Connections to Riverfront Park
- Protection and restoration of natural areas



Downtown Vision

South Downtown Concept Plan (2011)



Downtown Vision

South Downtown Concept Plan

- Connections to transit
- High-quality public spaces
- Connections to Riverfront Park
- Protection and restoration of natural features



Downtown Vision

Fresh Look Milwaukie (2013)

- Phase 1 of the Downtown Plan and Code refresh
- **Evaluated and confirmed** Framework Plan policy direction for downtown
- Recommended next steps for action



Downtown Vision

- Any questions?



Action & Implementation Plan

- Focus of the Action & Implementation Plan
 - Citywide (including Neighborhood Main Streets)
 - Downtown
 - Central Milwaukie



Action and Implementation Plan

What does this plan do?

- Identify specific steps for the City to take to realize successful new development and redevelopment:
 - Non-regulatory (policy)
 - Regulatory (code)
 - Financial
 - Economic development
- Identify financial “tools” to put in the “toolbox”
- Provide a “road map” guiding future City actions, including upcoming deliverables on MFM and beyond
 - Central Milwaukie Land Use and Transportation Plan
 - Plan and Code Amendments for Downtown and Central Milwaukie



Action and Implementation Plan

Overview of Strategies

1. Clarify vision and update Comprehensive Plan
2. Enhance the culture of helpfulness
3. Invest in catalyst projects with Public-Private Partnership tools
4. Support existing businesses
5. Proactively encourage development
6. Provide more clarity and flexibility on allowed development
7. Ensure development is attractive and pedestrian-friendly
8. Lower the cost of development for catalyst projects
9. Encourage adaptive reuse
10. Provide adequate infrastructure to support new development



Action and Implementation Plan

1. Clarify/Confirm vision and update Comprehensive Plan

Citywide

- Update Transportation System Plan as needed to reflect MFM plan and code revisions
- Update *Chapter 4 – Land Use* and *Chapter 5 – Transportation, Public Facilities and Energy Conservation* of Comp Plan

Downtown

- “Refresh” Downtown and Riverfront Land Use Framework Plan
- Revise and adopt South Downtown Concept Plan

Central Milwaukie

- Adopt Central Milwaukie Land Use and Transportation Plan



Action and Implementation Plan

2. Enhance the culture of helpfulness

Citywide

- Streamline City permitting and review processes
- Support the City's strong and proactive customer service approach



Action and Implementation Plan

3. Invest in catalyst projects with Public-Private Partnership tools

Citywide

- Establish a strategy for using PPP tools
- Use non-City funding sources for development
- Use site-specific TIF zones for appropriate projects
- Use property tax abatement programs for appropriate projects

Central Milwaukie

- Evaluate the use of Industrial Development Bonds for flex space on the Murphy Site



Action and Implementation Plan

4. Support existing businesses

Citywide

- Establish a storefront improvement program
- Establish a small business development fund



Action and Implementation Plan

5. Proactively encourage development

Citywide

- Cultivate relationships with developers, brokers and property owners
- Establish business recruitment program
- Explore partnership opportunities with major City employers
- Communicate positive changes to the development community

Downtown

- Encourage final development of the Triangle Site with consideration of appropriate interim uses
- Issue RFQs for development on Texaco and Cash Spot sites



Action and Implementation Plan

6. Provide more clarity and flexibility on allowed development

Downtown

- Reduce the number of downtown zones
- Establish a “two-track” process for new development downtown
- Reduce onsite parking requirements
- Update building height requirements and restrictions
- Update allowed uses, including ground-floor uses
- Update setback requirements

Central Milwaukie

- Adopt a “Central Milwaukie Commercial” zone
- Allow by-right development on the Murphy and McFarland sites
- Update allowed uses, including provisions for flex space on Murphy



Action and Implementation Plan

7. Ensure development is attractive and pedestrian-friendly

Downtown

- Expand pedestrian-oriented standards and urban design standards

Central Milwaukie

- Adopt design standards for commercial development
- Revise development standards for commercial development



Action and Implementation Plan

8. Lower the cost of development for catalyst projects

Downtown

- Waive PARs for qualifying projects
- Establish alternative funding strategy for PARs
- Waive or finance SDCs for qualifying projects
- Make publicly-owned sites available to developers at favorable terms for qualifying projects



Action and Implementation Plan

9. Encourage adaptive reuse

Downtown

- Create a program to encourage adaptive reuse of existing buildings
- Identify potential sites for adaptive reuse
- Engage property owners about adaptive reuse potential



Action and Implementation Plan

10. Provide adequate infrastructure and public amenities to support new development

Downtown

- Explore Multimodal Mixed-Use designation downtown
- Enhance existing downtown Parks (Dogwood and Scott)
- Provide gateway improvements along McLoughlin Blvd
- Construct the Adams Street Connector and the South Downtown Plaza

