



AGENDA

MILWAUKIE PLANNING COMMISSION Tuesday September 27, 2011, 6:30 PM

**MILWAUKIE CITY HALL
10722 SE MAIN STREET**

- 1.0 Call to Order - Procedural Matters**
- 2.0 Planning Commission Minutes – Motion Needed**
 - 2.1 August 9, 2011
 - 2.2 August 23, 2011
- 3.0 Information Items**
- 4.0 Audience Participation – This is an opportunity for the public to comment on any item not on the agenda**
- 5.0 Joint Session Items**
 - 5.1 City Council Study Session
 - Summary: Residential Development Standards
 - Staff Person: Katie Mangle and Susan Shanks
- 6.0 Worksession Items**
- 7.0 Planning Department Other Business/Updates**
- 8.0 Planning Commission Discussion Items – This is an opportunity for comment or discussion for items not on the agenda.**
- 9.0 Forecast for Future Meetings:**
 - October 11, 2011 1. Worksession: South Downtown: New zoning approach
 - October 25, 2011 1. Public Hearing: CSU-11-02 Ukrainian Bible Church

Milwaukie Planning Commission Statement

The Planning Commission serves as an advisory body to, and a resource for, the City Council in land use matters. In this capacity, the mission of the Planning Commission is to articulate the Community's values and commitment to socially and environmentally responsible uses of its resources as reflected in the Comprehensive Plan

1. **PROCEDURAL MATTERS.** If you wish to speak at this meeting, please fill out a yellow card and give to planning staff. Please turn off all personal communication devices during meeting. For background information on agenda items, call the Planning Department at 503-786-7600 or email planning@ci.milwaukie.or.us. Thank You.
2. **PLANNING COMMISSION MINUTES.** Approved PC Minutes can be found on the City website at www.cityofmilwaukie.org
3. **CITY COUNCIL MINUTES** City Council Minutes can be found on the City website at www.cityofmilwaukie.org
4. **FORECAST FOR FUTURE MEETING.** These items are tentatively scheduled, but may be rescheduled prior to the meeting date. Please contact staff with any questions you may have.
5. **TME LIMIT POLICY.** The Commission intends to end each meeting by 10:00pm. The Planning Commission will pause discussion of agenda items at 9:45pm to discuss whether to continue the agenda item to a future date or finish the agenda item.

Public Hearing Procedure

Those who wish to testify should come to the front podium, state his or her name and address for the record, and remain at the podium until the Chairperson has asked if there are any questions from the Commissioners.

1. **STAFF REPORT.** Each hearing starts with a brief review of the staff report by staff. The report lists the criteria for the land use action being considered, as well as a recommended decision with reasons for that recommendation.
2. **CORRESPONDENCE.** Staff will report any verbal or written correspondence that has been received since the Commission was presented with its meeting packet.
3. **APPLICANT'S PRESENTATION.**
4. **PUBLIC TESTIMONY IN SUPPORT.** Testimony from those in favor of the application.
5. **NEUTRAL PUBLIC TESTIMONY.** Comments or questions from interested persons who are neither in favor of nor opposed to the application.
6. **PUBLIC TESTIMONY IN OPPOSITION.** Testimony from those in opposition to the application.
7. **QUESTIONS FROM COMMISSIONERS.** The commission will have the opportunity to ask for clarification from staff, the applicant, or those who have already testified.
8. **REBUTTAL TESTIMONY FROM APPLICANT.** After all public testimony, the commission will take rebuttal testimony from the applicant.
9. **CLOSING OF PUBLIC HEARING.** The Chairperson will close the public portion of the hearing. The Commission will then enter into deliberation. From this point in the hearing the Commission will not receive any additional testimony from the audience, but may ask questions of anyone who has testified.
10. **COMMISSION DISCUSSION AND ACTION.** It is the Commission's intention to make a decision this evening on each issue on the agenda. Planning Commission decisions may be appealed to the City Council. If you wish to appeal a decision, please contact the Planning Department for information on the procedures and fees involved.
11. **MEETING CONTINUANCE.** Prior to the close of the first public hearing, *any person* may request an opportunity to present additional information at another time. If there is such a request, the Planning Commission will either continue the public hearing to a date certain, or leave the record open for at least seven days for additional written evidence, argument, or testimony. The Planning Commission may ask the applicant to consider granting an extension of the 120-day time period for making a decision if a delay in making a decision could impact the ability of the City to take final action on the application, including resolution of all local appeals.

The City of Milwaukie will make reasonable accommodation for people with disabilities. Please notify us no less than five (5) business days prior to the meeting.

Milwaukie Planning Commission:

Lisa Batey, Chair
Nick Harris, Vice Chair
Scott Churchill
Chris Wilson
Mark Gamba
Russ Stoll

Planning Department Staff:

Katie Mangle, Planning Director
Susan Shanks, Senior Planner
Brett Kelder, Associate Planner
Ryan Marquardt, Associate Planner
Li Alligood, Assistant Planner
Alicia Martin, Administrative Specialist II
Paula Pinyerd, Hearings Reporter

CITY OF MILWAUKIE
PLANNING COMMISSION
MINUTES
Milwaukie City Hall
10722 SE Main Street
TUESDAY, August 9, 2011
6:30 PM

COMMISSIONERS PRESENT

Lisa Batey, Chair
 Scott Churchill
 Mark Gamba
 Russ Stoll

STAFF PRESENT

Katie Mangle, Planning Director
 Kenny Asher, Community Development &
 Public Works Director

COMMISSIONERS ABSENT

Nick Harris, Vice Chair
 Chris Wilson

1.0 Call to Order – Procedural Matters

Chair Batey called the meeting to order at 6:34 p.m. and read the conduct of meeting format into the record.

2.0 Planning Commission Minutes

2.1 June 1, 2011 PC/DLC Joint Session

Commissioner Gamba moved to adopt the June 1, 2011 Planning Commission/Design and Landmarks Committee (DLC) Joint Session meeting minutes. Commissioner Stoll seconded the motion, which passed 3 to 0 to 1 with Chair Batey abstaining.

