



AGENDA

MILWAUKIE PLANNING COMMISSION and DESIGN AND LANDMARKS COMMITTEE JOINT SESSION

Tuesday, May 28, 2013, 6:30 PM

MILWAUKIE CITY HALL
10722 SE MAIN STREET

- 1.0 **Call to Order - Procedural Matters**
- 2.0 **Meeting Minutes** – Motion Needed
 - 2.1 February 12, 2013, Planning Commission Minutes
 - 2.2 March 6, 2013, Design and Landmarks Committee Minutes
- 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 Summary: Commercial Core Enhancement Program (CCEP) project update
Staff: Li Alligood
 - 5.2 Summary: Fresh Look Milwaukie: Downtown Road Map PSU
Staff: Li Alligood
- 6.0 **Public Hearings** – Public hearings will follow the procedure listed on reverse.
 - 6.1 Summary: Tacoma Station Area Plan (TSAP) *continued from 5/14/13**
Applicant: City of Milwaukie
File: CPA-13-01, ZA-13-01
Staff: Ryan Marquardt
* The Planning Commission closed the public hearing to written and oral testimony at the May 14, 2013 public hearing. This item will only involve Commission Deliberation and Action.
- 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:**
 - June 11, 2013 1. TBD
 - June 25, 2013 1. Public Hearing: CPA-13-02 Stormwater Master Plan
2. Public Hearing: VR-12-05 9925 SE 37th Ave Nordby Variance *tentative*

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. **TIME 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
Clare Fuchs, Vice Chair
Scott Barbur
Sine Bone
Shaun Lowcock
Wilda Parks
Gabe Storm

Design and Landmarks Committee

Greg Hemer, Chair
Chantelle Gamba
Becky Ives

Planning Department Staff:

Steve Butler, Planning Director
Ryan Marquardt, Senior Planner
Li Alligood, Associate Planner
Brett Kelter, Associate Planner
Kari Svanstrom, Associate Planner
Alicia Martin, Administrative Specialist II

**CITY OF MILWAUKIE
 PLANNING COMMISSION
 MINUTES
 Milwaukie City Hall
 10722 SE Main Street
 TUESDAY, February 12, 2013
 6:30 PM**

COMMISSIONERS PRESENT

Lisa Batey, Chair
 Clare Fuchs, Vice Chair
 Sine Adams
 Shaun Lowcock
 Wilda Parks
 Gabe Storm
 Chris Wilson

STAFF PRESENT

Stephen C. Butler, Planning Director
 Ryan Marquardt, Senior Planner
 Brett Kelper, Associate Planner

1.0 Call to Order – Procedural Matters*

Chair Batey 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 November 27, 2012

It was moved by Commissioner Parks and seconded by Commissioner Wilson to approve the November 27, 2012, Planning Commission minutes as presented. The motion passed unanimously.

2.2 December 11, 2012

It was moved by Vice Chair Fuchs and seconded by Commissioner Lowcock to approve the December 11, 2012, 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. There was none.

5.0 Public Hearings—None.

6.0 Worksession Items

6.1 Summary: Transportation System Plan (TSP) Update
 Staff: Brett Kelper

This item was taken out of order and followed Item 6.2.

Brett Kelder, Associate Planner, gave an overview of the TSP, an ancillary document to the Comprehensive Plan, which provides policy direction for transportation matters; addresses various modes (pedestrian, bicycle, vehicles, etc.); identifies projects for implementation; and sets goals to improve livability.

Mr. Kelder noted the TSP was originally adopted in 1997, with a major overhaul in 2007 which involved extensive community involvement. The current update was "light touch" to demonstrate compliance with the State of Oregon's Regional Transportation Plan (RTP). Proposed updates included:

- Adjusting traffic modeling and forecasting to 2035 (currently at 2030).
- Updating maps to reflect completed projects and new projects.
- Updates related to the new Tacoma Station Area Plan (TSAP).

Staff was meeting with the Neighborhood District Associations (NDAs) in the coming week and a Council briefing was scheduled for March 5.

The Commission and staff discussed the following:

- The nature of the TSP and why, for example, the impacts of light rail wouldn't belong in the TSP in great detail. Once light rail was complete, it would be factored into future TSP updates and transportation studies as part of the transportation system.
- Public involvement and opportunities for the public to have input toward projects and priorities.
- Downtown parking concerns - the TSP would address general principles of parking management and the downtown code refresh project would potentially get into more detail about solutions.

Mr. Kelder also clarified that, although the "light touch" approach would affect almost every chapter of the TSP by mostly updating factual information, broad goals and policy changes would require a more extensive public involvement process. However, there would be additional public involvement regarding the prioritization of the proposed projects for this update.

Mr. Kelder addressed some specific questions from Commissions about the downtown parking inventory and designations for the Cash Spot and boat launch locations.

6.2 Summary: Tacoma Station Area Plan (TSAP) Update
Staff: Ryan Marquardt

This item was taken out of order and presented before Item 6.1.

Ryan Marquardt, Senior Planner, introduced the consultant.

Matt Hastie, Angelo Planning Group, presented the staff report via PowerPoint. The presentation focused on implementing the TSAP through the Comprehensive Plan and Zoning Ordinance. He noted the recommended policies and a policy framework for the Comp Plan. He presented the "preferred development scenario" and the four subareas and the proposed projects, and noted that two additional "opportunity sites" had been identified. He said there were several potential transportation improvements, including ways to cross McLoughlin, and outlined zoning recommendations, policy issues, and questions for discussion.

The Commission and staff discussed the following issues:

Overlay Zone Approach

- NR Overlay Zone protections would continue.
- Police/fire access, especially in the secluded area of Subarea 2, should improve as new development occurs.
- The proposed uses were consistent with the current Metro Title 4 “employment” designation.
- Dwelling unit limitations could address any concerns about high-density residential.
- Reasons for an overlay zone, rather than a new zone.

Proposed M Zone Amendments

- Preference to apply to both the North Industrial area or also along Johnson Creek Blvd. If there were major concerns from Johnson Creek Blvd property owners, the broader M Zone amendments would be postponed until another time and removed from the TSAP.

Current Parking Ratios

- There were three options for addressing current parking ratios that were below regional standards for general office, manufacturing, and retail.
- **The Commission** directed staff to raise both minimum and maximum parking ratios to regional standards in conjunction with utilizing traffic demand management strategies.

Mr. Marquardt encouraged Commissioners to email or call staff with any feedback about the other issues they didn't get to tonight.

Mr. Hastie reviewed the timeline for the TSAP process.

Mr. Butler encouraged Commissioners to attend the final stakeholder meeting.

Commissioners Wilson and Fuchs said they might attend.

Chair Batey requested that staff keep the Commission informed about all upcoming meetings on the TSAP.

7.0 Planning Department Other Business/Updates

7.1 Ethics and Conflict of Interest training on Tuesday, February 26, at 5:00 p.m.

7.2 Commercial Core Enhancement Program (CCEP) revised detailed scoping was in progress for a Metro CET grant with a focus on downtown and opportunity sites and less on mandating preparation of an urban renewal plan.

7.3 Updated Planning Commission roster was distributed.

8.0 Planning Commission Discussion Items

8.1 The Downtown Code amendments were approved 4-1 by Council at their February 5 meeting and were scheduled for a second reading on February 19.

9.0 Forecast for Future Meetings:

February 26, 2013 1. Public Hearing: NCU-13-01 Vet Clinic at 10400 SE Main St

- March 12, 2013
2. Worksession: annual Planning Commission work plan
 1. Public Hearing: NCU-13-01 Vet Clinic at 10400 SE Main St
tentative continued

Meeting adjourned at approximately 9:24 p.m.

Respectfully submitted,

Alicia Martin, Administrative Specialist II
Marcia Hamley, Administrative Specialist II

Lisa Batey, Chair

CITY OF MILWAUKIE
DESIGN AND LANDMARKS COMMITTEE
MINUTES
Milwaukie City Hall
10722 SE Main Street
MONDAY, MAY 6, 2013
6:30 PM

COMMITTEE MEMBERS PRESENT

Greg Hemer, Chair
Scott Barbur
Chantelle Gamba
Becky Ives

STAFF PRESENT

Li Alligood, Associate Planner (DLC Liaison)
Kari Svanstrom, Associate Planner

COMMITTEE MEMBERS ABSENT

Jim Perrault, Vice Chair

1.0 Call to Order – Procedural Matters*

Chair Greg Hemer called the meeting to order at 6:40 p.m. and read the conduct of meeting format into the record.

Note: The information presented constitutes summarized minutes only. The meeting audio is available from the Planning Department upon request.

2.0 Design and Landmarks Committee Minutes

2.1 February 4, 2013

DLC Member Chantelle Gamba moved to approve the **February 4, 2013, meeting minutes as presented. DLC Member Becky Ives** seconded the motion. The minutes were approved **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. There was none.

5.0 Public Meetings – None

41 **6.0 Worksession Items**

42 6.1 Summary: Adams Street Connector Lanterns

43 Staff: Kari Svanstrom, Associate Planner

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45 **Kari Svanstrom, Associate Planner**, provided an overview of the Adams Street Connector
46 Lanterns via PowerPoint presentation. This was a follow-up presentation to update the
47 Committee on the process of selecting images for the lanterns and to share the results of an
48 online survey.

- 49 • The Adams Street Connector project schedule had been shifted from construction in
50 summer 2013 to spring 2014.
- 51 • The base project area –starting from the street edge of sidewalk on the eastern side of
52 Main St to the connection with the light rail station – had been funded by a \$450,000
53 grant from Metro. The lanterns were not part of the base project and were not yet
54 funded.
- 55 • The linear plaza area would be finished with pavers rather than scored concrete, so the
56 pavers could be re-used when the full plaza was constructed at the western end of
57 Adams St.
- 58 • The contract to develop construction documents for the lanterns were on the City
59 Council consent agenda for May 7. This contract would allow the architects to complete
60 the design of the lanterns and to coordinate with the landscape architects in designing
61 the infrastructure that would be built as part of the ‘base scope.’
- 62 • **The Committee** discussed parking in the area around the Post Office.
 - 63 • The project would remove on-street parking along Adams St, and would add
64 additional on-street parking spaces on Main St. City staff had had conversations
65 with the Shipleys, who owned property on both the north and south sides of
66 Adams Street, , about providing parking for Post Office and archery store visitors
67 in their private parking lot on the north side of Adams Street.
 - 68 • Main St/Lake Rd would be re-opened to vehicular traffic when light rail
69 construction was completed. Main St could be closed to vehicular traffic to create
70 a plaza for events such as the Farmer’s Market.