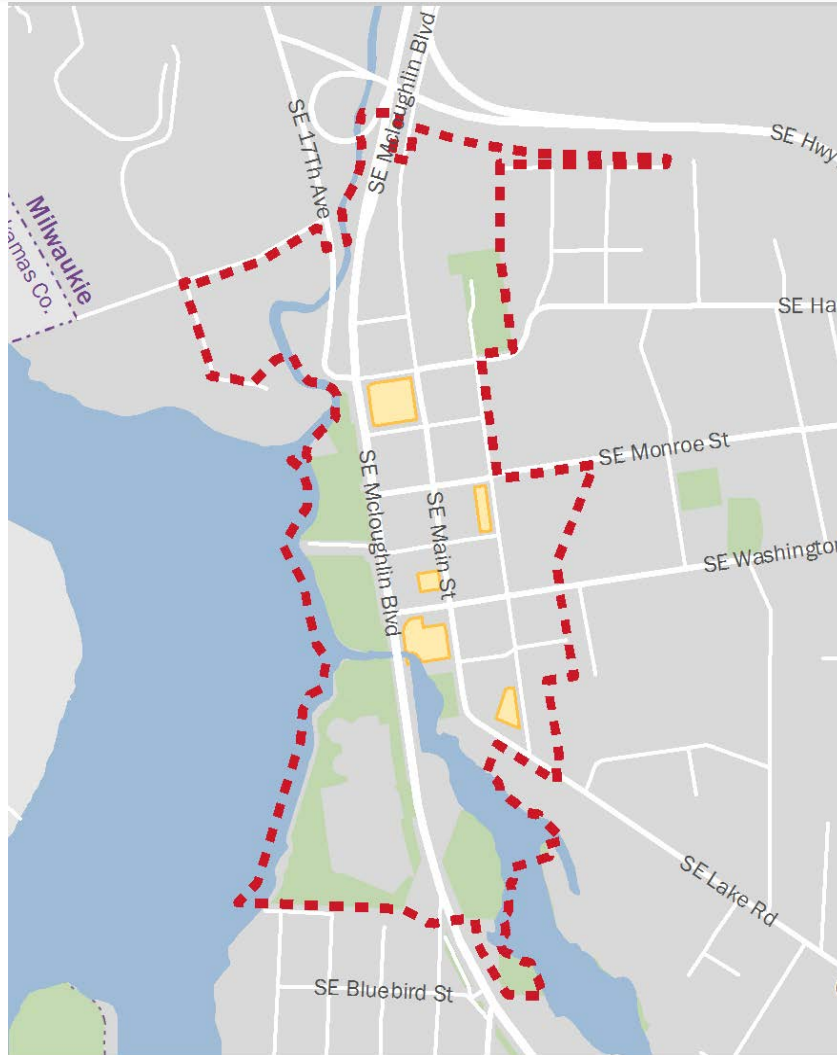
Central Milwaukie

- Explore Multimodal Mixed-Use designation in Central Milwaukie
- Address transportation infrastructure deficiencies



Downtown Plan and Code Revisions

Key Actions & Questions



Downtown Plan and Code Revisions

Key Actions & Questions

Reduce the number of downtown zones

- Should we keep the DR zone intact, or wrap into a downtown mixed-use zone?
- Are there parts of downtown that should be treated differently than others?

Expand pedestrian-oriented standards and urban design standards

- Should the City adopt pedestrian-friendly design standards for streets other than Main St?

Update Allowed Ground Floor Uses

- What uses should be required/allowed on the ground-floor on Main St?
- Are there other areas where allowed uses should be restricted?

Establish a “two-track” design review process for new development downtown

- What level of design review is appropriate for new development and expansions?

Public Area Requirements (PARs)

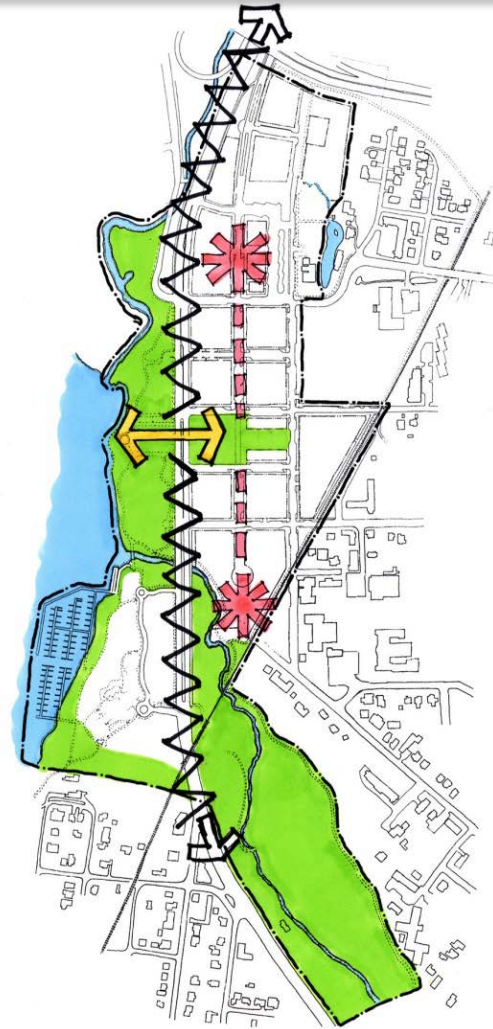
- Should the City provide development incentives for the construction of PARs?
- Are there any components that are unnecessary?



Downtown Plan and Code Revisions

Downtown Vision

- Pedestrian-oriented, walkable, 24-hour district
 - Provide places for people to shop, work, and live
- Strong Main Street commercial corridor
- Build upon existing resources
- Connections to Riverfront Park
- Protection and restoration of natural areas



Downtown Plan and Code Revisions

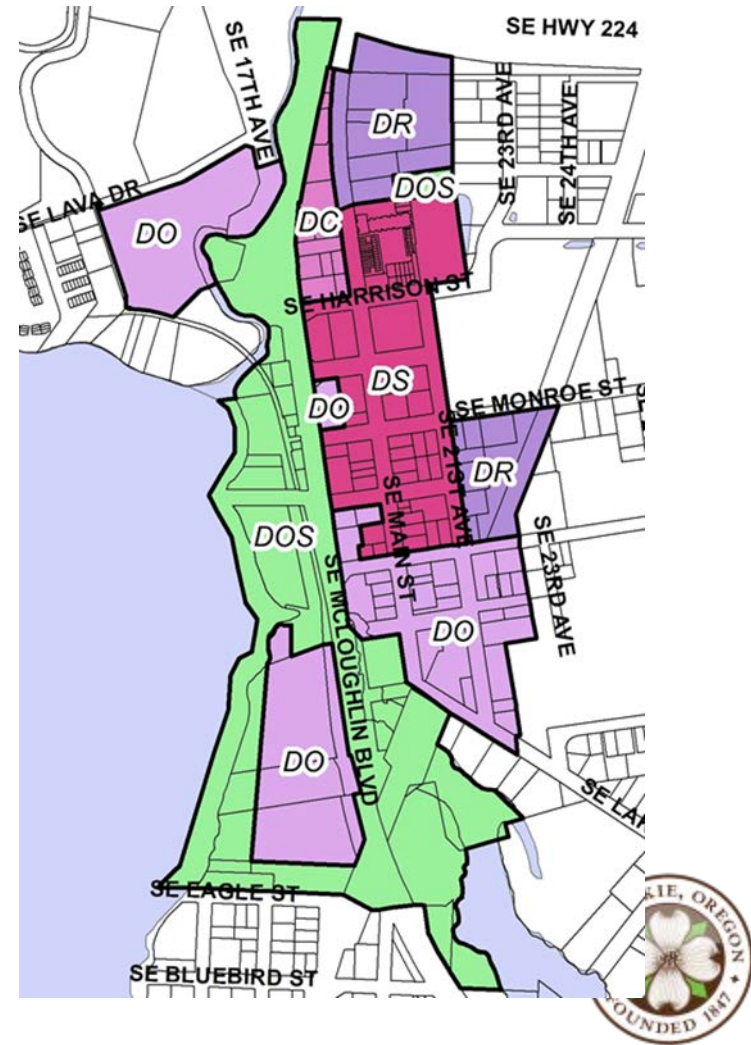
Downtown Zones – Overview

Vision/Policy:

- Pedestrian-oriented, walkable, 24-hour commercial district
 - Provide places for people to shop, work, and live
- Strong Main Street commercial corridor

Issue:

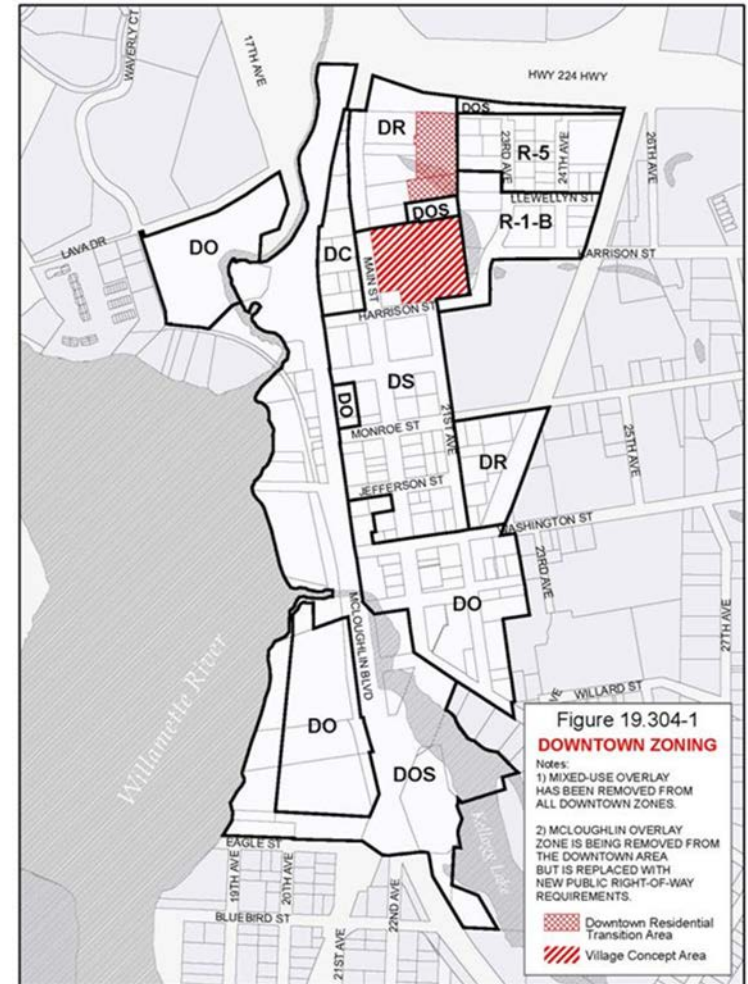
- There are a lot of zones in a small area
- Different regulations are confusing and inconsistent
- Code is overly prescriptive and acts as a disincentive to new businesses and development



Downtown Plan and Code Revisions

Downtown Zones– Existing Regulations

- Each of the 5 downtown zones and 2 overlays have different permitted, limited, and prohibited uses
- Properties on different sides of the street can be subject to different regulations



Downtown Plan and Code Revisions

Downtown Zones– Potential Approaches

Potential Approaches:

- Option 1: Reduce the number of downtown zones and streamline the permitted uses
- Option 2: Retain the DR zone north of Scott St
- Option 3: Retain the D/OS zone for use in other locations

Benefits:

- Streamlines regulations throughout downtown
- Easier to understand what uses and development types are permitted, and where
- Currently nonconforming uses could become conforming

Potential Issues:

- Conforming uses could become nonconforming

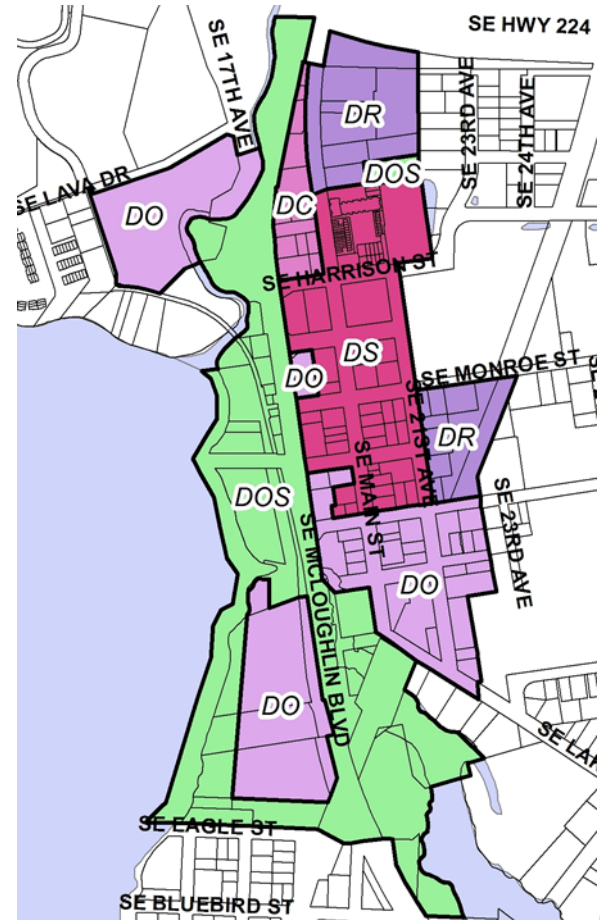


Downtown Plan and Code Revisions

Downtown Zones– Potential Approaches

Key Questions:

- Should we combine all downtown zones into 1?
- Should we keep the northern DR zone intact?
- Should we keep the D/OS zone intact?
- Are there parts of downtown that should be treated differently than others?



