

**CITY OF MILWAUKIE
PLANNING COMMISSION
MINUTES
Milwaukie City Hall
10722 SE Main Street
TUESDAY, October 14, 2014
6:30 PM**

COMMISSIONERS PRESENT

Sine Bone, Chair
Wilda Parks, Vice Chair
Shannah Anderson
Scott Barbur
Greg Hemer
Gabe Storm

STAFF PRESENT

Denny Egner, Planning Director
Li Alligood, Senior Planner
Brett Kelter, Associate Planner
Vera Kolias, Associate Planner
Peter Watts, City Attorney

COMMISSIONERS ABSENT

Shaun Lowcock

1.0 Call to Order – Procedural Matters*

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

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

2.0 Planning Commission Minutes

2.1 June 24, 2014

It was moved by Commissioner Hemer and seconded by Vice Chair Parks to approve the June 24, 2014, Planning Commission minutes as presented. The motion passed unanimously.

2.2 July 22, 2014

It was moved by Commissioner Barbur and seconded by Commissioner Anderson to approve of July 22, 2014, Planning Commission minutes as presented. The motion passed unanimously.

3.0 Information Items

There were no information items.

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

Craig Lomnicki, 4420 SE Johnson Creek Blvd, explained to the Planning Commission that he believed the standards for rear yard setbacks were not properly applied to the property under construction at 4530 SE Brookside Dr. He would like the Commission to review how it defined a setback; there currently was no definition of 'setback' in the code.

Denny Egner, Planning Director, suggested that the Commission schedule a time in the future

to talk about this issue further.

Peter Watts, City Attorney, noted that since the subject was not notified and was not on the agenda, the Commission should not discuss it toward a decision.

Mr. Lomnicki clarified that he suggested the Commission review this issue. He noted that the property had requested a Type II variance which was currently under review.

Mr. Egner said there was no variance needed for the issue Mr. Lomnicki was describing. He added that the question at hand was if the Commission wanted to use the same method of measurement and definition in the future. Staff would schedule a worksession. He clarified that this issue was not related to the variance request currently under review.

5.0 Public Hearings

- 5.1 Summary: Removal of the 21st Avenue Extension from the Comprehensive Plan
Applicant: City of Milwaukie
File: CPA-14-01
Staff: Li Alligood

Chair Bone called the hearing to order and read the conduct of legislative hearing format into the record.

Li Alligood, Senior Planner, presented the staff report via PowerPoint. She reviewed the proposal to remove the planned 21st Avenue Extension from the Downtown and Riverfront Land Use Framework Plan as initiated by City Council. The extension required dedication and construction of 21st Avenue with development. She oriented the Commission to the site, vicinity, and zoning designation, and reviewed the history of the document.

Ms. Alligood noted the key questions and approval criteria for the proposal

Would the benefit of the proposal outweigh the potential impacts to the adjacent property owners?

- The removal of the extension would protect the Ledding Library and Scott Park;
- But, it affected the redevelopment potential of larger lots to the north that had limited access to them; the extension would allow for development of those properties.

Was the public need best satisfied by this proposed amendment?

- It protected the park and allowed for the library expansion without added dedication to the property;
- Other options to consider were to retain a bike/pedestrian connection or removing only a portion of the extension, etc.

Ms. Alligood reviewed the staff recommendation for the Commission to recommend approval to City Council of the amendment with the findings of approval, and she reviewed the decision-making options.

Vice Chair Parks asked what a bike/pedestrian connection would look like, where it could go, and what benefit it would provide.

Ms. Alligood responded that it was difficult since Spring Creek was located north of Scott Park

and had a natural resource overlay on it, which would require certain infrastructure that involved mitigation and public dedication. The extension itself would be constructed incrementally as properties were developed.

Commissioner Barbur verified that if the extension were removed, the Commission would have to include in the recommendation to add or retain a bike/pedestrian connection.

Chair Bone understood the intent of the original extension requirement, but she was concerned about removing it altogether since it would take away the potential network for the future. Did it need to be wholesale removed?