- 71 • The lanterns would be wrapped in punched metal panels which would allow light to shine
 72 through and illuminate the historic images.
- 73 • **Ms. Svanstrom** created an online survey to identify images, and more than 50
 74 respondents had voted for images. She identified four themes:
- 75 • Transportation: Street car/Trolley Trail
 - 76 • River and Creek: Sidewheeler Lot Whitcomb, Kellogg Creek/Lake, relocation of
 77 St. Johns Church via barge
 - 78 • Industry: Logging and milling, agriculture
 - 79 • Cultural Significance: Milwaukie Jr. High/Portland Waldorf School, bowling,
 80 events, civic pride
- 81 **Ms. Svanstrom** requested feedback from the DLC regarding the process and the themes. Staff
 82 would work with the consultants and metal fabricator to identify the specific images to be placed
 83 on the panels. The images would not necessarily be the images included in the survey, but
 84 would support the four themes. The final image selection would depend on contrast and how the
 85 images “read” on the wraparound panels.
- 86 • **The Committee** provided feedback and comments:
- 87 • Labels and/or signage should identify each image.
 - 88 • It was important for the design and fabrication team to have the final say in image
 89 selection.
 - 90 • The images should be located in proximity to related features – the transportation
 91 image should be nearest the light rail station, river and creek image nearest the
 92 river and Kellogg Lake.
- 93 **The Committee** stated its support for the identified themes and process for finalizing the
 94 images.
- 95 • **Chair Hemer** suggested that the DLC submit a comment in support of the project ahead
 96 of the May 7 City Council meeting.
 - 97 • **The Committee** nominated **Chair Hemer** to draft the letter.
- 98
- 99 **7.0 Planning Department Other Business/Updates**

100 7.1 “Fresh Look Milwaukie: Downtown Road Map” project

101 **Li Alligood, Associate Planner**, provided an update on the “Fresh Look Milwaukie: Downtown
102 Road Map” project.

- 103 • The project was the first phase of the Commercial Core Enhancement Program (CCEP),
104 which would address the commercial areas of Milwaukie, including downtown and
105 central Milwaukie. It was also the first phase of a two-phase project to update the
106 downtown code and plans.
- 107 • ALIGN planning, a group of graduate students in the PSU Urban Planning program,
108 would present their draft recommendations at a workshop on May 9 and at a joint
109 DLC/Planning Commission worksession on May 28, and to Council on June 4. The draft
110 recommendations would be handed off to consultants in Phase 2 to implement the
111 recommendations. The remainder of the CCEP was funded by a Metro Construction
112 Excise Tax (CET) grant.

113 **Chair Hemer** stated that the student group was fresh and clever and he appreciated the
114 success of their outreach efforts. They had identified some disparate needs and issues within
115 the business community.

116 **Ms. Alligood** noted that the students had confirmed that the fundamental policies were still
117 supported, though there was some disagreement about implementation. It was important for
118 staff and the community to confirm the validity of the adopted policies and vision. She invited the
119 DLC to attend the May 9 event.

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121 **8.0 Design and Landmarks Committee Discussion Items**

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123 **Chair Hemer** noted that during a City Council discussion about the alternate program, Councilor
124 Scott Churchill had suggested that alternates for the Planning Commission be drawn from the
125 Design and Landmarks Committee.

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127 **Ms. Alligood** noted that **DLC Member Scott Barbur’s** appointment to the Planning
128 Commission was on the May 7 City Council agenda.

129

130 **Chair Hemer** suggested that the DLC be a pool for potential Planning Commission
131 appointments, and that the Committee discuss the proposal with the Planning Commission.

- 132 • After some discussion, **the Committee** decided not to move forward with that
133 suggestion.

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135 **9.0 Forecast for Future Meetings:**

136 May 28, 2013 1. Worksession: Joint with Planning Commission

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138 June 3, 2013 1. Cancelled

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141 Meeting adjourned at approximately 7:40 p.m.

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Respectfully submitted,

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Li Alligood, Associate Planner

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152 _____
Greg Hemer, Chair



To: Planning Commission
Design and Landmarks Committee

Through: Steve Butler, Planning Director

From: Li Alligood, Associate Planner

Date: May 21, 2013, for May 28, 2013, Worksession

Subject: Commercial Core Enhancement Program Update

ACTION REQUESTED

None. This is a briefing for discussion only. The Commercial Core Enhancement Program (CCEP) kicked off in January 2013 with the “Fresh Look Milwaukie: Downtown Road Map” project and is expected to continue through 2014. This is the first of a series of briefings planned for the project duration.

BACKGROUND INFORMATION

Milwaukie has multiple core commercial areas, including downtown, central Milwaukie, and other smaller commercial nodes throughout the city. The Commercial Core Enhancement Program (CCEP) seeks to define what the community wants to see in these commercial areas and how to get it.

Each different commercial area in the City needs different kinds of work. Some need a plan – a vision for the character and function of the area. Some need development analysis and study to refine the existing vision and encourage redevelopment. Some need implementation, including code refinement, zone changes, and action plans for capital projects. They may all need incentives for private investment.

The CCEP program covers many related projects, and will be a way to tackle several specific issues that have been identified by the community, including:

- Major “refresh” of the downtown zoning code and Framework Plan
- Higher design standards for new commercial/ office development throughout the City
- Funding the desired streetscape improvements in downtown and central Milwaukie
- Addressing existing, underutilized commercial areas that have potential to serve the neighborhoods (e.g. “Neighborhood Main Streets”)

The CCEP is funded through the Metro Construction Excise Tax (CET) grant program, and has been under discussion for several years.

A. Construction Excise Tax (CET) Grant Program

Over the past several years, the Planning Commission and City Council have expressed an interest in addressing longstanding issues in downtown and central Milwaukie. In 2009, Council directed staff to apply for a grant through Metro's Construction Excise Tax (CET) grant program to fund an urban renewal plan and address identified issues in downtown and central Milwaukie. Metro approved a grant in the amount of \$224,000; however, the funds were held up due to litigation until August 2012. The original scope of work included the preparation of an urban renewal plan for the Milwaukie Town Center; opportunity site development planning; downtown code and plan "refresh"; and a land use and transportation plan for Central Milwaukie. During a September 2012 worksession, Council indicated discomfort with the inclusion of an urban renewal plan in the CET grant scope of work, and expressed concerns about workload and funding impacts if the City were to accept the funds.

B. Commercial Core Enhancement Program

Between November 2012 and May 2013, City staff worked with the Council and Metro staff to revise and refine the approved scope of work. The refined scope of work no longer includes an urban renewal plan, but instead provides for consideration of a variety of implementation and funding methods, including implementation of the 2012 Neighborhood Main Streets project's action plan.

This revised program scope is the Commercial Core Enhancement Program (CCEP) (see Attachment 1 for the detailed scope of work). Council approved the revised scope and the IGA with Metro for CET grant funds at the May 7, 2013, regular session. The approved CCEP scope includes four components:

1. *Fresh Look Milwaukie: Downtown Road Map Project*: Outreach and identification of primary issues to address in Phase 2, conducted by ALIGN planning, a group of graduate students from the Portland State University Masters of Urban and Regional Planning program.
2. *Downtown Code and Plan "Refresh"*: Proposed revisions to downtown use, development, and design standards in order to build on the 2013 revisions to the downtown code; implement the South Downtown Concept Plan; and address issues identified in Phase 1.
3. *Central Milwaukie Land Use and Transportation Plan*: Proposed revisions to use, development, and design standards in order to remove barriers to development of key sites in central Milwaukie.
4. *Neighborhood Main Streets Implementation*: Proposed revisions to neighborhood main street use, development, and design standards, building on the public outreach and recommendations of the 2012 Neighborhood Main Street Project.

City Council approved an IGA with Metro for the CET grant funds, and the City can now move forward with the next phase of the CCEP, which will address the *Downtown Road Map* recommendations and the *South Downtown Concept Plan*, and will result in draft amendments to the zoning ordinance and Downtown and Riverfront Land Use Framework Plan ("Framework Plan").

NEXT STEPS

ALIGN planning is wrapping up two months of community engagement activities and drafting a final *Fresh Look Milwaukie: Downtown Road Map* for presentation to the Design and Landmarks Committee and Planning Commission on May 28 (see the materials for agenda item 6.2 for the staff report and attachments). Consultant selection for the downtown code and plan “refresh” work will take place between June 25-July 3, and Council will review the consultant contract at the July 16, 2013, regular session.

Once the consultant contract is finalized, the team will begin work on the major “refresh” of the downtown zoning code and Framework Plan. Staff anticipates that the draft amendments will be ready for Planning Commission review in Spring 2014. See Attachment 2 for the draft project schedule.

ATTACHMENTS

Attachments are provided as indicated by the checked boxes. All material is available for viewing upon request.

	PC Packet	Public Copies	E- Packet
1. CCEP 2013 Draft Scope of Work and Deliverables	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
2. Project Timeline	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>

Key:

PC Packet = paper materials provided to Planning Commission 7 days prior to the meeting.

Public Copies = paper copies of the packet available for review at City facilities and at the Planning Commission meeting.

E-Packet = packet materials available online at <http://www.ci.milwaukie.or.us/planning/planning-commission-design-and-landmarks-committee-0>.

**METRO COMMUNITY DEVELOPMENT & PLANNING GRANT
CITY OF MILWAUKIE “COMMERCIAL CORE” ENHANCEMENT PROGRAM
2013 REVISED SCOPE
Revised 4/16/2013**

PRJOECT OVERVIEW

Milwaukie has multiple core commercial areas, including downtown, central Milwaukie, and other smaller commercial nodes throughout the city. The Commercial Core Enhancement Program (CCEP) seeks to define what the community wants to see in these commercial areas and how to get it.

Each different commercial area in the City needs different kinds of work. Some need a plan – a vision for the character and function of the area. Some need development analysis and study to refine the existing vision and encourage redevelopment. Some need implementation, including code refinement, zone changes, and action plans for capital projects. They may all need incentives for private investment.

The CCEP program covers many related projects, and will be a way to tackle several specific issues that have been identified by the community, including:

- Higher design standards for new commercial/ office development throughout the City.
- Major “refresh” of the downtown zoning code and Framework Plan.
- Funding the desired streetscape improvements in downtown and central Milwaukie.
- Addressing existing, underutilized commercial areas that have potential to serve the neighborhoods

PROJECT MILESTONES

The project work is organized under six milestones:

1. Project Launch

This proposal assumes that most technical work will be conducted by a carefully selected consultant team with expertise in community planning, land use regulations, community engagement processes, development feasibility of adaptive reuse projects, and redevelopment planning. City staff will participate by providing strategic direction based on knowledge of the local context (economic, political, and findings of previous technical studies), public involvement assistance, document review, and all necessary internal staff work in support of submissions to Planning Commission and City Council.

All phases of the project will be conducted with a high degree of community and stakeholder involvement; a key component of this milestone is the creation of a public involvement plan to ensure community engagement and transparency throughout the project.

Key deliverables:

- Develop an RFP, to be written by City staff in consultation with project partners.
- Develop a detailed project scope, to be written with the participation of the selected consultant team.

- Background memo by consultant team summarizing review of previous research and key publicly-available data. Primary purpose of this task is to ensure a base-line common understanding of Milwaukie's reality among consultant team, City staff, and project partners.
- Public involvement (PI) plan. The consultants and staff will develop all land use plans in consultation with project stakeholders, Milwaukie citizens, local businesses, representatives from the development community, and participating agencies. The PI plan will identify key stakeholders, their issues, levels of involvement and strategy for outreach.

2. Downtown Milwaukie Opportunity Site Development Planning

Development of these key opportunity sites has been discouraged by: a) a lack of infrastructure; b) high standards for public area improvements and lack of public financial assistance for these improvements; and c) inflexible or overly complex zoning designations.

The purpose of this task is to work with the community and property owners to develop conceptual development plans for each site; identify barriers to implementation; and develop strategies to overcome those barriers. A key outcome will be the identification of specific actions (such as capital investments, zone changes, or code amendments) needed to successfully implement the development plans for each opportunity site.