Downtown Plan and Code Revisions

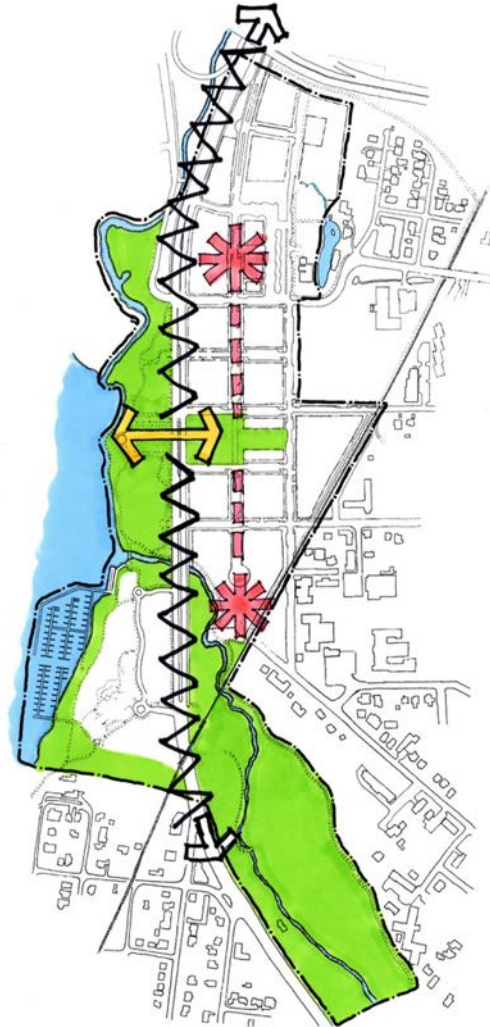
Development/Design Standards – Overview

Vision/Policy:

- Pedestrian-oriented, walkable, 24-hour commercial district
- Strong Main Street commercial corridor
- Connections to Riverfront Park

Issue:

- Although all of downtown is envisioned as a pedestrian-oriented commercial district, there are no pedestrian-oriented design standards for buildings that do not face Main St



Downtown Plan and Code Revisions

Pedestrian-Oriented Design

Key features of Pedestrian-Oriented Design:

- Build-to lines
 - Enables a series of different buildings to maintain or establish a continuous vertical street wall.
- Ground-floor transparency
 - Allows pedestrians to see into shops and cafes, draws them in
- Building entry and orientation
 - Building entrances should be oriented to the primary street frontage to provide pedestrian access and comfort
- Location of parking
 - Parking should not be in front of the building to avoid interrupting the “street wall”
- Building design details (massing, articulation, materials, etc.)
 - Provides visual interest and human scale at the pedestrian level



Downtown Plan and Code Revisions

Pedestrian-Oriented Design – Build-to lines



Downtown Plan and Code Revisions

Pedestrian-Oriented Design – Ground floor doors and windows & transparency



Downtown Plan and Code Revisions

Pedestrian-Oriented Design – Building entry and orientation



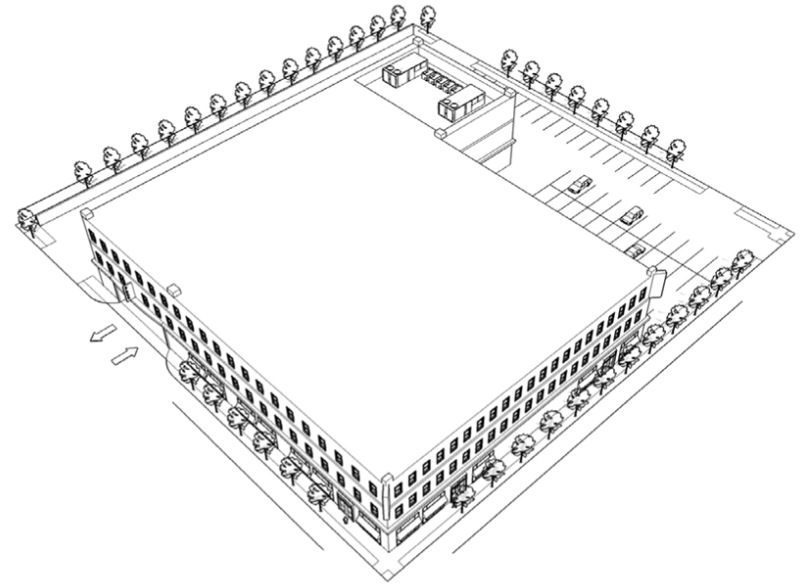
Downtown Plan and Code Revisions

Pedestrian-Oriented Design – Design details



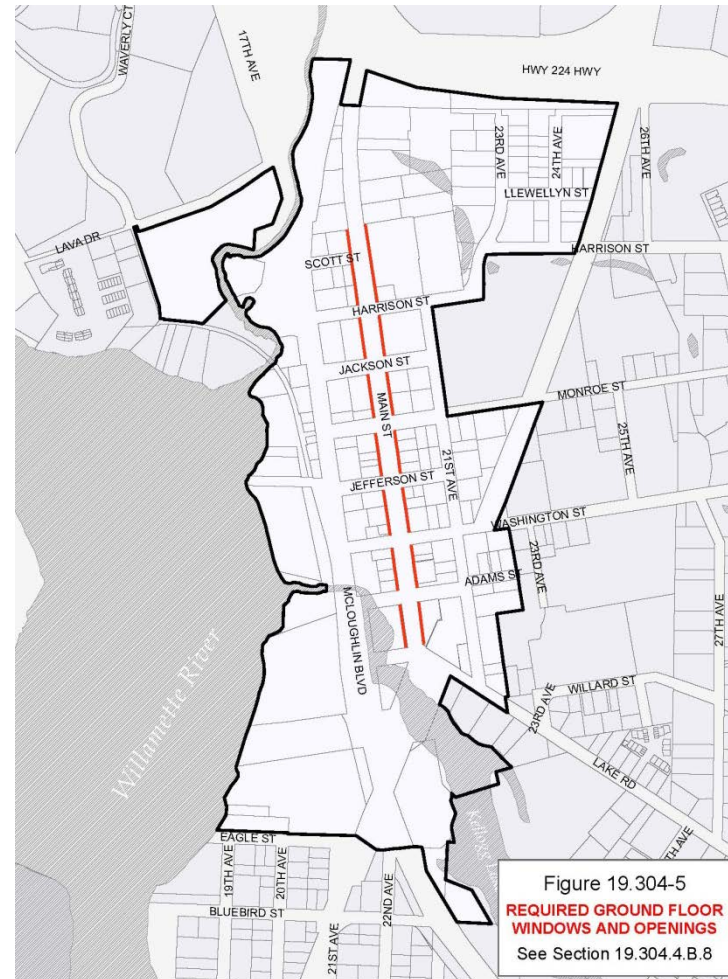
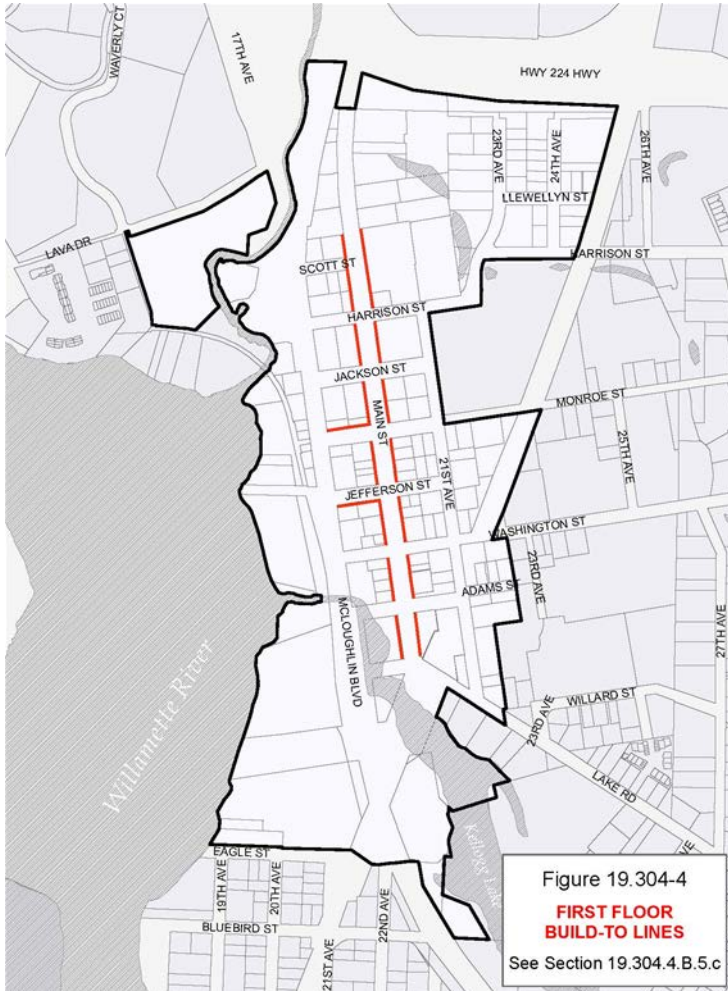
Downtown Plan and Code Revisions