3.0 Information Items – None.

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

Jeff Klein, 4479 SW Logus Rd, Milwaukie, OR, noted that the idea of putting a restroom in the parking lot across the street from City Hall was being discussed. In addressing this issue, he stated that he was speaking both as an individual, and as a board member of Celebrate Milwaukie, Inc. (CMI), one of the partners being looked at to accomplish that goal.

- CMI had requested that more information be gathered on the issue. They had not yet come to a conclusion or a formal resolution to give money toward the project and had reservations about doing so.

- 40 • The proposed bathroom was to be utilized by farmers market customers and TriMet
41 employees. They hoped to have the bathroom operational by the opening of next year's
42 farmers market; however, CMI was not in a rush as port-a-potties were available.
- 43 • The Planning Commission, staff, City Council, and many citizens have long wished to have
44 the buses not layover around City Hall; however, they were still here and would continue to
45 be because of the public facilities the bus drivers could use 5 days a week and the
46 convenience store located in the area.
- 47 • When he was on the Commission, an application was submitted for the Southgate Park
48 & Ride facility. The Commission had requested on a couple different occasions that
49 TriMet install a restroom at the Southgate facility, so bus layovers could happen at that
50 location rather than near City Hall; however, there always seemed to be an excuse not
51 to install the restroom at that facility.
- 52 • Funding for the proposed restroom would come from TriMet, and there was a hope that
53 money would also come from CMI.
- 54 • When TriMet built the Jackson Street Improvements, transit locked in City Hall on three
55 sides, making the building a tough sell. Putting a bathroom across the street would keep
56 TriMet doing layovers downtown.
- 57 • Having a bathroom across the street was a good idea, but not to keep things that
58 citizens do not want downtown.
- 59 • If the restroom idea continued, the application would eventually come to the Commission.
60 He hoped they would ask questions, including: why this was being done, who would benefit
61 from it, whether this was really what the citizens wanted, and whether this benefited citizens
62 or an outside entity while creating the issues that citizens have expressed they no longer
63 want.
- 64 • He responded to questions from the Commission as follows:
- 65 • He believed that 3 or maybe 4 port-a-potties were currently provided by CMI during the
66 farmers markets.
- 67 • CMI also questioned how many stalls would be provided in the permanent restroom and
68 if they would need to provide additional port-a-potties whether or not a single, permanent
69 restroom structure was built.
- 70 • What was being proposed for the structure was uncertain, but CMI understood that they
71 would need to provide additional port-a-potties.

72

73 **Commissioner Stoll** asked if the City still intended to encourage development on that block.

74

75 **Chair Batey** stated that staff could respond to that question during Agenda Item 7.0.

76

77 **5.0 Public Hearings** – None.

78

79 **6.0 Worksession Items**

80 6.1 Summary: Baseball & Tacoma Station Area Planning (TGM Grant)

81 Staff Person: Katie Mangle & Kenny Asher

82 **Katie Mangle, Planning Director**, stated she and Mr. Asher would be giving a joint
83 presentation, because although these were two separate projects, they were related. The
84 Tacoma Station Area Planning would be more directly the work of the Commission, but the
85 baseball discussion would lay the groundwork for her presentation.

86

87 **Kenny Asher, Community Development & Public Works Director**, presented the staff report
88 on the baseball proposal as it related to the Tacoma Station Area Planning Project. The
89 baseball facility would be located at the ODOT maintenance yard, indicated as Site 3 on
90 Attachment 1. The facility would be for a Single A baseball team, a lower level than the AAA
91 Portland Beavers. Single A tended to have smaller venues, was more intimate in scale, and
92 provided for a more family friendly, minor league experience with cheaper ticket prices, etc. The
93 Salem-Keizer ballpark off I-5 was an example of a Single A facility. Single A facilities generally
94 had seating for about 4,000 and cost approximately \$20 million, exclusive of land cost, as
95 opposed to the \$50 million to \$60 million proposed for the AAA ballpark in Beaverton. Council
96 was in favor of the ballpark. Although it was not necessarily doable, they wanted staff to
97 continue investigating ways of getting the ballpark done.

98

99 Discussion continued about the baseball facility with staff responding to questions and
100 comments from the Commission as follows:

- 101 • Cost modeling from the Salem-Keizer stadium was researched before Council made the
102 determination that staff should pursue the ballpark idea further. An analysis of return on
103 investment (ROI) and continuing cost would be considered; however, this had not been
104 presented to Council yet. Staff did not plan on promising too much in terms of jobs or ROI.
- 105 • A staff report was presented to Council last week and the media had picked it up. Even by
106 Milwaukie standards, the public process for the ballpark would have to be extraordinary and

- 107 needed to begin now. Transportation planning would need to be looked at and there would
108 probably be amendments involved, including land use amendments.
- 109 • Political will and community will could probably make this project happen, but it was still
110 difficult. Without the political and community will, the project definitely would not happen.
 - 111 • Staff could not currently speak to the costs versus benefits because the analysis had not yet
112 been done. His role would be to represent a franchise in the Northwest League, the Single A
113 league in the region. A team would participate in the deal and ultimately lease the ballpark.
 - 114 • It was possible that other uses that met other needs or provided other community benefits
115 could share the ballpark site.
 - 116 • An architecture firm had determined the stadium could be built and would fit the site.
 - 117 • A site analysis had not yet been done to address the issues of traffic, ingress and egress,
118 freight movement, and actually placing the field on the site.
 - 119 • At the presentation last week, Mayor Ferguson recommended the formation of a task force,
120 and Council would discuss that at their study session at the end of the month.
 - 121 • The most profitable AAA clubs generally seated 7,500, which was one reason the Beavers
122 were not as profitable, they had too many seats to sell. The goal should be to make the
123 ballpark convertible; it could be designed as a Single A facility, but be converted if AAA
124 came back.
 - 125 • Councilor Loomis had been out talking about the ballpark with people since last October.
126 Councilor Miller had been a baseball player. Mayor Ferguson liked the idea a lot. Council
127 Chaimov was always talking about his fantasy baseball team with Mr. Asher. They were all
128 really into baseball. So far, this project had created less backlash than expected, although
129 this project was fully expected to be controversial.
 - 130 • The Salem-Keizer Volcanoes were drawing a lot more fans this year because the Beavers
131 were not here. There was a baseball community here that missed minor league baseball.
 - 132 • Vancouver and Clark County were also chasing a Single A baseball team from the same
133 league, and a team had gone very public with their intention of relocating to Vancouver. A
134 site had been identified at the Clark College campus in Vancouver, and Vancouver hoped to
135 put that deal together in the next month or two. This did not prohibit the Milwaukie from also
136 attracting a Single A team. It could be good to have two teams in the region and have an I-5
137 rivalry going. A team would have to relocate to get a team in Milwaukie as the league would
138 not expand.
 - 139 • Some of the immediate industrial neighbors of the proposed site, like Grand and Benedicts,
140 knew about the idea because they were doing a real estate deal last winter and staff had let