The project will carry out targeted site-specific pre-development planning to prepare identified opportunity sites for development activity. Work will focus on five sites in downtown Milwaukie. The City may revise the list of opportunity sites, if an initial assessment indicates that a specific site is not a viable development site:

- Site 1: The Texaco Block is publicly owned (by Metro and City of Milwaukie) and is adjacent to City Hall, fronting both Main Street and McLoughlin Blvd. In 2005, Metro and the City entered a partnership to plan for joint development of this block. The proposed project, Olson Point, stalled due to challenging market conditions. The City and the Metro TOD Program staff are interested in jointly working to create a new concept for this valuable block that defines an appropriate and achievable intensity of development.

Planning for the Texaco block will focus on market analysis and development alternatives for the site. Land use constraints will be addressed under Milestone 3.

- Site 2: This TOD Opportunity Site (the "triangle site") is immediately east of the planned Milwaukie light rail station at 21st Avenue and Lake Road. It has been acquired by the Portland to Milwaukie Light Rail project and made available for Transit Oriented Development (TOD). This development will provide a visual landmark for the station with uses that activate the platform area to make it safer and more comfortable.

Site planning and urban design of the TOD site will build on the outcomes of the City's South Downtown Concept. Focused research on programming specific uses for the site and development alternatives is needed.

- Site 3: The Cash Spot site is almost a full block, is City-owned, and is in a key location in the south downtown area. Planning for the Cash Spot site will focus on market analysis and development alternatives for the site. Land use constraints will be addressed under Milestone 3.

- Sites 4 and 5: Publicly or privately-owned key redevelopment or adaptive reuse sites in the downtown area, to be selected in collaboration with property owners, City staff, the consultant team, and Metro staff. The Metro Development Center will review potential opportunity sites, and review and advise the City on the final selections.

These properties will be selected according to the following parameters:

- Property is located in the downtown zones
- Property is currently underutilized
- (Re)development would contribute to a significantly more attractive, vibrant pedestrian realm
- Property owner is a willing partner
- Market could likely support (re)development within the next 5 years

Key deliverables:

- A. **Market and Development Opportunities Analysis:** Outlining potential development opportunities for each opportunity site, based on accommodating end users likely to be present in the market.

If this analysis demonstrates that short-term development (2-5 years) of a specific opportunity site is unlikely, the project team may choose to end the evaluation of that site at this step and/or add additional opportunity sites.

- B. **Development Alternatives:** Two to three conceptual plans (“Concepts”) for each opportunity site will be developed for presentation to the public and City officials. This deliverable assumes property owner commitment to moving forward with development of the site. A commitment from private property owners will be required prior to development of concepts for each site.
- C. **Action Plans:** Recommended implementation strategy; comprehensive plan and zoning changes that would be needed or recommended to implement the each property’s site plan; and infrastructure projects that would remove obstacles to development.
- D. **Implementation Strategy:** Evaluation of regulatory, non-regulatory, and financial strategies to implement the Action Plans for each site.
- i. Cost analysis of necessary infrastructure and public improvements to encourage development on opportunity sites.
 - ii. Evaluation of potential funding mechanisms to support implementation of the opportunity site Action Plans. These funding mechanisms could include local improvement districts, bonds, developer incentives, and/or other methods.
 - iii. Recommendations regarding best approaches for City Council action.
- E. **Presentation of proposal for action by City Council.**

3. Downtown Plan and Code Refresh

The work in this milestone will build on the *Fresh Look Milwaukie: Downtown Road Map* being prepared by PSU graduate students in winter/ spring 2013.

In 2000, the City Council adopted the Downtown Plan, which provides a framework for redevelopment that recognizes and builds upon the character and history of the downtown. To implement the Downtown Plan, the City Council adopted five downtown zones, specific use and development standards, public area requirements, and design standards. The plan assumed large-scale, market-driven development and significant public investment in public spaces. Without a local dedicated funding source for either development incentives or capital investment, implementation has relied upon stringent regulation of development.

The City is committed to the vision outlined in the Downtown Plan. However, after implementing the plan for more than 12 years, staff has found that the specific and prescriptive code standards do not provide enough flexibility to accommodate a gradual transition between existing uses and buildings and the future vision. This awareness has been reinforced and better-defined through multiple planning efforts, including the 2011 South Downtown Concept and 2009 Urban Renewal Feasibility Study processes.

Through a TGM Code Assistance grant in 2009, the City hired Angelo Planning Group to evaluate the code that governs downtown zones. That study identified the key code obstacles to achieving the vision in the Downtown Plan, including:

- The code is very prescriptive regarding use and design. For example, ground floor retail uses are required, and personal services limited, on Main Street.
- Many existing uses and buildings are significantly non-conforming, and severely limited in how they could be used until redeveloped to full conformance. For example, since all of the buildings in the Downtown Residential (DR) zone have nonconforming uses and buildings, the code should provide better guidance about how to handle incremental changes until the entire site is redeveloped.
- The minimum height (35 feet or 3 stories) for buildings fronting Main Street is quite aggressive when compared with regulations developed for other Town Centers in the region.

An element of the 2009 urban renewal feasibility study was a pro forma financial analysis of possible development programs on five sites in the downtown. This study confirmed several of the Angelo Planning Group's findings, and also demonstrated that public area requirements and parking standards pose clear barriers to financially feasible development at current rent levels.

Key deliverables under this milestone:

- A. Code and Plan Review for Technical & Policy Effectiveness: A memo reviewing and critiquing existing plans and policies with regard to the following objectives:
 - i. Ensure that the regulations implement the goals of the Downtown Plan.
 - ii. Foster revitalization by protecting existing businesses and responding to the current marketplace.
 - iii. Define what is essential to Milwaukie's urban design vision for downtown, and what standards are overly prescriptive or extravagant.
 - iv. Establish a design review process that is clear, reasonable, and effective.
- B. Code and Plan Review for Financial and Market Feasibility: A memo presenting findings from an analysis of the cumulative impact of regulations on development

feasibility. This work will require both financial and market feasibility and design analysis of existing nonconforming situations and existing development standards.

- C. Proposed Code and Plan Amendments to the development code and the Downtown Plan, based in part on work in Milestone 2. The proposed amendments would address the deficiencies identified in the tasks listed above, including development standards, design review process, parking regulations and use limitations.
- D. Presentation of Proposal for action by City Council.

4. Central Milwaukie Opportunity Site Development Planning

The project will carry out targeted site-specific pre-development planning to prepare identified opportunity sites for development activity. Work will focus on two sites in central Milwaukie. The City may revise the list of opportunity sites, if an initial assessment indicates that a specific site is not a viable development site:

- Sites 6 and 7: The privately-owned Murphy and McFarland sites, just east of Hwy 224 in central Milwaukie, are both vacant, former brownfield sites that lack infrastructure and a reliable vision for what development could offer the community. Both are burdened with outdated, complex zoning overlays. Strategic development planning is needed before rezoning can occur.

Study of these sites will include evaluation of public infrastructure, particularly transportation infrastructure, given the proximity of Highway 224. A key aspect of the study will be to define assumptions for the use and form of possible development and development requirements. Market analysis, urban design study, and code changes are assumed to be necessary elements.

Key deliverables:

- A. Needs, Opportunities, and Constraints Analysis: Based on a summary of stakeholder research; site research and analysis; feasibility studies; governing policies and standards; and economic, engineering, and environmental constraints.
- B. Market and Development Opportunities Analysis: Outlining potential development opportunities for each opportunity site, based on accommodating end users likely to be present in the market.
- C. Development Alternatives: Two to three conceptual plans (“Concepts”) for each opportunity site will be developed for presentation to the public and City officials. This deliverable assumes property owner commitment to moving forward with development of the site. A commitment from private property owners will be required prior to development of concepts for each site.
- D. Action Plans: Recommended implementation strategy; comprehensive plan and zoning changes that would be needed or recommended to implement the each property’s site plan; and infrastructure projects that would remove obstacles to development.
- E. Implementation Strategy: Evaluation of regulatory, non-regulatory, and financial strategies to implement the Action Plans for each site.

- i. Cost analysis of necessary infrastructure and public improvements to encourage development on opportunity sites.
 - ii. Evaluation of potential funding mechanisms to support implementation of the opportunity site Action Plans. These funding mechanisms could include local improvement districts, bonds, developer incentives, and/or other methods.
 - iii. Recommendations regarding best approaches for City Council action.
- F. Presentation of Draft Code and Plan Amendments for action by City Council.

5. Neighborhood Main Streets

Continuation of 2012 Neighborhood Main Streets project, which addressed neighborhood commercial districts along 32nd and 42nd Avenues. Deliverables should build on recommendations and action plan provided by Horizon Planning in 2012.

Key deliverables:

- A. Proposed Code and Comp Plan Amendments: The proposed amendments should implement recommendations from the 2012 action plan, address development standards, permitted uses, design standards, and expansion of the zones.
- B. Presentation of Draft Code and Plan Amendments for action by City Council.

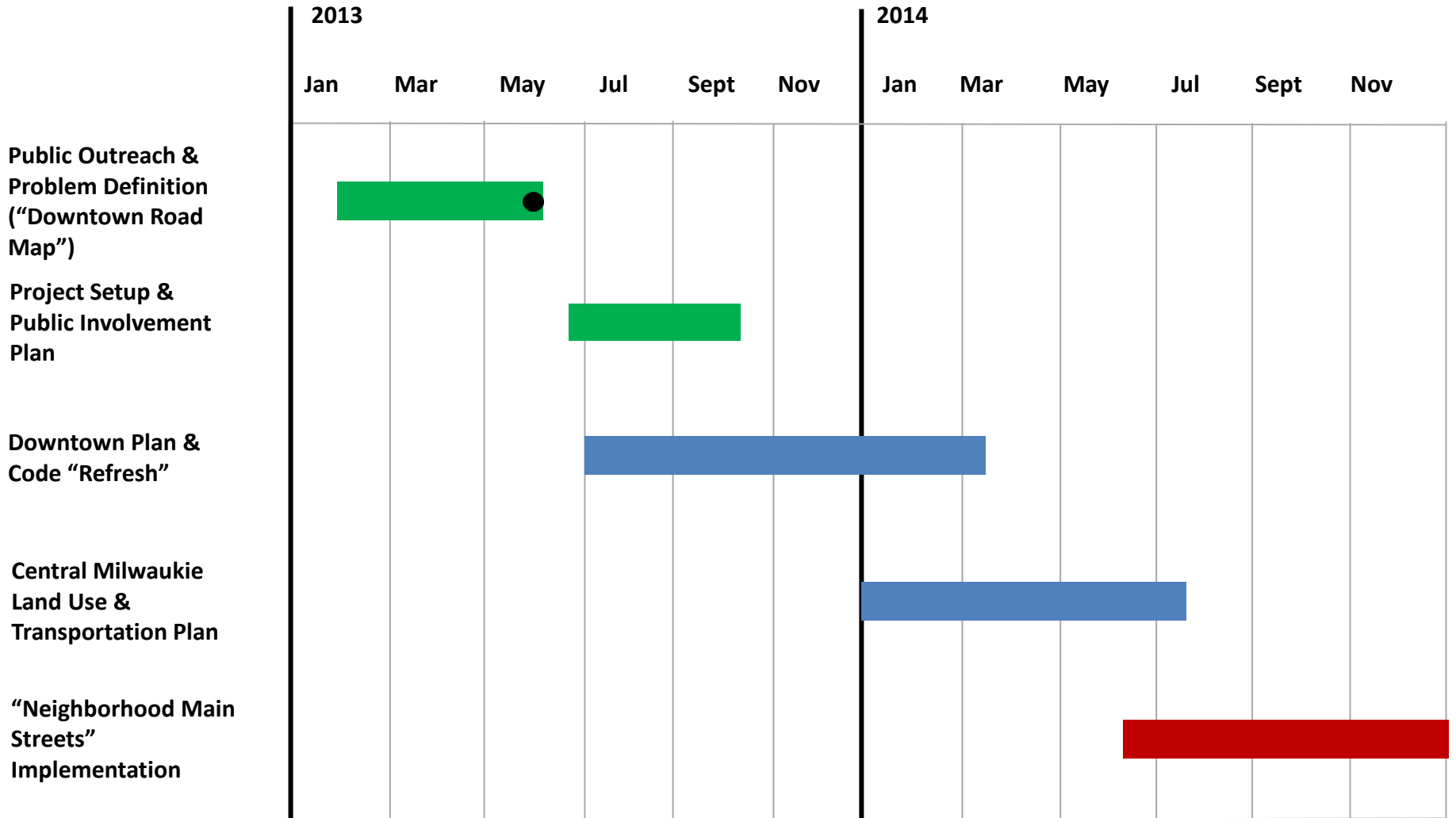
6. Central Milwaukie Land Use and Transportation Plan