Pedestrian-Oriented Design – Location of parking



Downtown Plan and Code Revisions

Development/Design Standards– Existing Regulations



Downtown Plan and Code Revisions

Development/Design Standards– Existing Regulations

Buildings Facing Main Street

- Build-to Lines
- Ground floor windows & doors required
- Ground-floor space fronting Main Street must be at least 12 ft high and 25 ft deep

Buildings Facing Other Downtown Streets

- No Build-to Lines in most cases
- Maximum setbacks from 0 – 50' (in DC zone)
- No requirements for ground floor windows & doors



Downtown Plan and Code Revisions

Development/Design Standards – Potential Approaches

Potential Approaches:

- Continue to apply existing standards to new buildings along Main Street
- Apply build-to lines to additional streets
- Apply ground floor window and opening standards to additional streets

Benefits:

- Retains emphasis on Main St as the primary downtown retail street
- Expand basic bones of good pedestrian-oriented design to larger area of downtown
- Buildings are designed to accommodate increase in active uses over time
- Provides continual facades along key pedestrian streets

Potential Issues:

- Could reduce flexibility for new design and development on secondary streets
- Requires parking to be located in interior blocks rather than along McLoughlin Blvd and 21st Ave



Downtown Plan and Code Revisions

Development/Design Standards – Potential Approaches

Key Questions:

- Should the City adopt pedestrian-friendly design standards for:
 - 21st St?
 - Monroe/Harrison/Washington Streets?
- Should the City adopt design standards for:
 - McLoughlin Blvd?
- Should different streets be treated differently?



Downtown Plan and Code Revisions

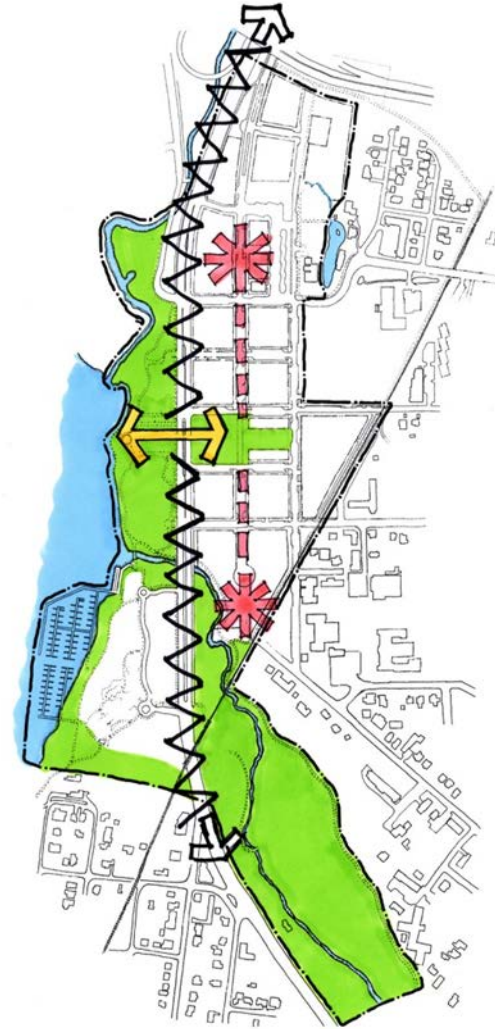
Uses on the Ground Floor – Overview

Vision/Policy:

- Provide places for people to shop, work, and live
- Pedestrian-oriented, walkable, 24-hour district
- Strong Main Street commercial corridor

Issue:

- Building and property owners have identified retail and restaurant use requirements on Main St as a barrier to new businesses and adaptive reuse
- Different standards for different parts of downtown