Ms. Alligood pointed out that simply removing the planned 21st Ave extension would not necessarily remove the requirement of those properties to build public street access when they were developed. The primary concern of Council was related to the library and park properties.

Commissioner Hemer noted that in the Downtown and Riverfront Framework Plan: Public Area Requirements – 1.7 General Circulation Bikeway diagram the bikeway map did not involve the 21st Ave extension; it rerouted down Main St.

Chair Bone called for public testimony. There was none.

The Commission deliberated.

Commissioner Hemer felt that the benefit of allowing for Scott Park to remain as is was more benefit to the community than it was detrimental to any property owner.

Chair Bone said that if the extension were removed, it would actually allow for more flexibility for those properties to develop.

Vice Chair Parks responded that, since the second criterion of if the public need was best satisfied by the amendment and removal of the extension would preserve the library and the park, the criterion was met.

It was moved by Vice Chair Parks and seconded by Commissioner Anderson to recommend approval to City Council of legislative application CPA-14-01 to remove the 21st Avenue Extension from the Comprehensive Plan. The motion passed unanimously.

6.0 Worksession Items

- 6.1 Summary: Moving Forward Milwaukie Draft Plan and Code Amendments –
Development Standards
Staff: Li Alligood

Li Alligood, Senior Planner, presented the staff report via PowerPoint and noted that this was the second in a series of four scheduled worksessions with the Commission to review the draft amendments. The first phase of the Moving Forward Milwaukie was focusing on downtown and the piece of the package tonight was regarding development standards. She reviewed the project goals to remove barriers, create incentives, and to implement the downtown vision of a vibrant and pedestrian-friendly downtown. She noted the discussion schedule.

The proposed revisions to the development standards would provide more flexibility and clarify, and would ensure development was attractive and pedestrian-friendly. She reviewed the standards, their intent, and existing and proposed standards for each:

Minimum Lot Size

- Allow for small-scaled development desired throughout downtown.
- There were five different zones in downtown and the minimum lot size ranged between those zones from 750 to 10,000 sf, which did not encourage smaller-scaled development.
- The proposed minimum was 750 sf throughout downtown which would allow for creative residential and commercial development.

Floor Area Ratio (FAR)

- FAR ensured that the intensity of development was controlled and where it should be, and that land was being used efficiently.
- FAR was the area of square footage to the area of the site. For example, 0.5 FAR would be a single-story building covering 50% of the site, or a two-story building covering 25% of the site, etc.
- Current standard varied from 0.3:1 – 1:1 in the different zones; the proposal would be a minimum 0.5:1 north of Scott St and 1:1 for the rest of downtown. What was most frequently seen along a downtown Main Street was a 2:1 FAR.

Building Height

- Minimum and maximum building height standards promoted a compatible building scale and consistent streetscape.
- Existing standards was minimum 35 ft (2 stories) on Main St and 25 ft throughout the rest of downtown; and maximum 45 ft (3 stories) in the downtown storefront zone and 65 ft (5 stories) north of North Main and south of Washington St.
- The proposal was a reduction to a minimum of 25 ft (i.e. a tall 1-story) on Main St, maximum of 45 ft (3 stories) throughout downtown, and 55 ft (4 stories) north of North Main. A 1-story height bonus for the inclusion of residential development would be allowed to incentivize residential as it created a more active downtown.
- **Ms. Alligood** referred to Attachment 3 Page 11 of the packet which had a more detailed map of the height standards, existing and proposed. She clarified that staff had not determined if the standards should be feet or stories, but most likely would be height by feet as was best practices.

Build-to Lines

- Ensured compatibility and a continuous vertical 'street wall'.
- Existing standard was 0-10ft, with 0 ft along Main St between Scott St and Lake Rd.
- The proposal was to extend the 0 ft standard along Main, Harrison, Monroe, Washington and Adams streets; 10 ft standard elsewhere.

Frontage Buildout Requirement

- Ensured that buildings were built to the front of the lot and worked with the setbacks/build-to lines to maintain the 'street wall.'
- There was no current requirement and the proposal would establish a minimum frontage buildout for new development.
- **Mr. Egner** noted that to have a consistent street wall along Main St, standards would need to be a 0 ft setback for the build-to line and 100% of the frontage occupied by a building (i.e.

buildout) with a possible up-to 25% exception for a plaza or the like. As for the connector streets, standards would be 75% frontage, which could allow for a driveway, etc., and those streets off of McLoughlin Blvd would be 50% and could have surface parking.