- A. Land use and transportation plan for Central Milwaukie, including Murphy and McFarland sites: The plan should incorporate outcomes from Milestone 4, as well as an evaluation of public infrastructure, specifically transportation due to the proximity of Hwy 224.
- B. Proposed Code, Comp Plan, and Zoning Map Amendments: The proposed amendments would address the deficiencies identified in Milestone 4 and the tasks listed above, including development standards, permitted uses, and urban design.
- C. Presentation of Draft Code and Plan Amendments for action by City Council.

PROJECT SCHEDULE

Final milestones and expected completion dates, scope of work, and budget will be established in collaboration with Metro upon grant award. The estimated project timeline is approximately 24 months from the date of City Council approval of the final work program.

Commercial Core Enhancement Program: Project Schedule





To: Planning Commission
Design and Landmarks Committee

Through: Steve Butler, Interim Community Development Director/Planning Director

From: Li Alligood, Associate Planner

Date: May 21, 2013, for May 28, 2013, Worksession

Subject: "Fresh Look Milwaukie: Downtown Road Map" Project Update

ACTION REQUESTED

None. This is a briefing for discussion only. Staff and ALIGN planning request feedback on the draft "Fresh Look Milwaukie: Downtown Road Map" document and recommendations for incorporation into the final Road Map document.

BACKGROUND INFORMATION

The "Fresh Look Milwaukie: Downtown Road Map" ("Fresh Look Milwaukie") project is part of the first phase of the Commercial Core Enhancement Program (CCEP) and a two-phase project to update the policies and regulations that direct development in downtown Milwaukie.

In 2000, the City Council adopted the Downtown Plan, which provides a framework for redevelopment that recognizes and builds upon the character and history of the downtown. To implement the Downtown Plan, the City Council adopted five downtown zones, specific use and development standards, public area requirements (PARs), design standards, and a design review process. The plan assumed large-scale, market-driven development and significant public investment in public spaces. Without a local dedicated funding source for either development incentives or capital investment, implementation has relied upon stringent regulation of development.

In late 2012, City Council adopted some refinements to the downtown zones and revised the applicability of the public area requirements (PARs) to exclude changes of use and small additions to existing buildings.¹ During this process, the Planning Commission and City Council directed staff to evaluate and revise the downtown zoning regulations in order to remove barriers to the development of a vibrant downtown Milwaukie.

¹ Ordinance #2059, adopted February 19, 2013.

Evaluation and revision of the downtown code and plan is a component of the Commercial Core Enhancement Program (CCEP). During fall 2012 there was an uncertainty about when, or whether, the CCEP would proceed. Due to this uncertainty, staff looked for ways to move forward on updates to the regulations and policies guiding development in the downtown zones. Staff believed that zoning code amendments would be necessary to fix most of the barriers to development in the downtown zones, but did not have the resources to facilitate the discussion with citizens and stakeholders about the existing policies and regulations and desired changes.

Staff submitted a project proposal for this work to Portland State University's School of Urban and Regional Planning for consideration as a workshop project for graduate students. The City was fortunate to be 1 of 6 projects selected by the students for a workshop project out of more than 40 project proposals. The project group, dubbed ALIGN planning, includes Ryan Lemay, Carine Arendes, Jeffrey Butts, Erica Smith, and Iren Taran.

ALIGN planning has worked diligently for the past few months on a dialogue with the community about what they would like to see in their downtown. The specific focus of the "Fresh Look Milwaukie" project has been the areas of downtown Milwaukie within the downtown zones. The project and its events have been advertised in The Pilot, on Oregonlive.com, the online Clackamas Review, via community posters and fliers, to interested persons' lists and downtown business and property owners, and on the City's project website.

Overall, ALIGN planning has engaged more than 300 community members through a variety of activities, including:

- Attendance at April meeting of the NDA Leaders
- Kickoff Event – 35-40 attendees
- Walking Tour – 11 attendees
- Business Owner Coffee Klatches – 16 attendees
- Online and paper survey – 134 responses
- Individual interviews with 20 business owners, property owners, and individual residents
- Workshop Event – 40-45 attendees

At the joint Design and Landmarks Committee and Planning Commission meeting, ALIGN planning will present the draft document, identify key themes from the community engagement activities, and provide recommendations for Phase 2 (see Attachment 1).

NEXT STEPS

ALIGN planning will incorporate feedback from the Design and Landmarks Committee, the Planning Commission, and City Council into a final "Fresh Look Milwaukie: Downtown Road Map" document for handoff to City staff in June 2013. Phase 2 of the CCEP will build on the recommendations of the Road Map and will result in draft code and plan amendments that support the community's vision as contained in the Road Map.

ATTACHMENTS

Attachments are provided as indicated by the checked boxes. All material is available for viewing upon request.

	DLC/PC Packet	Public Copies	E- Packet
1. “Fresh Look Milwaukie: Downtown Road Map” – May 20, 2013 draft	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

Key:

PC Packet = paper materials provided to Planning Commission 7 days prior to the meeting.

Public Copies = paper copies of the packet available for review at City facilities and at the Planning Commission meeting.

E-Packet = packet materials available online at <http://www.ci.milwaukie.or.us/planning/planning-commission-design-and-landmarks-committee-0>.

ATTACHMENT 1

fresh look MILWAUKIE

May 20, 2013

**Discussion
Draft**

prepared for the City of Milwaukie



downtown **ROAD** MAP

Project

Background

ALIGN Planning is a group of five graduate planning students from **Portland State University**, working as consultants, with **the City of Milwaukie** as their client. This project is the first phase of a larger city project, the Commercial Corridor Enhancement Program (CCEP), which the results of this phase will inform phase II - implementation.

The Fresh Look Milwaukie project reassesses the policies guiding development in Downtown Milwaukie to in terms of whether or not the values align with the present day Milwaukie community. This reassessment is needed due to changing circumstances in Downtown Milwaukie.

The outcome of this project is **the Downtown Milwaukie Road Map** — a high-level, broad-reaching and value-based roadmap, which will ultimately inform future planning efforts in Downtown Milwaukie.

ALIGN Planning team:

Ryan Lemay, Carine Arendes, Jeffrey Butts, Erica Smith, & Iren Taran

Acknowledgements

ALIGN Planning enjoyed the welcoming nature of the Milwaukie community and would like to thank the following:

City of Milwaukie

Jeremy Ferguson, Mayor
Scott Churchill, Councilor
Dave Hedges, Councilor
Mark Gamba, Councilor
Mike Miller, Councilor
Bill Monahan, City Manager
Steve Butler, Interim Community Development Director/Planning Director
Ryan Marquardt, Senior Planner
Li Alligood, Associate Planner
Beth Ragal, Program Coordinator

Contributing Businesses

Cha Cha Cha! Restaurant
Milwaukie Kitchen & Wine
Sully's Café
Wind Horse Coffee

Venue Hosts

Ledding Library
Marla Baggetta Gallery
Milwaukie Masonic Lodge
Thomas Kemper

Also

Cogan Owens Cogan, LLC
First Friday organizers
Fregonese Associates, Inc.
Milwaukie churches

The people of Milwaukie

CONTENTS

i Executive Summary

ii Introduction

iii Recommendations

Protect & Enhance Shared Community Values

Facilitate Economic Development

Build Community Cohesion

Bring Sexy Back to McLoughlin

Identify & Prioritize Short-term Projects

iv Project Overview

v Context

vi Existing Conditions

vii Community Engagement Findings

viii Appendix

Primary Documents Governing
Downtown Development

ALIGN Planning Team



The Fresh Look Milwaukie: Downtown Road Map recommends both short- and long-term approaches to best achieve five main objectives:

1. promote & enhance shared community values
2. facilitate economic development
3. increase community cohesion
4. identify and prioritize short-term projects
5. bring sexy back to McLoughlin (Hwy 99E)

There is strong agreement that it should be a priority in Downtown to:

- Preserve small town character
- Enhance connections to the river
- Make Downtown a destination for visitors
- Prepare for changes associated with the future arrival of Light Rail

Though generally identified as areas needing attention, there is more ambiguity within the community regarding:

- Implementation methods and leadership
- Enhancing the quality of multi-modal transportation options
- Mitigating impacts of increasing automobile and parking pressures
- Prioritizing urban design elements related to the pedestrian environment

Downtown Strengths

Signature events focused on food, arts and culture, parks and open spaces, Ledding Library and riverfront access are all clear assets for Downtown. The community also takes pride in its local restaurants and walkable Main Street.

Downtown Opportunities

The dearth of retail variety (especially grocery store!), good signage and distinct design aesthetic have all generated strong agreement over key areas for improvement. Additionally, Downtown's neglected "McLoughlin face," physical barriers to accessing Downtown from other parts of Milwaukie, and lack of a unified business

vision all present challenges to realizing the community's aspirations for an active and vibrant Downtown.

Community Engagement

Community engagement is the cornerstone of the Road Map. Soliciting feedback from as broad a range of stakeholders as possible has always been implicit to establishing community ownership over a plan for the future of a place. A wide variety of engagement techniques were enlisted, generating feedback from over 300 stakeholders through a community survey, two public workshops, 30 in-depth interviews, and meetings with over 17 Downtown business owners, among other activities.

Outreach efforts were targeted to hard-to-reach groups such as newer Milwaukie residents, minorities, lower-income, youth, disabled, and the elderly. Many efforts were successful; others will inform follow-up efforts based on lessons learned from initial attempts. It proved especially challenging to actively engage renters and local youth.