- 141 them know that the ODOT site was sort of in play. Outreach would need to be done. The
142 businesses would be concerned about how trucks would get through the area, but there had
143 not been time for outreach yet.
- 144 • The Beavers left because they needed a new facility. In order to get the Portland Timbers,
145 the MLS required a soccer-only facility and multisport facilities were not allowed. The owner
146 wanted the Timbers deal, and the City of Portland had made some assurances that they
147 would work with him to find a new home for the baseball team; however, after certain
148 proposed sites fell through, Portland gave up on keeping the baseball team.
 - 149 • The Beavers had been reasonably successful. They had struggled because the venue was
150 not very good for watching baseball. The Oregon Sports Authority and others with
151 knowledge said that if an intimate ballpark could be built that was easy to get to and close to
152 the center of the region that had inexpensive ticket prices, a lot of people would attend.
153 Many people attended the Beavers games, probably around 4,000 to 5,000, but it never felt
154 that way, because the stadium was so big.
 - 155 • Staff and Council felt there would be benefits to the city of Milwaukie if the stadium were
156 built. There would be 38 home games in a summer between June and September, and
157 people could get dinner or spend money in the area before or after the game.
 - 158 • Part of the programming was to figure out other uses for the site, so it could be used more
159 than 38 nights out of the year. A mixed use of the site was encouraged, and a performing
160 arts center could be considered.
 - 161 • Several mixed use ideas discussed for site included providing additional sports facilities
162 and expanding the library or City Hall. The existing stone building on the ODOT site
163 would stay, but it would need a new use.
 - 164 • Regarding funding, Council was ready to move forward on the light rail discussion, and
165 some resolution should come about shortly on how they were going to proceed on that
166 commitment. The City did not have the resources to build the baseball facility and would
167 have to bond for it.
 - 168 • They considered the baseball facility being a Clackamas County facility, which would be
169 easier for Milwaukie; however, one city would have to be in the lead, and leadership would
170 need to include raising funds, regardless of how funds were raised. The City did not have a
171 fund for the project, so new money would need to be raised, and that would probably need
172 to go to the voters.
- 173

174 **Ms. Mangle** continued with the staff report, providing a brief overview about the Tacoma Station
175 Area Planning and TGM Grant, noting that the Tacoma Station Study Area was shown on
176 Attachment 1 of the packet. The area north of Sherrett St including the Tacoma Station, shown
177 in red, was in the city of Portland. Staff wanted to find a better use for Site 1, where the
178 Pendleton Woolen Mills building is located, and find a way to connect it to the Tacoma Station.
179 This prompted discussion about how to maintain some of the integrity of the industrial area, but
180 also allow it to connect to that station. Property owners in Portland and Milwaukie felt it was fine
181 for the station to be there, but wanted the area to better serve the neighborhood in some way.
182 Not much opportunity seemed realistic given the challenges the area had being on the highway
183 until the baseball discussion started.

- 184 • These same questions started involving Site 2 and Site 3, which was the baseball site. A
185 baseball stadium would be allowed in the manufacturing zones as a conditional use being a
186 recreational facility, so zoning would not need to be changed. The manufacturing zone was
187 rather limited with a little bit of retail allowed, but only if related to the onsite manufacturing.
- 188 • In hearing from Council about pursuing baseball, staff began discussions with the State to
189 see if funding was available to explore intensifying the uses in the Tacoma Station area.
- 190 • Coincidentally, Metro adopted a new Title 6, which made changes to the Metro Functional
191 Plan with regard to station areas, main streets, town centers, etc. These new standards
192 provided incentives for cities to cap trips going to a site, enabling them to use lower trip
193 generation ratios in traffic studies, ultimately allowing for more intense development.
- 194 • The City received a grant from the State TGM program to study how Milwaukie could better
195 utilize the land areas shown in purple on Attachment 1 given their proximity to the Tacoma
196 Station. The \$130,000 grant would be used to assist mostly with traffic modeling. A small
197 City match was required, as well as a lot of staff time. Studies had been done on this area in
198 the past, and staff would be sure to use any information that was already available.
 - 199 • Staff would work with the community to develop scenarios that envision what the area
200 could be if more intensively used, only one scenario would include baseball since it was
201 not a sure thing.
 - 202 • One example of a more intense use was the industrial area in the central east side in
203 Portland, which included some restaurants, bars, and galleries. Loosening the zoning in
204 the study area would allow for a more eclectic mix, without a big change. A bigger scale
205 development might also be possible.
 - 206 • It was important to understand the traffic and the outer parameters of what could be
207 done in the area without busting the system, which was the purpose of the grant funding.

- 208 • Staff was working with the State to develop the scope of work, which ODOT and Council
209 would agree to by signing an intergovernmental agreement (IGA). Data collection would
210 probably begin in December/January with more of the public process starting in February.
211 The City would have until June 2013 to finish. Susan Shanks, Senior Planner, would be
212 managing the project.
- 213 • Staff sought feedback from the Commission about whether they wanted to be involved in the
214 scoping and how they envisioned being involved in the baseball and Tacoma Station Area
215 Planning projects.