Downtown Plan and Code Revisions

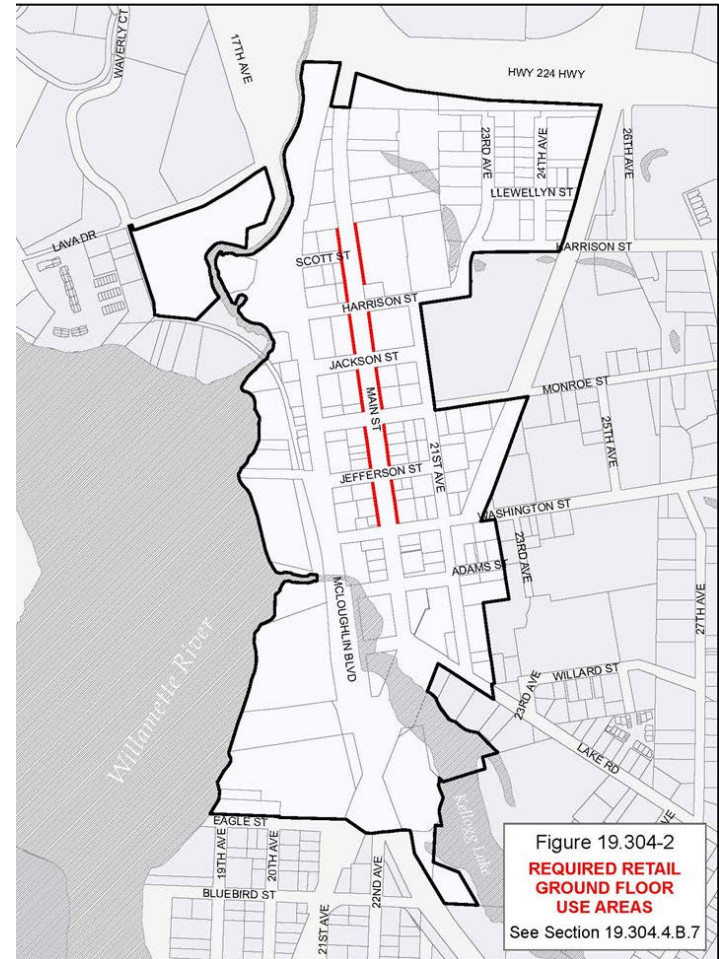
Uses on the Ground Floor – Existing Regulations

Buildings Facing Main Street

- Retail uses and/or eating/drinking establishments required
- Personal/businesses services limited
- Offices and housing prohibited on the ground floor

Buildings Facing Other Downtown Streets

- Retail uses and/or eating/drinking establishments limited on ground floor in some areas
- Offices generally permitted on ground floor



Downtown Plan and Code Revisions

Uses on the Ground Floor – Potential Approaches

Main St:

- Option 1: Allow up to 50% of ground floor office on Main St
- Option 2: Allow any uses on ground floor on Main St
 - Similar to approach taken by Oregon City and Lake Oswego
- Option 3: Allow only “active” uses on ground floor on Main St

Monroe St:

- Option 1: Limit office uses on ground floor
- Option 2: Continue to allow any uses on the ground floor

Benefits:

- Reduce the number of non-conforming ground floor uses/businesses on Main St
- Increases flexibility for businesses and property owners
- Allows for gradual transition to retail and restaurant uses as the market support them

Potential Issues:

- Removing restrictions could result in more offices on Main St, reducing activity and vibrancy
- Introducing office restrictions on Monroe St could create nonconformities for existing businesses



Downtown Plan and Code Revisions

Uses on the Ground Floor – Potential Approaches

Key Questions:

- What uses should be allowed on the ground floor on *Main St*?
- Are there any uses that should not be allowed on the ground floor on *Main St*?
- What uses should be allowed on the ground floor on *Monroe St*?
- Are there any uses that should not be allowed on the ground floor on *Monroe St*?



Downtown Plan and Code Revisions

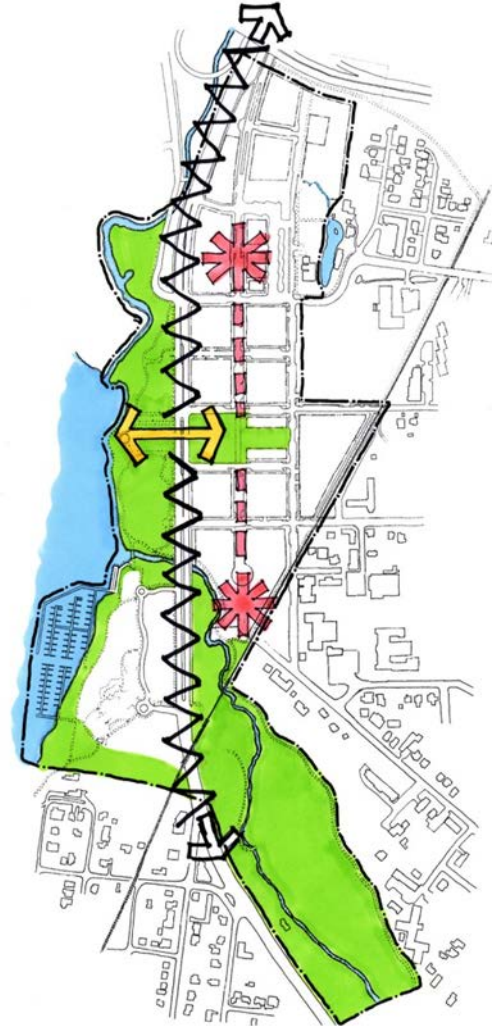
Public Area Requirements (PARs) – Overview

Vision/Policy:

- Pedestrian-oriented, walkable, 24-hour district
- Strong Main Street commercial corridor

Issue:

- The entire cost of the PARs rests on the private sector; adds substantial cost to new development
- Requirements may be more extravagant than necessary
- Current approach encourages construction of PARs in a piecemeal fashion

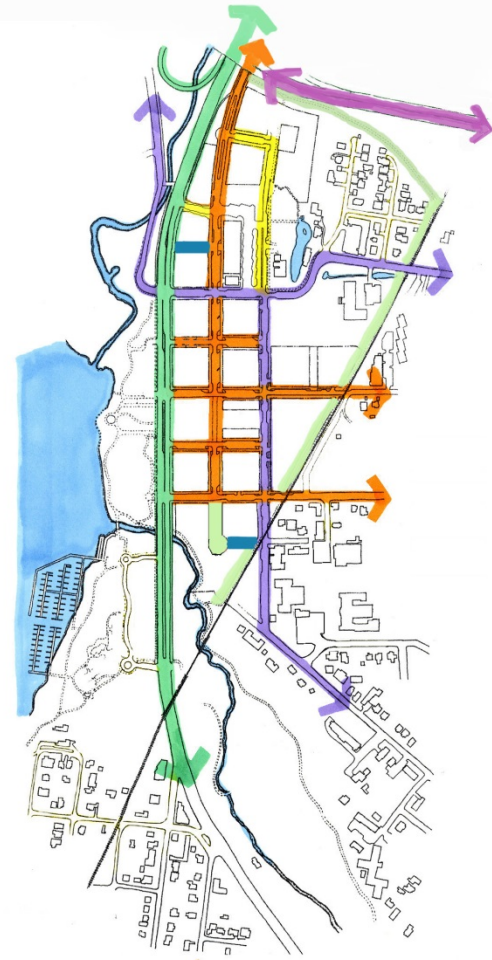


Downtown Plan and Code Revisions

Public Area Requirements (PARs) – Overview

What are the PARs?