Past: *Where have we been?*

Over a decade has passed since the adoption of the Milwaukie Downtown and Riverfront Framework Plan ("Framework Plan") and other policies, which serve as the guiding vision for development in Downtown Milwaukie. Historic social tensions, an atmosphere of distrust among various stakeholder groups, as well as unfavorable market conditions have resulted in piece-meal implementation of that plan. Additionally, circumstances have changed. Milwaukie has an aging and diversifying population, enjoys increasingly favorable economic conditions, and has new transit projects (Light Rail, or MAX) under construction.

Present: *Where are we now?*

The Milwaukie community is looking to leverage positive momentum from recent improvements to spur growth and development Downtown in a manner that protects shared local values, catalyzes economic development, and fosters community cohesion. Revisiting concepts of past plans, assessing current conditions,

and a series of dynamic community discussions produced data, which informed the recommendations of the Fresh Look Milwaukie: Downtown Road Map.

Future: *Where are we going?*

Though conditions have changed considerably over the past decade, there is still support for the overall objectives of the 2000 Framework Plan – building strong connections to the river, catalyzing local economic development, and activating the main Downtown corridors, for example. There are areas of strong agreement about particular strengths and weaknesses of Downtown, which have given rise to the list of top priorities. There are also areas of more uncertainty, where further engagement will be necessary to parse out underlying issues and areas of agreement in order to move forward in realizing the community vision for Downtown.

Why a Downtown Road Map? Why Now?

The **Fresh Look** Milwaukie: Downtown Road Map project is the result of the need to reassess the **alignment of plans and policies** crafted over the past two decades with **current community values & circumstances.**



There are many plans guiding development in downtown Milwaukie. Relevant plans include the Milwaukie Comprehensive Plan from 1989 and Downtown Framework Plan from 2000. The Framework Plan is implemented through the Public Area Requirements, Downtown Zoning Ordinances and Downtown Design Guidelines. The City adopted a South Downtown Concept Plan in 2011 and some of the implementing ordinances have been updated since their initial adoption.

The need for a high level of understanding of how this past plans and policies interlock with community desires and current conditions is relatively urgent, as major infrastructure investments currently under way attract more outside developers to the area. Establishing a positively-oriented, value-based approach to Downtown development is central both to attracting newcomers to Downtown Milwaukie and improving the quality of life for established community members.

Road Map recommendations are intended to:

1. **Capture** & communicate values & priorities
2. **Identify** overarching themes
3. **Offer** effective and feasible strategies to address the overarching themes
4. **Provide** a road map for short-, medium-, and long-term actions in the Downtown

Road Map recommendations are based on:

1. **Learning** about the past & understanding plans for the future
2. **Synthesizing** community feedback to date
3. **Identification** of shared community values
4. **Assessing** existing conditions
5. **Community-generated** solutions

How Policy is Affecting Downtown

What Is Working

Ground floor retail with residential housing has been well received. People like the North Main Village project and new ground floor retail and dining options. New business owners report a lower cost to doing business in Milwaukie than in other areas. People believe Downtown is generally a walkable environment and newer streetscape improvements are well received. People continue to desire future improvements where the infrastructure is older or in poor condition. Residents are very excited about the Riverfront project and look forward to a fully developed park and community gathering space along Willamette River. Many report feeling optimistic about Milwaukie's future.

What Is Not Working So Well

There is some fatigue associated with Downtown planning, with a few people reporting that while Milwaukie is a city that plans, little has changed. People also

express concern that use restrictions requiring ground floor retail on several blocks along Main Street have inhibited potential development. Some business owners expressed the opinion that it is gotten more expensive for businesses in Milwaukie. This was most often associated with development, although business license fees were also cited.

Perhaps Some Disconnections

Expectations about the cost of doing business vary widely. Professional developers and others in the real estate development field expect certain development costs and will consider locational cost differences during the decision making process, while smaller property owners are unlikely to be comparing properties in multiple jurisdictions, may be inexperienced with the development process and may not be aware of the differences between permit and inspection fees and development charges. In addition, some of the perceptions regarding costs were associated with changes of use or other conditions that no longer trigger some requirements.

Restricting ground floor uses can promote retail associated foot-traffic and helps maintain the affordability of retail space. However it may also prolong vacancies, especially in tough economic times when the number of new business starts decline and existing businesses are closing. Highly specific definitions of uses that protect currently desirable uses may not be flexible enough to take into consideration new types of uses or changing perceptions of desirable uses.

Planning is a long-term process, while political and economic circumstances can change very quickly. Managing expectations of what is feasible for implementation is a difficult task since the future is unknowable. In addition, changes in land use can occur very slowly when property owners have little incentive to make changes due to personal or economic conditions.



The Future of Downtown

The values of the community today still reflect the goals set out in previous plans and policies; there are two main desires for the Downtown area: to retain its unique small-town character while also catalyzing the success of local business. Cultivating Downtown as a local and regional destination—building on existing strengths and qualities of place—will make it an enticing place to do business and draw a greater customer base.

Unique Sense of Place

Local history is an important part of this place: The rich traditions of the timber and agricultural industries gave shape to the city of Milwaukie and their legacies can still be felt today, although in more subtle ways. The built environment offers pleasure and security—there is a cozy, human-friendly form to Downtown, making it easy and pleasant to stroll through. Ledding Library is a hub of civic and cultural activity a place where people go not just to check out books but to find out what is going on the community and to enjoy relationships forged from the bond of place. Downtown parks and the areas around Kellogg and Spring Creeks offer another dimensions that makes it a great place—the opportunity to play and connect with nature from within an urban area.

Increased Business Activity

There is a strong desire for more local businesses to locate in the Downtown area. Many people believe that a wider variety of stores would encourage more shoppers to come to Milwaukie. Hosting local events in Downtown is one strategy the community has identified as a way to encourage more shopping in the area that is in keeping with local values. Relatedly, people wish for fewer vacant storefronts and more uses that can attract frequent foot traffic.





Downtown as a Destination

People have a lot of ideas about what Downtown should be a destination for: a place to meet daily needs, a place to dine, a place to shop, and a place to play.

Who: People would like more city residents to come Downtown, as well as visitors from the larger metro region. The north-south travel corridors to and through Downtown offer easy access, though Hwy 224 is a barrier to comparable east-west connections. Portland residents in Sellwood and East Moreland are a five- or ten-minute drive from Downtown, as are residents of Oak Grove and Oregon City, further south on Highway 99. There is also awareness within the community that an increase in the number of people living Downtown would bolster the success local business as well as generate a greater degree and range of activity.



Dine and Shop: People also would like to see an increase in the availability of service-orientated business that serve walk-in customers, such as alterations and shoe repair, a yoga studio or pharmacy. A brewpub is at the top of many people's list of desirable businesses, as is the presence of a solid anchor tenant to meet daily needs, preferably providing fresh, affordable food items.



Play: Milwaukie has some great natural assets. A popular bicycle route, the Trolley Trail, travels through the area and the Springwater Corridor is also nearby. There are development plans for Kronberg Park, just to the south of Downtown, and the Riverfront Park project broke ground in 2012. People share many ideas about how to capitalize on these resources, among them a bike shop, kayak rentals, dragon boat racing, a riverside restaurant, and a patio bar.



Findings from Fresh Look Milwaukie community engagement activities demonstrate support for the fundamental concepts from the 2000 Framework Plan. The following recommendations attend to the “missing pieces” necessary to realize a cohesive vision of a vibrant Downtown Milwaukie. These recommendations take into consideration both community needs and desires as well as economic feasibility.

As stated in the introduction, Road Map recommendations are intended to capture and communicate community values and priorities, identify overarching themes among those, offer effective and feasible strategies to address the overarching themes, and provide a road map for short-, medium-, and long-term actions in the Downtown. Road Map recommendations are based on learning about the past, understanding plans for the future, synthesizing community feedback to identify shared community values and how those values manifest in the current physical, social and economic circumstances. Finally, strategy-specific recommendations are most heavily based in community-generated solutions to improve Downtown.



1. *Protect & Enhance Shared Community Values*

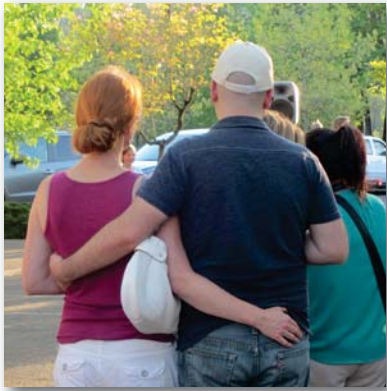
Craft policy in a way that ensures community values play a significant role in public investment decisions



2. *Facilitate Economic Development*

Forge public-private partnerships to focus on increased occupancy levels, shopping variety and local business recruitment

Road Map Recommendations:



3. Build Community Cohesion

Generate a list of priority projects based on points of common ground to realize “early wins.” Points of contention should be noted and set aside to address at a future date



4. Bring Sexy Back to McLoughlin

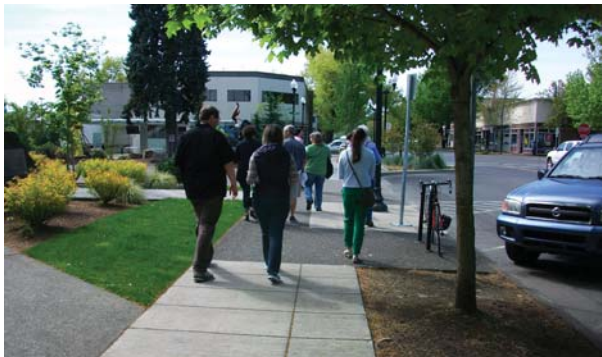
Develop design standards and incentive programs to facilitate access to Downtown as well as encourage orientation of buildings and street activity toward the river



5. Identify & Prioritize Short-Term Projects

Form public-private partnerships to capitalize on opportunities for near-term, high-visibility improvements

Each of these five recommendations is outlined in terms of its main objective, underlying principles, and a description of strategies for achieving the main objective at a policy level. Each strategy is accompanied by a list of shared community values it intends to address.



Pleasant walking environment



Active streetscape



Connections to the river

recommendation#

Values identified as having a high level of agreement throughout community engagement efforts for Fresh Look Milwaukie are (in alphabetical order):

- Accessibility
- Active streetscape
- Affordability
- Attractive
- Community events & celebrations
- Connections to the river
- Focus on food, arts & culture
- Local business
- Pleasant walking environment
- Quality green & open spaces
- Safe & family-friendly
- Shopping options
- Small-town feel

1 PROTECT & ENHANCE SHARED COMMUNITY VALUES

Most of these values were first identified in the 2000 Framework plan, and reiterated through the Road Map engagement process. To develop policies to improve Downtown, it was necessary to establish what “improve” means to the community. While recommendations #2-5 are also value-based, this recommendation responds to a need for heightened awareness of preserving community values for three primary reasons:

- a) Downtown Milwaukie’s strengths today are due in no small part to the economic and social investments of current and past community members, contributing to a strong sense of pride in Milwaukie’s uniqueness. Though social and demographic composition of the community will inevitably change, measures need to be taken to preserve and build on the qualities that brought people to Milwaukie in the first place.
- b) There is a large degree of uncertainty about what impacts light rail will have on the social fabric of the community. An understandable concern is that the

current values and quality of life enjoyed by Downtown Milwaukie community members may be vulnerable to erosion in the face of increasing development pressures (connected to light rail and improving market conditions) over which stakeholders have an uncertain amount of control.