216

217 The Commission and staff further discussed the Tacoma Station study and TGM grant with
218 these comments:

- 219 • McLoughlin Blvd/Hwy 99 underneath the Springwater Corridor was the only connection
220 between Site 1 and areas to the south. A different access was being considered to these
221 sites from the Springwater Corridor than one running along McLoughlin Blvd. Staff believed
222 Main St would likely be that access.
- 223 • Physical access to the Tacoma Station from the neighborhoods, the three sites, and
224 both sides of McLoughlin Blvd would be part of the study.
- 225 • The study could result in two different outcomes. One would be map and Code
226 amendments if different uses other than manufacturing and production were wanted in
227 the area, which would include adopting an overlay or instituting new zoning. The other
228 outcome would be an action plan for both Portland and Milwaukie as far as the capital
229 projects that needed to be considered, such as sidewalk connections, connections and
230 improvements to the Springwater Trail, access between Sites 1 and 2, and the west side
231 of McLoughlin Blvd.
- 232 • While traffic was not encouraged to get off McLoughlin Blvd/Hwy 99, any impacts to Hwy 99,
233 a State highway, needed to be studied to ensure that the transportation demand could be
234 managed so that any development intensification would not increase trips onto the highway
235 in a way that ODOT would not allow. ODOT would still drive the performance of the highway
236 and its function.
- 237 • Access into Milwaukie would come from Main St, but also from Ochoco St and Milport
238 Rd. Access was available for those coming northbound but not southbound.
- 239 • For this study, staff was trying to understand the capacity of the existing transportation
240 conditions. Before proposing any new uses, and approaching ODOT about changes to
241 Hwy 99, it was important to understand what existing capacity was available and if small

- 242 changes could be made to intensify the area. Further study and planning would be done
243 after consensus was reached on a vision and action plan for the area.
- 244 • At least one alternative would have to comply with Title 6, so staff would test the new
245 Metro Title 6 as a way to scale down the transportation impact to Site 1. The idea was
246 not to force the development of highway-oriented, suburban, big parking lot trip
247 generation standards if the development was designed and regulated to be a lower trip
248 generator due to parking management, mixed use, etc. The new Title 6 standards would
249 allow the City to develop more.
 - 250 • Site 2 was losing some of its property to light rail. The business was being relocated, but
251 some of the property would still be in use. Most of the area was surface storage; not a lot of
252 buildings existed.
 - 253 • The TGM grant was not a visioning exercise. Some assumptions regarding future
254 development, such as with or without a ballpark or some other development, would be used
255 to answer some questions about transportation of all modes. The process would also
256 provide a little better sense about the kind of development people could image there and
257 support. However, the grant could not encompass a full community visioning process.
 - 258 • The owner of Site 1, the Bishop family of the Pendleton lineage, did a pre-application
259 conference about a year ago to consider a rezoning to get the highest and best use of the
260 property, but the City did not have a good zone to apply. They did not want the same kind of
261 zoning as the Albertson's site and have another big box there. In addition, if they wanted to
262 rezone, traffic studies would be needed to demonstrate any kind of intensification, so the
263 owner did not return; however, that owner wrote a letter of support for the application, and
264 has been a willing partner.
 - 265 • Regarding the Oregon Worsted proposal, TriMet responded that surface parking would not
266 work at all, but that the proposal to help them build structure parking might help if it was
267 going to be within the proposed baseball project, but at the moment it was not. The door
268 was left ajar on the larger park and ride, but closed on the smaller park and ride.
 - 269 • Staff was currently working on the Residential Development Standards project, Commercial
270 Core Enhancement Program, Electronic Sign Code amendments, South Downtown Concept
271 Plan, and now these two projects. The TGM grant was a priority because Council had made
272 the baseball stadium a priority. Had the Council not made it a priority, the City probably
273 would not have accepted the grant as staff also had concerns about workload.

- 274 • The Residential Development Standards Project was a priority to finish, and was well
275 underway. Staff would be return in September for a worksession, but there was still a lot
276 of work left to do.
- 277 • The Commission was asked to help keep the Electronic Sign Code project narrow so it
278 could be finished without spending too much time. Staff was not working on the bigger
279 Sign Code amendments yet.
- 280 • The South Downtown Concept Plan was a priority primarily because of the light rail
281 project and the station needing to be built. Current zoning prevented any development in
282 that area.
- 283 • The entire staff would be working on all the different projects. Having the Natural
284 Resources project completed freed up a lot of the Planning Department project manager
285 Brett Kelper's time.
- 286

287 **Mr. Klein** addressed the Commission with the following comments:

- 288 • He stated that he was not against the idea of baseball in Milwaukie, but it deserved further
289 discussion. Supposing the baseball project did cost \$20 million, that amount amortized over
290 20 years would be \$1 million per year without the interest. With 38 home games and 4,000
291 seats, \$6 to \$7 per ticket would need to go toward that cost, and the whole place would
292 need to sell out over that 20-year period.
- 293 • The Portland Beavers had gone from a AAA to a AA, back to a AAA and now they were
294 gone. No one would buy a Single A baseball team and build a \$20 million stadium. Even
295 the St. Paul Saints, one of the most successful minor league franchises, took money
296 from that City to help build that stadium.
- 297 • The South Downtown Concept Plan was \$48 or \$49 million, light rail was \$5 million, and
298 Riverfront Park was \$15 to \$17 million; all were wonderful projects to discuss. However,
299 funding for Phase 2 of the Logus Rd Sidewalk Project was not available. When do those
300 things take place?
- 301 • These projects were trying to generate revenue to generate revenue on something else. The
302 City was leveraging many projects. He noted how Wall Street borrowed on an asset, and
303 then borrowed on that asset repeatedly until eventually that asset failed, and they owed 17
304 times the value of that asset. At some point in time, the City needed to start seeing returns
305 on these investments.

- 306 • Long ago, one of the mayors said that every \$1 invested in the downtown returned \$2 to
307 the neighborhoods, but that \$2 never come back to the neighborhoods and yet the City
308 kept investing that money that was out there. That was a real problem.
- 309 • Transportation industries are normally located on the outside of town on major
310 thoroughfares with access to freight, roads, etc. Milwaukie was a good location for that
311 because it was close to Portland. Now, so much had been developed around the North
312 Industrial Area that eventually it would no longer be transportation-based, as the land was
313 too valuable to be a couple of dollars a square foot for storage.
- 314 • It was smart to have conversations about uses/intensification, because that industrial area
315 would change. As transportation moved out of the North Industrial Area and the value of the
316 property increased, what uses could be considered other than just baseball?
- 317 • It would be interesting to look at rezoning the area for an office park. Kruse Way, the
318 beautiful office park in Lake Oswego right off I-5, had brought many jobs and prompted
319 further development in that area.
- 320 • One property owner was already interested in rezoning. Rezoning would take money,
321 but often such funding came from owners and developers rather than the City of
322 Milwaukie. Other City projects could be funded from money earned off such a project.
- 323 • Milwaukie was a center hub for transportation. As light rail came through, even more
324 transportation would be available, so even more people could come into Milwaukie and
325 be able to utilize an office area like that.
- 326 • He noted it would have been nice to have the option to consider running light rail along
327 McLoughlin Blvd to provide the option for some of those uses.
- 328 • It was about vision and thinking about what the City was going to do and where they wanted
329 to be 20 or 50 years in the future. They must be able to make these changes on the fly and
330 be able to make correct investments. Cities could not afford to make mistakes, and two of
331 the noted projects were already in the \$60 to \$70 million range.