Ground Floor Windows/Doors

- Ms. Alligood noted the intent was to enhance street safety and provide interesting ground-level features for pedestrians. The percentage was of the total area of the first 15 ft (height) of the front of the building. She referred to Attachment 6.
- The existing standard was 50% coverage only along Main St, with no requirements elsewhere.
- The proposal was to increase the requirement for Main St to 60% coverage and add 30% on McLoughlin Blvd and 40% coverage elsewhere. Adding a standard for McLoughlin Blvd was important as it was the gateway to downtown and would also be viewed from Riverfront Park.

Off-Street Parking Requirements

- **Ms. Alligood** noted that the off-street requirements in north and south downtown have been identified as a barrier to development for years. The current requirements, coupled with other standards, essentially triggered the need for structured parking which was expensive. Not requiring surface parking would help achieve the desired character of downtown.
- Currently there were no requirements for new development south of Harrison St or north of Washington St, but elsewhere was the same requirement as the rest of Milwaukie. The proposal was to require 1 off-street parking spot per residential dwelling unit, but no minimum for other uses.
- **Mr. Egner** noted the concept of decoupling the parking space from the residential dwelling unit. Parking would not be required per unit but a certain amount of parking would be available for purchase separately. Unlike what was happening in Portland, when staff met with developers, the feedback was that the market in Milwaukie would call for some residential parking to be available.

Chair Bone asked where staff was considering the end of Main St.

Ms. Alligood responded that Main St would be its entirety although some areas north of North Main would have some allowances with regard to FARs, build-to lines, height requirements, etc. That area was less accessible so may not be where future commercial development was concentrated but different blends of development may be possible like ground-floor residential, etc.

Commissioner Hemer asked about allowing for the second story to be built to the build-to line but have the ground floor have a 10 ft setback, essentially set in for a seating area, etc.

Mr. Egner responded that staff had been discussing that as an option, to allow for a by-right exception for that scenario, with the standard of up to 25% of the block.

Commissioner Hemer asked about balancing the height difference that would occur at the dip of McLoughlin Blvd and Washington St if the same building height would apply there as elsewhere in downtown. For example, if the 45 ft requirement applied, the view from Main St at Washington St or Dogwood Park would be the top of the building.

Mr. Egner and **Ms. Alligood** agreed but since that site was complex, it would have to be determined how to assess height, etc., and added that it was in the flood plain which added to the complexity of how to best develop that site.

Commissioner Hemer asked for clarification of the use of linear versus square feet in determining window/door coverage percentages.

Ms. Alligood responded that the standard was for the area of the building facing the street, and that often standards required that the coverage be between certain dimensions of the first floor height, i.e. between 3 and 10 ft, etc.

Ms. Alligood noted that the next couple of worksessions would involve a lot of new and revised standards with regard to design standards and review procedures.

Mr. Egner explained that the intent was to create dimensional design standards based on the guidelines outlined in the Downtown Design Guidelines document.

7.0 Planning Department Other Business/Updates

8.0 Planning Commission Discussion Items

9.0 Forecast for Future Meetings:

- | | |
|-------------------|--|
| October 28, 2014 | 1. Worksession: Moving Forward Milwaukie Draft Plan and Code Amendments – Design Standards |
| November 12, 2014 | 1. Worksession: Moving Forward Milwaukie Draft Plan and Code Amendments – Downtown Design Review |

Mr. Egner noted that City Council had requested that revisions to the Limited Commercial (C-L) zone along 32nd Ave corridor that would allow for eating establishments be accelerated. Therefore, there would be a public hearing probably in December. Also, there would be an update provided to Council regarding economic development at the next meeting on October 21, and he encouraged the Commission to attend.

Meeting adjourned at approximately 8:37 p.m.

Respectfully submitted,

Alicia Martin, Administrative Specialist II


Sine Bone, Chair