- c) Delineating community values and attaching specific approaches for protecting them provides a clear framework for decision-making and weighing different options for implementation. An action may effectively facilitate economic development, but its worth is undermined if it does not do so in a way that resonates with community values.

During the second Fresh Look community workshop (May 9th, 2013) participants ranked four of these characteristics highest when asked what should be the focus of Downtown’s identity; “Small town feel,” “safe and family-friendly,” and “Connections to the river” were three of the most popular (with about 15% of votes), while Focus on

food, arts and culture gleaned 23% of votes, the highest-ranking quality was “focus on food, arts and culture.”

Strategies

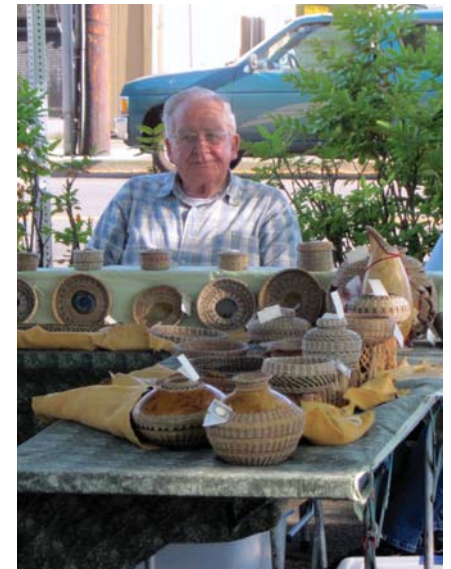
1.1 Enhance & Expand Existing Events

Promotes: Community events and celebrations; Active streetscape; Focus on food, arts and culture; Small-town feel; Family-friendly Local business, Connections to the river

Signature events and celebrations ranked highly among all community groups engaged as both a way to increase quality of life and community cohesion, as well as promote Downtown Milwaukie as a place where good, fun things happen. An effective approach will engage new leadership in event planning and coordination, and leverage the success of existing food, arts and culture-focused events such as First Friday, the Farmer’s



Focus on food - Farmer’s Market



Focus on arts & culture - First Friday



Local coffee shop



Local art gallery

Market, and Milwaukie Daze to foster Downtown Milwaukie as a hub of local food, art and creative activity.

Examples of implementation could include expanding the Farmer’s Market (either physically, temporally, or both), promoting local artists, leveraging existing assets such as Dark Horse Comics, and inviting regionally recognized artists and personalities to speak in Downtown’s most attractive venues.

1.2 Prioritize Recruitment of Local Businesses

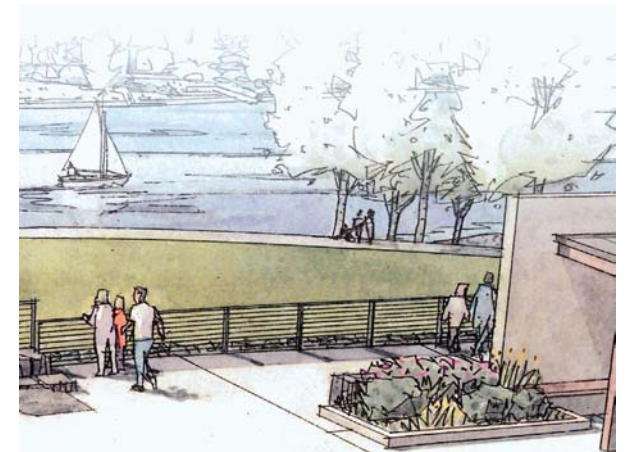
Promotes: Local business, Shopping options, Active streetscape; Small-town feel

Community members have expressed a strong preference for local business. Local businesses are more likely to invest the neighborhoods where they are located, and respond to community values. Locally-owned businesses also amplify the impact of local spending by retaining more of that money in the community (the local multiplier effect).

1.3 Support Timely Implementation of the Riverfront Park Master Plan

Promotes: Connection to the river; Quality green and open spaces; Attractiveness; Pleasant walking environment; Family-friendly, Local business (possibly)

Continued efforts to fund and provide administrative support to Riverfront Park construction will help maximize the investments already made to transform the riverfront into an accessible, quality green space that connects Downtown Milwaukie to the river and associated recreational opportunities.



Detail from Riverfront Park Master Plan

1.4 Consider Social & Physical Impacts of Light Rail

Promotes: Small-town feel, Local business, Attractiveness, Affordability, Access, Family-friendly

As Light Rail construction nears completion and corollary public right-of-way improvements are funded, development opportunities in downtown Milwaukie will become more enticing. Though economic development is a priority for Downtown, it should not come at the expense of existing community assets and values. In the near future, the highest likelihood for good, bad and mediocre development (in terms of both use and design) will be in the South Downtown.

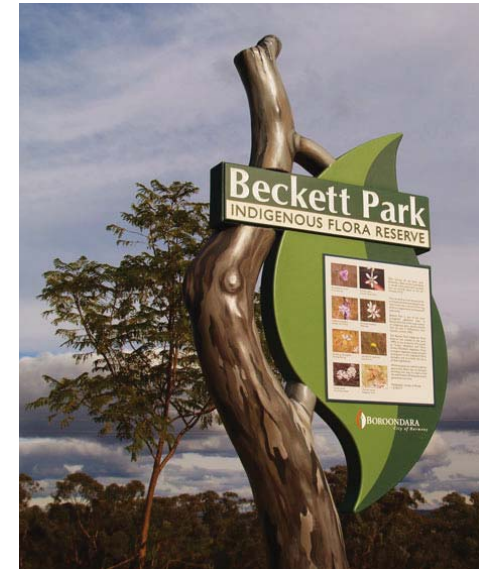
This anticipated future development should therefore consider codification of standards that preserve desired characteristics with existing development already found in other areas of Downtown (i.e. North Main). This consideration is important in any actions that are taken to incentivize future developers. In turn, this may help to harmonize the

character of future development not only within South downtown but potential development that may result in other nearby downtown areas such as Main Street or 21st Avenue.

1.5 Improve Greenspace Connectivity

Promotes: Quality green and open spaces; Pleasant walking environment; Attractive

Providing way-finding design elements and promoting Downtown as a place with many quality green spaces could help increase connectivity. Moreover, a conceptual green belt through Downtown would allow locals and visitors to more easily navigate through multiple green and open spaces such as Scott Park, Riverfront Park, Dogwood Park and other “hidden gems” of Downtown. Implementation strategies will vary widely, but should meet the objective of facilitating increased awareness and use of local green spaces.



Connect green spaces by designated pathways



Adams Street Connector



Conceptual greenbelt pictured by Community Workshop participants

recommendation #2 FACILITATE ECONOMIC DEVELOPMENT



Good Food store concept



Recreation orientated business



Business with high foot traffic

Although the City has responded to business owner needs by amending the Public Area Requirements (PARs), there is still a need for more support of downtown businesses. There is a need to bring more people into Downtown in order to support a variety of businesses is desirable, but having relevant, desirable goods and services is also a major catalyst for getting people into downtown; a multi-pronged approach is needed.

Strategies

2.1 Recruit & Incentivize Establishment of a Local Green Grocer

Promotes: Local business, Shopping options, Small-town feel, Family-friendly; Focus on food, arts and culture; Active streetscape

Since the inception of the Framework Plan, there has been a strong desire for a grocer within Downtown Milwaukie. However, this still has yet to be realized, which suggests there may be market conditions of Downtown that are unfavorable to attract a grocer. Conducting market research to assess the market feasibility for a local, financially viable grocery store located in Downtown Milwaukie is the first step.

Focus on engaging local experts, including business, real estate, geography, architecture, community development, engineering and planning students to undertake pro forma development and return on investment (ROI) calculations, local demand analysis and Site suitability analyses can be performed using geographic information systems (GIS). A collection of market studies and site suitability analyses should also include other desirable anchor tenants—especially water and recreation-oriented businesses, local businesses, businesses with a food, arts or culture focus and businesses with high foot traffic. Utilize the findings from the market analysis to better understand how the City can effectively incentivize a grocer and other desired businesses to invest in Downtown Milwaukie.

2.2 Activate Milwaukie’s “McLoughlin Face”

Promotes: Active streetscape; Attractiveness; Connection to the River; Shopping options; Local business; Pleasant walking environment

One of the challenges for McLoughlin Boulevard is that people traveling through do not know they are in Downtown

Milwaukie. Addressing this by means of bringing new development and businesses closer to the western lot lines along the eastside of McLoughlin, and installing way-finding signage and decorative lighting to would make McLoughlin more attractive and fit with the character of Downtown. The “entry nodes” that are clear and accessible points for entering Downtown via various travel modes may provide the gateway opportunities.

2.3 Public-Private Partnerships

Promotes: Local business, Shopping options, Active streetscape

Consider opportunities for public-private collaboration to fund and coordinate economic development efforts (for example, a business liaison position jointly funded by business owners and the City).

2.4 Prioritize Improved Local Access to Downtown for Milwaukie Residents

Promotes: Accessibility; Pleasant walking environment; Local business

Increase connectivity for Milwaukie residents, many of whom do not visit Downtown because a) there are physical barriers to getting there easily and/or b) the reasons to go Downtown are not convincing enough to warrant extra energy expended to overcome those barriers to convenience.

2.5 Promote or encourage a Milwaukie identity based on shared values & strengths

Promotes: Attractiveness, Local business, Active streetscape

Champion the phrase “Milwaukie: Good Things Happen Here”. A positive phrase will bring more attention to the positive changes have already been made and what is underway and leverage existing positive momentum to attract more investment – both social and economic. Identify a group or City department responsible for promotion.



Attractive streetscape lighting



Outdoor - indoor connectivity, Alberta St. Portland



Sign found on sidewalk in Milwaukie



recommendation #3 **BUILD COMMUNITY COHESION**

Strategies

3.1 Form a Downtown Advisory Committee Comprised of Residents, Business Owners, Property Owners, Community Advocates and Experts from the Design Community

Promotes: All shared values

Two major themes inform this recommendation:

- a) building consensus around a common identity and
- b) trust-building among and between local government entities, members of the business community, and private citizens

All of the strategies below have potential to address all the values listed in Recommendation #1, as well as other values that may have not been voiced during this project.

A Downtown Advisory Committee should be considered for Phase II of this planning effort to serve as a ground-truthing resource for proposed projects and advise the Planning Commission on how a project or policy resonates with the community's values and vision. Hard-to-reach community members such as minorities renters, the elderly, youth and low-income families may become more accessible as a result. The inclusion of design professionals will provide a sounding board for project ideas early on in the planning process and provide insight into potential complications due to regulations, engineering capabilities and financial feasibility.

3.2 Enhance Transparency by Leveraging Existing Communications Networks

Promotes: All shared values

A Downtown Advisory Committee will contribute greatly to increasing transparency and tapping into existing communications networks. Transparency is key because the Downtown serves the entire city of Milwaukie, so the decision-making process to invest in Downtown has far broader impacts than would be the case in another Milwaukie neighborhood. In addition to communication networks accessible through an advisory committee, public and private parties should tap into resources and organizations beyond Milwaukie's borders – the North Clackamas Chamber of Commerce, Bicycle Transportation Alliance, and local governments of nearby cities, for example. Social media and intercept surveys are also effective strategies for enhancing transparency as well as reaching out to stakeholders beyond the study area.