332

333 **Ms. Mangle** stated that she presumed the Planning Commission would probably be involved in
334 the TGM project in some way, adding that a Commissioner could probably be on the citizen's
335 committee and that worksession updates would be provided.

336 • The scope of work would be developed over the next 2½ months and feedback was
337 welcome if anyone wanted to see the scope in draft form.

338 • She explained that the City did not handle the money with the TGM program because the
339 State paid the consultants directly. The City signed an IGA committing to do their part in the

340 work on the project, but the consultants actually worked for the State, so it was a 3-way
341 relationship. Once the scope of work was done and the budget determined, the scope of the
342 project was set.

343
344 The Commission requested a brief, informal update at each meeting on the progress of the
345 scope of work. Staff would email the draft scope of work to the Commissioners when completed.

346

347 **7.0 Planning Department Other Business/Updates**

348 **Mr. Asher** gave an overview of the evolution of the downtown restroom project, which
349 originated with Mayor Ferguson, either on his own or in conversation with former Mayor Jim
350 Bernard, wanting to replace the port-a-potties with a more permanent structure that could be
351 relocated when needed. The structure would be similar to those found at park facilities.

- 352 • The Mayor was interested in the project because TriMet had the need and potentially the
353 funding to pay for the restroom. The Mayor had shared that CMI was interested in
354 contributing in order to make it available for farmers market patrons, but not the public.
- 355 • The restroom structure would replace, not be in addition to, the port-a-potties and be
356 available to and maintained by TriMet for TriMet operators rather than having them use City
357 Hall and the port-a-potties. The restroom would be available to CMI on Sundays during
358 market season.
- 359 • Mayor Ferguson had asked if City staff could help with the permitting, sewer, and water
360 connections, building inspections, etc.
- 361 • The project had been languishing for a year. TriMet's current fiscal year budget included
362 \$85,000 for this restroom facility. Associate Planner Li Alligood had been talking to TriMet to
363 figure out who would maintain the facility and how it would all work. In talking with Mr.
364 Bernard, staff understood CMI would agree to contribute funds and maintain and open the
365 facility on Sundays, while TriMet would agree to maintain the facility at all other times and
366 have it available for their operators. This arrangement was being processed and drafted
367 under the assumption that both parties would agree.
- 368 • From email correspondence, it appeared that communication had not been that good, as
369 CMI had many questions.

370

371 **Ms. Mangle** added that until there was an actual IGA, it was not an actual project. The draft IGA
372 was important in that it would outline the assumptions, costs, and agreements. However, until
373 the three parties agreed to the IGA, there really was no project. The goal to open the restroom

374 in time for next year's farmers market might not be met if the IGA was not approved in a timely
375 manner. The facility would have to go through Type III permitting and public hearing for a
376 Community Service Use and Design Review for the use as a standalone bathroom.

377

378 Discussion continued and staff responded to questions about the proposal as follows:

- 379 • CMI's contribution would increase the budget enough to have 2 ADA stalls. The negotiation
380 regarded the needs of TriMet and CMI, as well as the existing funding. Several stalls could
381 be provided, but in an ugly building. Staff has insisted that the building look nice, and not
382 simply a park-like restroom facility.
- 383 • Staff considered locating the restroom on the east side of City Hall, and even on 21st Ave.
384 However, the farther it was away from the farmers market site, the more problematic it was
385 for CMI who wanted it close to all the market patrons.
 - 386 • As some discontinuity seemed to exist about support for the project among CMI board
387 members, and since it was really servicing the City/TriMet, it might be worth
388 reconsidering the east side of City Hall. However, that raised other issues.
- 389 • This was not a City project. Staff was trying to be the regulators on this project and address
390 the design and public works issues. Staff's assumption was that CMI, City Council, and
391 TriMet more or less had a deal. While staff was managing the project, the project did not
392 originate from the Planning Department. Staff had been handed a set of assumptions and
393 was working to coordinate, facilitate, and permit the project.
- 394 • The reason Southgate did not work for TriMet was because the bus routes do not converge
395 at Southgate, but at City Hall, near Harrison St, Washington St, and Hwy 99. TriMet would
396 have operation issues adding 2 extra routes for each bus to layover at Southgate.
- 397 • While the bus routes converged at City Hall, layovers were another question. The City and
398 TriMet had an umbrella agreement stating that over a 10-year period, TriMet would continue
399 to study getting the bus layovers to another location; however, the bathroom's location
400 would probably not drive that decision.
 - 401 • The bathroom would not be permanent and could move if, for example, the farmers
402 market was in the plaza at the south end of town. In addition, the train station building at
403 the south end had bathrooms in it. Where to park the busses was more difficult for
404 TriMet than bathroom facilities.
 - 405 • With continued pressure on TriMet, the City would work with TriMet to find a way for their
406 operators to have access to a facility. The decision to put a bathroom in that location
407 would not cement the layover issue.