- Circulation Framework component of the Land Use Framework Plan
- The PARs:
 - Ensure McLoughlin Blvd does not separate downtown from the river
 - Reestablish Main St as the retail heart of the community
- In regulatory terms, the PARs are the frontage improvements that are triggered by new development and expansions in downtown Milwaukie



Downtown Plan and Code Revisions

Public Area Requirements (PARs) – Existing Regulations

- PARs are triggered by:
 - New development
 - Additions of 3,000+ sf
 - Not triggered by changes in use
- Costs must be proportional and reflect the impact of the development on the transportation system
 - For less than a full block frontage redevelopment, a property owner or developer pays only for the portion of the frontage adjacent to the development
 - In cases where only a small area of frontage is impacted, a fee can be paid in lieu of construction (FILOC)

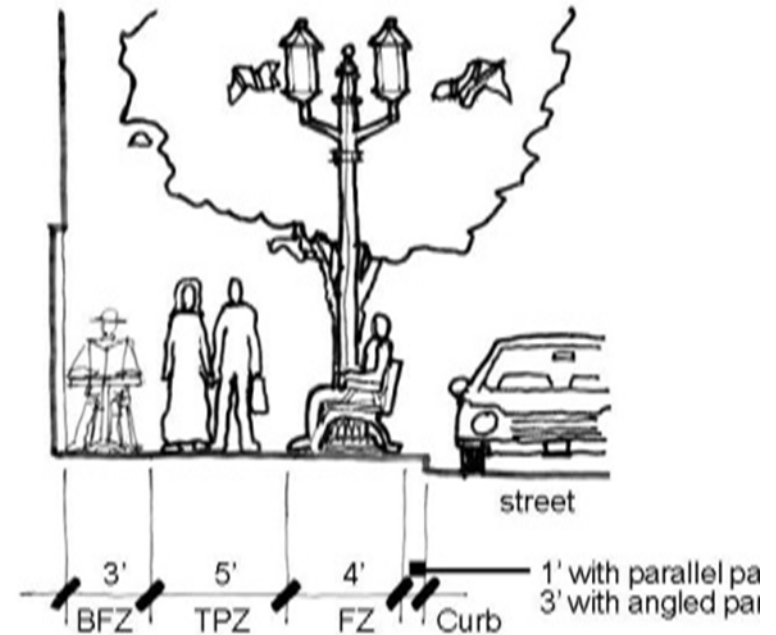


Downtown Plan and Code Revisions

Public Area Requirements (PARs) – Existing Regulations

PARs:

- Establish a common thread throughout downtown to link many different uses and architectural styles
- Address pedestrian comfort and safety
- Make the pedestrian the priority
- Include 3 zones on Main St:
 - Building Frontage Zone (BFZ): An area for café seating or retail displays
 - Through Pedestrian Zone (TPZ): Are where two people can walk side-by-side without obstructions
 - Furnishing Zone (FZ): An area for pedestrian amenities such as benches, streetlights, street trees, bike racks, bus stops, etc.

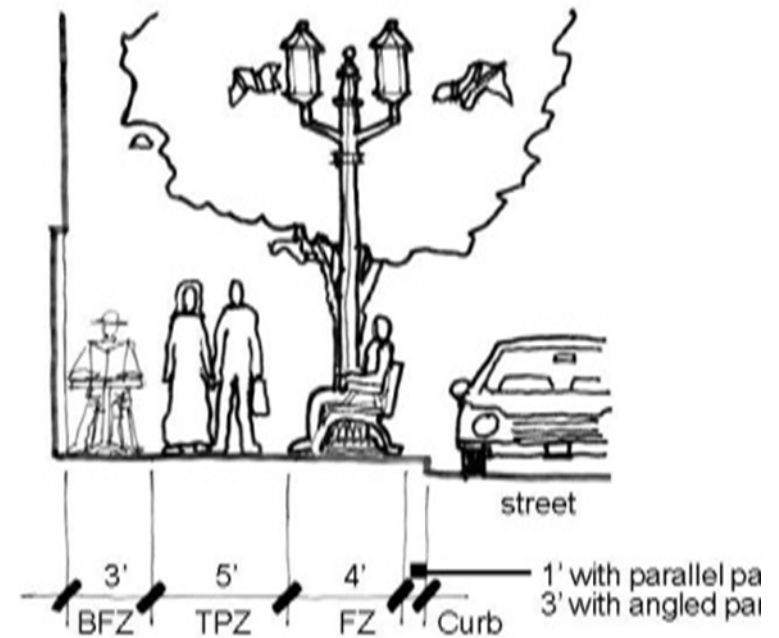


Downtown Plan and Code Revisions

Public Area Requirements (PARs) – Existing Regulations

PARs include:

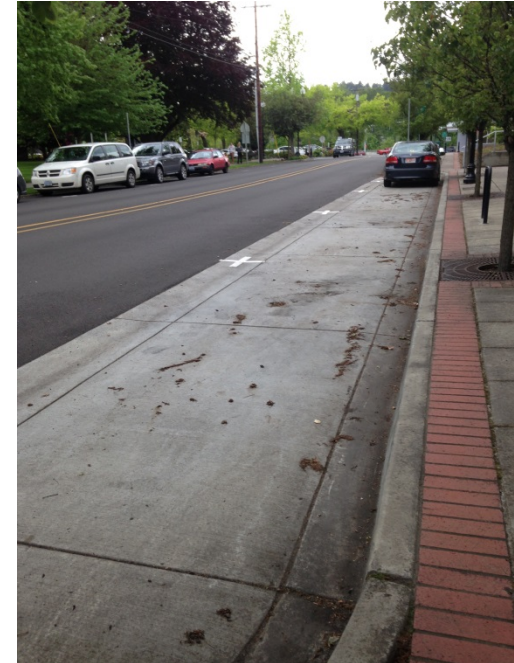
- New asphalt/concrete street
- Curb and sidewalk (8-15 ft wide)
- Undergrounded utilities
 - \$27,000
- Street lights
 - \$24,000
- Street trees & grates
 - \$1400-\$1600
- Landscaping
 - ~\$4,000
- Irrigation system
 - \$10,000
- Street furniture
 - ~\$9,000
- Granite medallions on Main St
 - Provided by City