3.3 Coordinate Actions with Other Government Entities

Promotes: All shared values

Public expectations of government range from ensuring public safety, creating aesthetically pleasing places and improving efficiency of day-to-day functions. To minimize duplication of efforts and maximize pooling of resources, local government departments should be in close coordination with each other to communicate consistent citywide goals for Downtown. Quality relationships with staff from state, regional and local agencies and departments will elevate the impact of each organization's efforts. Working closely with these other entities should inform streamlined understandability of relevant information for Downtown businesses, such as the level of vacancies and how to navigate the sometimes-complex policies.





Downtown Renton Gateway example



Murals attract attention slowing drivers & drawing shoppers

recommendation #4 BRING SEXY BACK TO MCLOUGHLIN

“When was McLoughlin ever sexy?” a community resident predictably asked at the Community Workshop on May 9th. Maybe never, was one response, but the point, aside from an homage to Justin Timberlake (and Milwaukie’s own Pascal Sauton), is that travelers on McLoughlin may not be aware that downtown Milwaukie exists or how to reach it. To remedy this situation, zoning, design standards and should facilitate establishment of an attractive entryway into Downtown at one of McLoughlin’s controlled intersections. Development policy should encourage the attractive elements of Downtown to spill out toward McLoughlin, enhancing the overall feel of Downtown as well as help draw in through-travelers, in addition to reinforcing a visual connection to the river from Downtown.

Strategies

4.1 Beautify the East Side of McLoughlin

Promotes: Attractiveness, Connections to the River, Pleasant walking environment, Local business, shopping variety

A first step to bringing “sexy” back to McLoughlin is getting something visually interesting and attractive on its west-facing facades. Currently there is a huge aesthetic contrast between the scenic views to the river west of McLoughlin and the parking lots, gas stations and backs of buildings the dominate the view looking east from McLoughlin.

This might include signage, murals, or façade improvements with signature architectural themes elements. Not only would this help

beautify and activate McLoughlin, but it would also raise Downtown’s status as a hub for artistic and creative activity. The design and painting process could also be a catalyst for increased community cohesion, and opportunities to market Milwaukie’s “brand.”

4.2 Designate Entry Nodes or a Gateway Zone

Promotes: Accessibility, Attractiveness, Local business

Installing signage will not only help attract more people into downtown, but also benefit current users to better identify with otherwise hidden areas of downtown. Examples include installing signage indicating entry nodes, or using distinct architectural design or façade materials on

buildings near an entry node to give a visual clue as to the special nature of that location. The built environment should orient people toward the civic elements of Downtown such as parks, open spaces and community events.

4.3 Develop Building & Design Standards that Encourage Building Orientation Toward the River

Promotes: Connection to the river, Pleasant walking environment, Accessibility, Local business

Building and design standards should identify and preserve view corridors to the river, while also encouraging new development along McLoughlin to orient toward the river both physically and culturally.



Entry way signage on McLoughlin Blvd



Area similar to McLoughlin, with street improvements



Area similar to McLoughlin, with new street oriented buildings



Information Kiosk in front of City Hall



Information Kiosk example



Information Kiosk example

recommendation # **5 IDENTIFY & PRIORITIZE SHORT-TERM PROJECTS**

Small, concrete steps with high visibility in the community generate community support and momentum for positive change. Completion of these projects will communicate community priorities through the built environment and set the tone for the quality of future, long-term development. The short-term projects recommended below span objectives for all four other major recommendations.

Strategies

5.1 Small-scale Renovation & Façade Improvement

Promotes: Attractiveness, Local business, Pleasant walking environment

“Never underestimate the impact of a fresh coat of paint,” should be the motto for a policy to incentivize affordable,

short-term improvements to Downtown’s built environment. Such projects are opportunities to quickly enhance Downtown beautification. Projects can be identified by citizens, property and business owners, or City staff. Projects can be prioritized by considering cost, time-frame, available financing opportunities, and level of visibility. For example, the informational kiosk in front of City Hall represents a highly visible opportunity for a relatively low-cost infrastructure improvement project. Additionally, many Fresh Look workshop participants identified the storefront improvement program previously administered by the City as a model they would like to see revisited.

5.2 Signage

Promotes: Accessibility, Attractiveness, Pleasant walking environment, Active streetscapes, Quality green and open spaces, Connections to the river, Local business

Scott Park is mentioned frequently by community members as one of Milwaukie’s greatest “hidden gems,” but is practically invisible from McLoughlin or Main Street. The park is a prime example of how well-designed and placed signage could generate more foot traffic and appreciation for Downtown’s assets. Signage can also be used strategically to help people find their way into Downtown, understand how to access the riverfront, move easily between the Downtown’s most pleasant spaces, and activate those spaces that lack distinctive character or street life. Drawing foot traffic to spaces in need of activation will increase access to a larger customer base for existing and prospective businesses in those areas.

Signage on McLoughlin might be an effective way to welcoming travelers to Downtown Milwaukie and attract additional visitors. If it were placed appropriately far north or south of Downtown, approaching drivers would have sufficient time to register and act on a desire to visit the area.

5.3 Parking Permit Program Adjustments

Promotes: Access, Local business

Parking has been identified as a key issue by the downtown business community. Employees “shuffle” throughout downtown in an effort to avoid the 2-hour maximum times, and vendors or clients visiting downtown must either move every two hours or purchase a monthly parking pass. Approaches such as a daily parking permit program or shared parking arrangements among private businesses, in addition to clear communications about the range of parking options, may increase perceptions of Downtown as an accessible place for employers, employees, customers, visitors and local residents.



Scott Park



Ledding Library sign



There are a variety of ways to provide public parking

to Portland

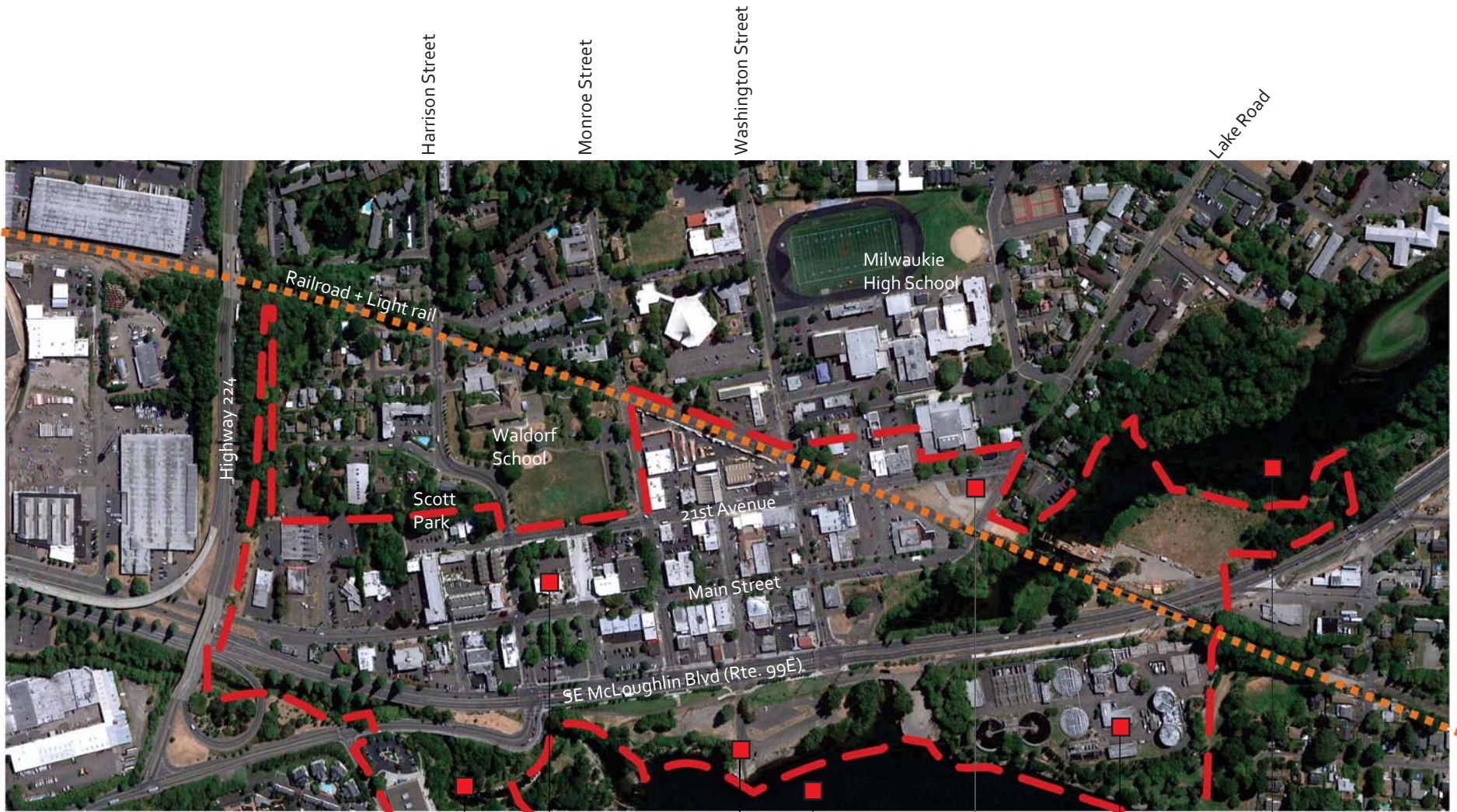


Figure 1 Aerial View of Downtown Milwaukie

— Planning Area Boundary

Johnson Creek

City Hall



Riverfront Park

Willamette River



Future Light rail Station

Treatment Plant

Kellogg Lake

The Fresh Look Milwaukie Downtown Road Map is the first phase of a larger, multi-phased effort called the Commercial Core Enhancement Program (CCEP) in the City of Milwaukie. ALIGN Planning implemented the project in five phases. Each phase introduced progressively developed components and with the finalization of the project in Phase V. Together, these phased components formed the Road Map. A general diagram of the Workflow is shown in Figure 1. A detailed version of the workflow is included in the Work Plan and Detached Appendix. Details of each task can be found in the Work Plan.

Phase I centered on data gathering, outlining data sources for existing conditions research, and development of the community engagement plan. After development of the community engagement plan, tasks included the preparation of survey questions and preliminary contact with the Milwaukie community.

Phase II began with a kickoff event, along with the distribution of the survey. Additional tasks include augmenting and conducting interviews with stakeholders. Towards the end of this phase, results from the research of the Existing Conditions report will be drafted.

Phase III marked the beginning of interactive community events, including interviews community conversations and the implementation of a survey. Towards the end of this phase, results from the community events, interviews and surveys were synthesized. This synthesis, along with the existing conditions report informs the development of the Road Map.

Phase IV closed out remaining stakeholder interviews, Community Conversation events and development of a draft Road Map. The alternatives produced in the draft Road Map served as the basis of discussion in the Public Workshop. This event provided the Milwaukie community an opportunity to provide feedback on prioritization of

downtown values and opportunities, based on presented recommendations and alternatives. Comments and feedback from the Public Workshop were summarized and used to inform the final production of the Road Map.

Phase V included the development of final recommendations based on public feedback to alternatives presented in the Public Workshop, leading to the final production of the Road Map. Recommendations from the Road Map will be presented to Milwaukie Design and Landmarks Committee, Planning Commission, and City Council. A final client meeting will address any remaining project details and facilitate an official hand-off to the City of Milwaukie Planning Department.