- 408 • The Mayor was motivated to move the port-a-potties off one of the most prominent city
409 blocks and clean up the image of downtown. If TriMet would pay to do that, the Mayor saw
410 that as a real benefit to the downtown.
- 411 • It was important that the layover was really studied as the Commission has requested, and
412 the restrooms should be tied to the layover. Higher-quality port-a-potties with better
413 screening could be used that would not be as noticeable. Many things could be done other
414 than a permanent, ADA compliant, hard-walled restroom.
- 415 • Staff could put a reminder in the recitals of the restroom IGA that an existing agreement
416 already said that TriMet would study the layover issue, and that the proposed restroom
417 project did not change that commitment.
- 418 • Hiring a security guard to have the City Hall restrooms open all weekend for TriMet
419 operators and the farmers market would be less expensive than the \$80,000 for a restroom
420 facility. It seemed a solution was actually being crafted for TriMet and less for the farmers
421 market.
- 422 • TriMet had budgeted \$85,000 to take care of the issue, because it served TriMet well.
423 There was an ancillary benefit that the farmers market or CMI was purported to gain.
- 424 • Opening City Hall even with a security guard would potentially raise some issues for the
425 administration. It was already an issue even during the week having City Hall be the
426 TriMet bathroom facility.
- 427 • As currently structured, the restroom project was a relatively low cost to the City.
- 428 • Staff confirmed that busses should not be parking in front of the deli at Main St and 22nd
429 Ave.

430

431 **Ms. Mangle** announced that on August 24, the DLC would hold another worksession on the
432 Kellogg Bridge, which the Commissioners were welcome to attend. The application was
433 submitted yesterday and the DLC Design Review hearing was scheduled for the end of
434 September. The application would come to the Planning Commission at the end of October.

435 • All Commission meetings were now being videotaped and were available on cable. The IST
436 Department had already done all the work to enable staff to put the meetings online via the
437 Granicus system. Within the next month or two, all Commission meetings would probably be
438 online, which turned out to be a lot cheaper and easier than first imagined. Having the
439 meetings online would make it easier for any Commissioner who missed meetings to catch
440 up, and staff would have to attend fewer meetings, because they would be able to watch

441 them in the office during normal work hours. People in the community would also benefit
442 from knowing what the Commission did.

443

444 **8.0 Planning Commission Discussion Items**

445 **Chair Batey** confirmed with Ms. Mangle that the work in Johnson Creek was underway. She
446 also asked if the City's Riverfront Park Klein Point project had gotten started. She was not at the
447 last meeting when JoAnn Herrigel, Community Services Director, presented her staff report on
448 the project.

449

450 **Mr. Asher** replied that Ms. Herrigel was out of town for the next week and he was sure the
451 project would not start this week.

452

453 **9.0 Forecast for Future Meetings:**

454 August 23, 2011 1. Worksession: South Downtown Concept Plan

455

456 September 13, 2011 1. Public Hearing: Electronic Sign Code Amendments
457 2. Worksession: Commercial Core Enhancement Program (CCEP)

458 **Ms. Mangle** stated that the meeting forecast remained unchanged and briefly reviewed the
459 meeting topics. She noted that public outreach had begun regarding the Electronic Sign Code
460 Amendments.

461

462 Meeting adjourned at 8:08 p.m.

463

464

465 Respectfully submitted,

466

467

468

469 Paula Pinyerd, ABC Transcription Services, Inc. for
470 Alicia Stoutenburg, Administrative Specialist II

471

472

473 _____

474 Lisa Batey, Chair

**CITY OF MILWAUKIE
PLANNING COMMISSION
MINUTES
Milwaukie City Hall
10722 SE Main Street
TUESDAY, August 23, 2011
6:30 PM**

COMMISSIONERS PRESENT

Lisa Batey, Chair
Russ Stoll
Public Works Director

STAFF PRESENT

Katie Mangle, Planning Director
Kenny Asher, Community Development &

COMMISSIONERS ABSENT

Nick Harris, Vice Chair
Scott Churchill
Mark Gamba
Chris Wilson

1.0 Call to Order – Procedural Matters

Chair Batey called the meeting to order at 6:30 p.m. She stated that, due to lack of quorum, the meeting was cancelled.

Meeting adjourned at approximately 6:33 p.m.

Respectfully submitted,

Alicia Stoutenburg, Administrative Specialist II

Lisa Batey, Chair



To: Mayor and City Council
Planning Commission

Through: Bill Monahan, City Manager

From: Katie Mangle, Planning Director

Date: September 15, 2011 for September 27, 2011 Study Session

Subject: Residential Development Standards Project Briefing:
Multifamily Development

ACTION REQUESTED

None. This item is for discussion only.

HISTORY OF PRIOR ACTIONS AND DISCUSSIONS

June 17, 2011: Joint Council/ Commission discussion of the Residential Development Standards Project, focusing on the public involvement to date and preliminary recommendations for single family home design.

May 2011: Planning Commission received a progress report on the project and public involvement activities to date.

February 8, 2011: During a joint meeting to discuss the Planning Commission work plan, City Council requested that the two groups meet more frequently to discuss major initiatives. During its discussion of Council Goals for the coming fiscal year, the Council identified the Residential Development Standards project as one which should be discussed with the Commission long before the final proposal enters the public hearing process.

January 2011: The Planning Commission reviewed and provided guidance on the updated public involvement plan and web-based survey.

October 2010: Staff provided the Planning Commission with a project setup summary including the scope of work and project schedule.

March 2010: Staff provided the Planning Commission with a copy of the Intergovernmental Agreement.

March 2010: City Council approved an Intergovernmental Agreement between the City and the State of Oregon that commits the state to funding \$50,000 in consultant time and the City to providing staff time, to prepare draft code amendments based on priorities that were identified in the 2009 *Smart Growth Code Assessment Final Report*. The first phase of the project resulted in the Land Use and Development Review Tune Up amendments (which Council adopted in March 2011). The second phase is the Residential Development Standards project, which will result in a package of proposed amendments to be considered in late 2011.

October 2009: Staff presented the 2009 *Smart Growth Code Assessment Final Report* to Council. Council concurred with the code amendment priorities identified in the report and requested that staff move forward with the next phase of the project.

August 2009: Planning Commission reviewed and provided concurrence on the Action Plan presented in the 2009 *Smart Growth Code Assessment Final Report*.

July - August 2009: Planning Commission held two worksessions to discuss the consultant's code assessment findings prepared during Phase I of the Smart Growth Code Assistance project.

BACKGROUND

Following Council and Planning Commission direction, Planning staff has been actively working on the Residential Development Standards project since the beginning of this year. The project's main objective is to establish a coherent set of modern and community-based zoning code policies to guide infill residential development in Milwaukie.