Downtown Plan and Code Revisions

Public Area Requirements (PARs) – Existing Regulations

Infrastructure: bulb-outs, irrigation, street trees, curb and sidewalk, underground utilities



Downtown Plan and Code Revisions

Public Area Requirements (PARs) – Existing Regulations

Furnishings: Bollards, bike rack, bench, trash bin, granite medallion, tree grates



Downtown Plan and Code Revisions

Public Area Requirements (PARs) – Existing Regulations

Built to PAR standards



Downtown Plan and Code Revisions

Public Area Requirements (PARs) – Existing Regulations

Not Built to PAR standards



Downtown Plan and Code Revisions

Public Area Requirements (PARs) – Potential Approaches

Potential Approaches (Regulatory):

- Consider bonuses/incentives for construction of PARs (for example, height bonus, parking exemptions)
- Remove high-cost or unnecessary components from the PARs

Benefits:

- Reduces burden of PARs on private property owners
- Improves the feasibility of new development in downtown

Potential Issues:

- Removing components of PARs may result in less aesthetic appeal



Downtown Plan and Code Revisions

Public Area Requirements (PARs) – Potential Approaches

Key Questions:

- Should the City provide development incentives for the construction of PARs?
- Are there any components that are unnecessary or do not support the community's vision for downtown?



Downtown Plan and Code Revisions

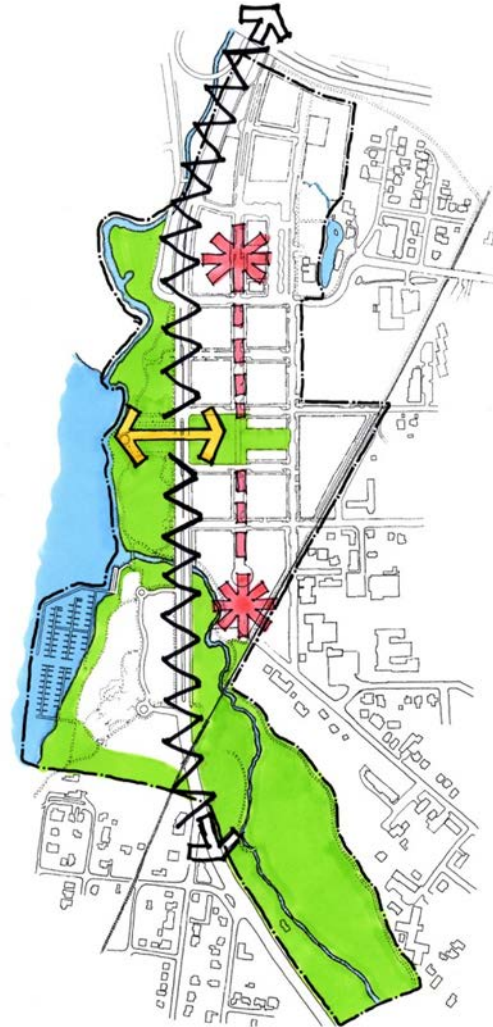
Downtown Design Review – Overview

Vision/Policy:

- Pedestrian-oriented, walkable, 24-hour district
- Build upon existing resources
- Strong Main Street commercial corridor

Issue

- The design review process can act as a disincentive to new development or expansions downtown
- Design guidelines are unclear and difficult to apply and understand



Downtown Plan and Code Revisions

Downtown Design Review – Existing Regulations

- New development and expansions are subject to Type III Downtown Design Review
 - Public meeting before the Design and Landmarks Committee and public hearing before the Planning Commission
 - Cost of \$2,000
 - 3-4 month process
- Review for substantial consistency with the Downtown Design Guidelines
- Significant cost and very little certainty about the outcome



Downtown Plan and Code Revisions

Downtown Design Review – Potential Approaches

Potential Approaches:

- Provide options for two review tracks (Type I or Type II – administrative; Type III – discretionary)
 - Similar to Oregon City
- Consider “menu” approach for Type I or Type II to provide flexibility on building design
- Option to take discretionary track (DLC and PC review) using Downtown Design Guidelines

Benefits:

- Streamlined process increases certainty and lessens costs for developer
- Both Type II and Type III review allow opportunity for public review and input
- Allows flexibility if developer wants to propose a creative design or prefers not to meet the objective standards

Potential Issues:

- Requires very clear development and design standards to implement the vision
- Potential for standards related to materials etc. to become outdated



Downtown Plan and Code Revisions

Downtown Design Review – Key Questions

Key Questions:

- Should a Type I or II/administrative clear and objective process be introduced for new development?
 - If so, which? One or both?
- Should it be limited to expansions or developments of certain types or sizes, or applied to any new development?
 - If so, what development should be subject to Type I or Type II review?



Downtown Plan and Code Revisions

Final comments or questions?



Next Steps

- City Council Work Sessions
 - 7/1 Discussion of Draft Action & Implementation Plan
 - 7/15 Adoption of Action & Implementation Plan
- Draft Central Milwaukie Land Use & Transp. Plan – 7/25
- Draft Downtown Plan and Code Amendments – 8/15
- Next PAC Meeting: LU&T Plan – 8/18 (tentative)



Thanks!

www.milwaukieoregon.gov/planning

Please Visit the Web Site for Updates

The screenshot displays the Milwaukie Planning website. At the top left is the Milwaukie logo with the tagline "Dogwood City of the West". A navigation menu includes "OUR COMMUNITY", "BUSINESS", "DEPARTMENTS", and "E-SERVICES". A search bar is located at the top right. Below the navigation is a large banner image of white dogwood flowers with the word "Planning" and a "(Contact Us)" link. A dark blue 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!". The event details are: "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". An image shows a chalkboard with an arrow pointing up and the text "good stuff This Way". The text reads: "Join us for the Exciting Journey Forward! It is with great pleasure and excitement that we invite you to the Moving Forward Milwaukie Kick-off Event. WHAT A fun-filled public Kick-Off event for Moving Forward Milwaukie: Enhancing Our Commercial Corridors WHEN Thursday, October 3rd @6pm-7:30pm WHERE St. John's Episcopal Church at the corner of Jefferson and 21st (2036 SE Jefferson St, Milwaukie, Oregon). Entrance is on Jefferson St." To the right, a "Planning Events" section lists: "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). Below that, a "Planning Meetings" section lists: "Moving Forward Milwaukie: Enhancing Our Commercial Districts - District".