Staff is leading this project with assistance from a project Steering Committee that includes Planning Commissioners, Design and Landmarks Committee members, NDA representatives, and a City Councilor. The goal of this project is two-fold: (1) to update Milwaukie's site development and building design standards for single-family and multifamily housing outside of downtown, and (2) to develop policies that reflect the community's changing housing needs and preferences.

The project is not proposing to re-zone property or to increase allowed density anywhere in the city. Previous staff reports have focused on public outreach efforts and feedback and staff's preliminary recommendations for changing the City's single-family design standards. This staff report will focus on staff's preliminary recommendations for creating new multifamily design standards.

Need for Multifamily Design Standards

Milwaukie's zoning code does not include any design standards for multifamily residential development. Milwaukie, therefore, may have the lowest requirements in the region for how multifamily development looks and relates to its surroundings. Yet, as shown in Attachment 1, Milwaukie contains many areas that currently allow new or expanded multifamily housing. There is a lot of potential for these areas to be re-developed in the next ten years, especially near the future light rail station in downtown Milwaukie, and it is important that the community have appropriate standards in place.

Multifamily developments tend to include larger and taller buildings, different site layouts, and a larger quantity of parking relative to typical single-family developments. As such, it is important that the City have basic multifamily design standards to support neighborhood character and livability. Standards should guide development toward being a “good neighbor” and a good place for people to live and call home through an emphasis on human-scaled site and building design, quality materials, and basic CPTED (crime prevention through environmental design) principles.



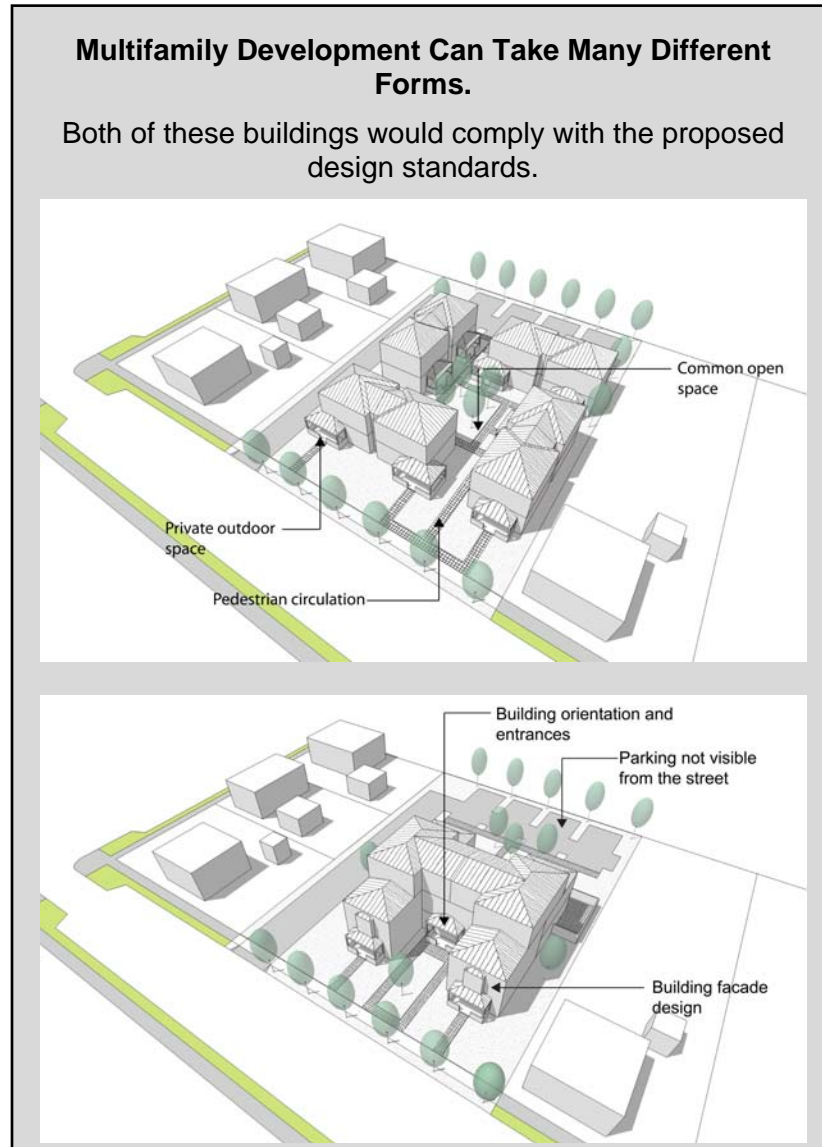
Preliminary Recommendations

Staff is proposing design standards that regulate site and building design and encourage more context-sensitive developments. These design standards would apply in addition to the City’s existing basic development standards (e.g., building height, lot coverage, lot size, density, etc.).

These design standards would apply in the following situations:

- In zones that already allow multifamily residential development.
- To all new multifamily developments with three or more dwelling units on a single lot. Such development may take many forms, e.g., apartment buildings or “flats”, several rowhouses on one lot, garden courtyard buildings, or other multiunit residential developments. Whether occupied as rentals or condominiums, as long as they are on a single lot of record, the development would be reviewed against the multifamily design criteria.¹

¹ Cottage cluster and rowhouse developments that have one dwelling unit per lot, as opposed to several units on one lot, would be required to meet single-family design standards, with some exceptions. .



These design standards were drafted with the following goals in mind:

- Provide the required clear and objective criteria, to be easy to understand and implement.
- Provide an optional set of discretionary criteria, to allow for creative development solutions and community input.
- Be style-neutral, to allow a wide variety of architectural styles.
- Be flexible, to allow reasonable design variations within limits.
- Support livability, to make sure new projects are designed for the needs of the people who will live there.
- Support good design without being cost prohibitive, to keep Milwaukie an affordable place to live.

Each new multifamily development would be reviewed by staff to ensure it meets standards related to each of the following key site and building design principles:

1. **Livability:** Encourage multifamily development that contributes to a livable neighborhood by incorporating visually pleasing design, minimizing the impact of vehicles, emphasizing pedestrian and bicycle connections, and providing public and private outdoor open spaces. Standards would address:
 - Private open space
 - Common open space
 - Vehicle parking
 - Building orientation and entrances
 - Screening
 - Privacy considerations
2. **Compatibility:** Encourage multifamily development that is appropriate in scale to the surrounding neighborhood and maintains the overall residential character of Milwaukie. Standards would address:
 - Building massing
 - Building transitions near edges and lower-density residential areas
 - Building façade design
3. **Safety and functionality:** Encourage multifamily development that is safe and functional by providing visibility into and within a multifamily development and by creating a circulation system that prioritizes bicycle and pedestrian safety. Standards would address:
 - Pedestrian circulation to and through the site
 - Eyes on the street and common open spaces
 - Site lighting
4. **Sustainability:** Encourage multifamily development that promotes elements of sustainability such as energy conservation, preservation of trees and open space, quality building materials, and alternative transportation modes. Standards would address:
 - Building materials
 - Landscaping
 - Energy-efficient design features

Proposed Review Process

Staff is proposing that Milwaukie review multifamily residential development through a process similar to the one recently adopted by the City of Gresham. The process provides two options; an applicant may choose which approach to use. The clear and objective approach uses objective standards that would be reviewed by staff through a Type I process. The City is required by State law to have clear and objective standards for multifamily development. The discretionary approach uses design guidelines that are

intended to provide more flexibility for developers. If an applicant opts for the discretionary approach, the City would review the application through a Type II process (which allows for public review and more discretionary decision-making).

Next Steps

Staff is preparing to hold a public meeting on the draft proposal in October 2011 before finalizing the proposal for Planning Commission review in December 2011.

CONCURRENCE

There is no action with which to concur. Community Services is playing a major role in the public involvement and communication aspects of this project. Community Development supports this project as an important way for the City to prepare the neighborhoods for anticipated development activity that could be attracted by the light rail project.

FISCAL IMPACT

The Planning Department budget for fiscal year 2012 includes \$10,000 for project expenses, if needed, to address Commission or Council needs prior to the public hearings.

WORK LOAD IMPACTS

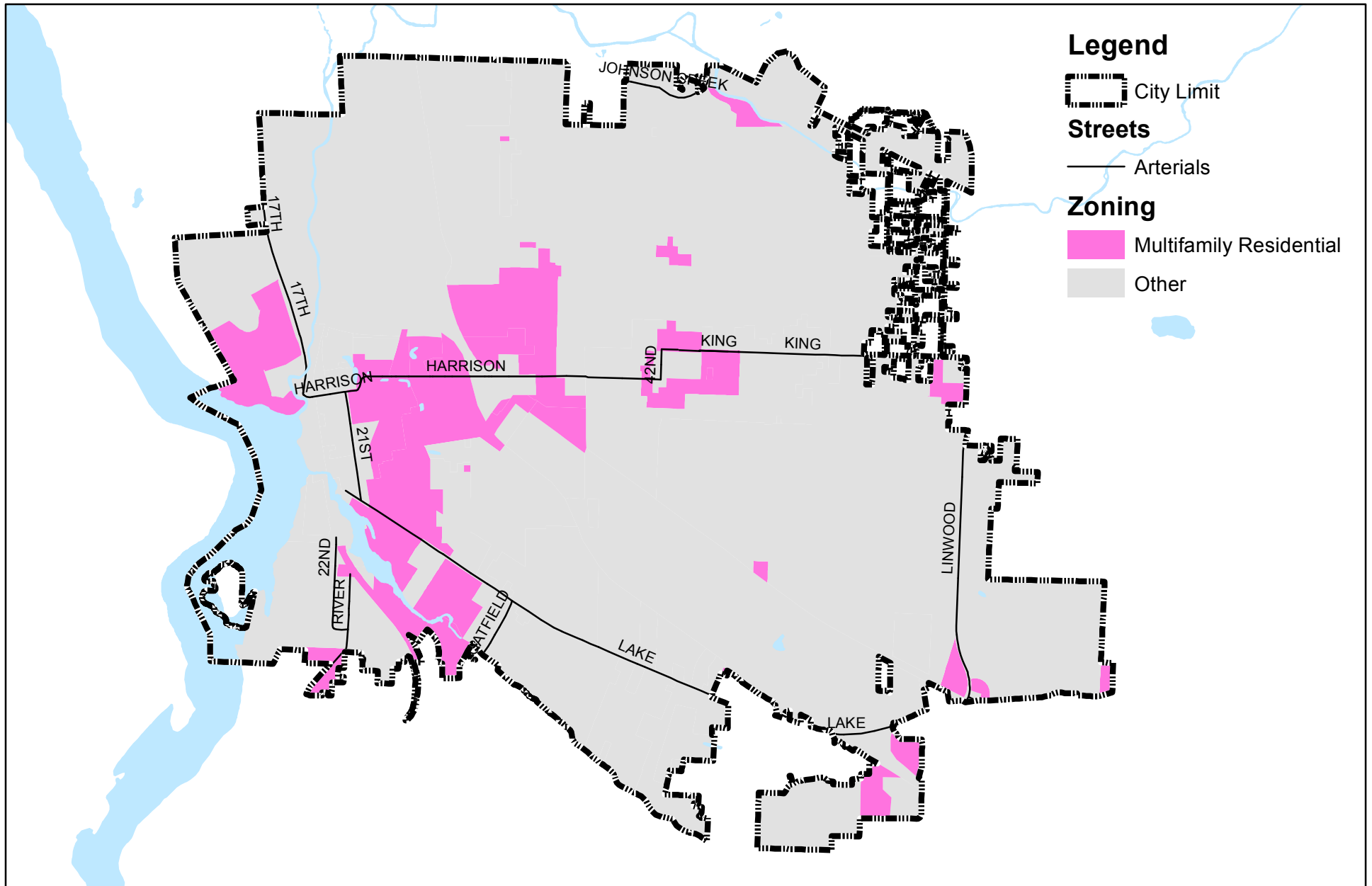
This project is a significant aspect of the Planning Department work load, and will continue to be until proposed amendments are adopted.

ALTERNATIVES

None.

ATTACHMENTS

1. Map of areas where multifamily dwellings are allowed by existing zoning



Multifamily Residential Zones



0 1,000 2,000 4,000 Feet

Author: City of Milwaukie Planning Department, April 2011
Source: City of Milwaukie GIS, Clackamas County GIS, Metro Data Resource Center
All data depicted is approximate.
Not suitable for building or engineering purposes.



MILWAUKIE
Dogwood City of the West