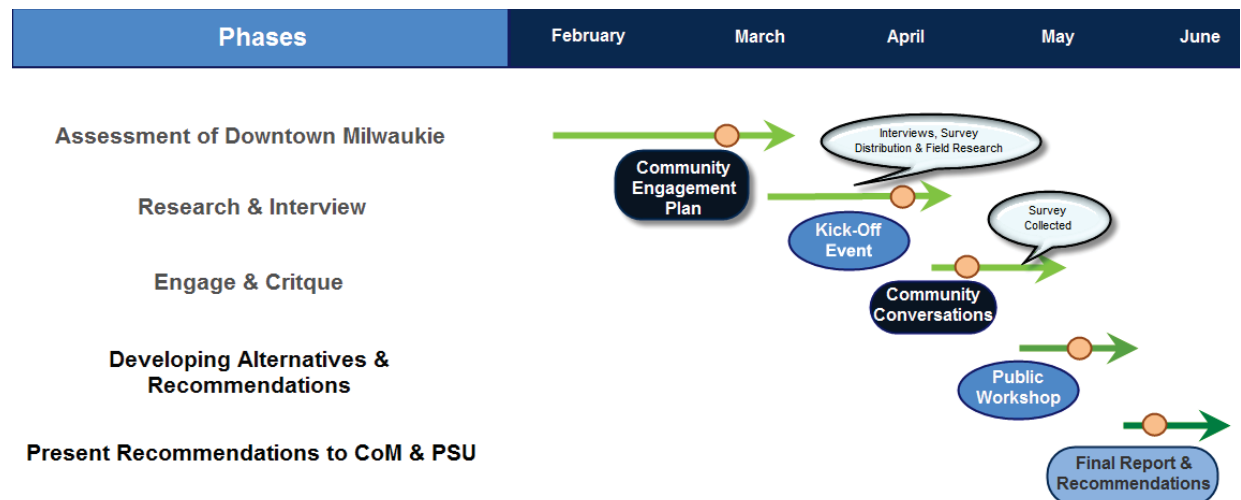


Figure 2 General Diagram of Workflow



Where we've been . . .



The City of Milwaukie was founded as a rival to Portland in 1848 Milwaukie. In the late 1890s to the 1940s, it was prosperous small town with a thriving lumber economy and riverfront access. From the 1950s to present, Milwaukie has become a suburban community. Since 1950, its population has grown from 5,000 to 21,000 (U.S. Census 2010). While downtown is the historic center, today Milwaukie has a different set of needs and Downtown has a different function.

Where we are today . . .



The needs and preferences for housing, goods, services and social opportunities are changing. Furthermore, cultural awareness of the personal and public benefits of vibrant, walkable streetscapes has increased over the past decade. As a nation, demographics changed since 1980. Baby boomers are reaching senior citizen status and their large share of the population means a rapidly aging population. Median household income has declined and the nation is currently emerging from a deep economic recession.

As a city, Milwaukie also has an aging and diversifying population. Within the city, median age has increased from 31 in 1980 to 40 in 2010 and a greater proportion of adults are 55 or older now (27 percent) than in 1980 (22 percent), while children under the age of 18 make up a smaller share of population today (20 percent) than they did then (25 percent).

Milwaukie has momentum ...



It is also important to recognize the positive changes already made or underway in the Downtown over the past decade. There have been substantial pedestrian-focused infrastructure upgrades with revamped transit stops, sidewalk improvements, installation of planting strips and street trees, and now the Adams Street Connector, a street section currently under construction and destined to be a pedestrian-only space lined by public art, as part of the South Downtown Concept Plan.

A sculpture and native plant garden adjacent to City Hall represents concerted efforts to capitalize on Downtown Milwaukie’s propensity to attract and retain art and culturally oriented events and businesses. Additionally, Milwaukie has a thriving Farmers Market that was recognized

by the Oregonian in 2012 for its excellence and a host of other events including First Fridays.

A \$50,000 storefront façade improvement grant program, jointly funded by Metro and the City of Milwaukie, assisted eight Downtown businesses with façade upgrades in 2011 – 2012. Several of these storefronts were called out by walking tour participants or business owners as examples of what they would like to see more of in Downtown. North Main, a mixed-use residential and ground-floor retail development constructed in 2007, today hosts a variety of dining options as well as quality urban design elements contributing to a pleasant, walkable environment along this portion of Main Street. Klein Point, a new hardscaped riverfront lookout point featuring unobstructed river views, was the first project of the Riverfront Master Plan to be completed. Ground was broken for light rail track and station construction in July 2011.

“The best way to predict the future is to invent it”

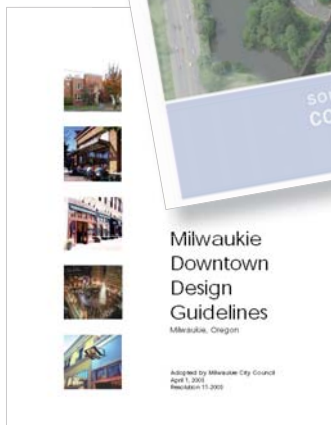
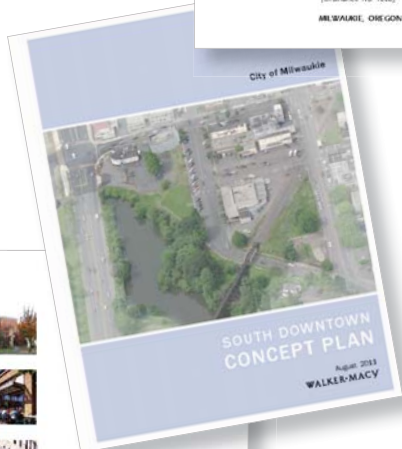
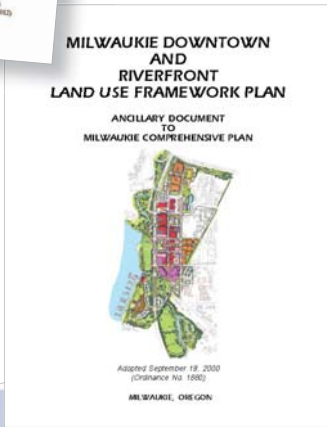
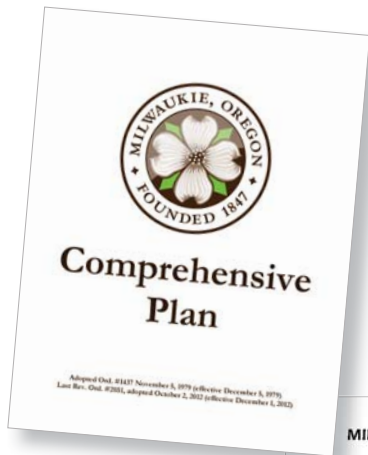
Alan Kay



Streetscape improvement



Facade improvement



Plans Guiding Development

There have been many plans and studies for Downtown Milwaukie adopted, but with limited success during implementation. Some plans have entered the construction phase, while some are still concepts. There are new funding opportunities and infrastructure improvements in the pipeline – especially related to the incoming light rail track and station. Light rail will bring new opportunities and challenges. Current challenges for Downtown Milwaukie include conflicting views of light rail, high commercial vacancy rates (10% of the Downtown parcels were vacant as of April 2013), and a lack of understanding about how community interests align with each other and current planning documents.

Plans & policies currently guiding development in Downtown include:

- *Milwaukie Comprehensive Plan (1989)*
- *Downtown and Riverfront Framework Plan (2000)*
 - *Downtown zoning ordinances (2000)*
 - *Public Area Requirements (2000)*
 - *Downtown Design Guidelines (2003)*
- *South Downtown Concept Plan (2011)*

These plans are discussed in greater detail in the following chapter and in the Appendix (See item 1.1).

Project Approach

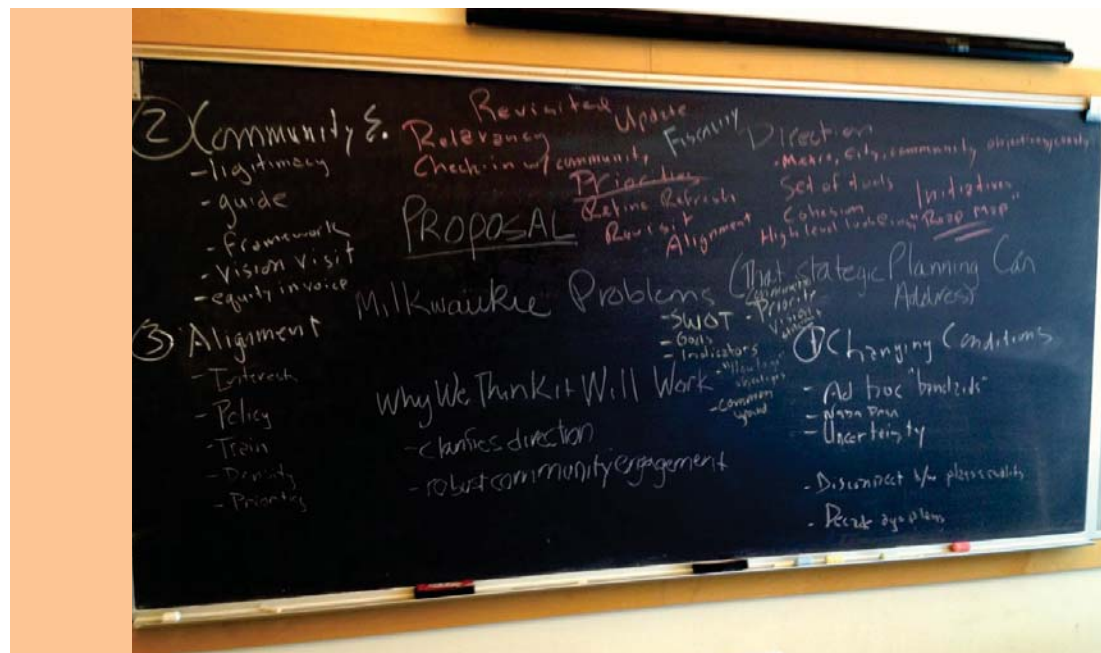
Robust community engagement drove this plan.

During a two-month period, ALIGN planning engaged over 300 Milwaukie community members. These efforts included 132 surveys responses, 30 in-depth interviews and countless conversations.

Members of the consultant team participated in Milwaukie's Neighborhood District Association (NDA) meeting, the First Friday art event on May 3rd, and the May 12th Farmer's Market. The team involved over 17 Downtown business owners through

two business-owners coffee klatches and a walking tour resulted in a portfolio of community-generated photos and comments about Downtown. The consultant team held two well-attended public events, one a public open house and workshop hybrid in early April 2013 and a follow-up community workshop a little over a month later on May 9th 2013.

Meanwhile, project staff and team members were dually occupied with data collection and analysis as part of a Downtown business inventory, demographic analysis, and review of existing plans. This data has been synthesized to provide a snapshot of Downtown Milwaukie in 2013, community expectations of it, and opportunities for and constraints to continued improvement.





vi existing **CONDITIONS**

Adopted Plans & Policies

In order to understand where Milwaukie is today, ALIGN planning investigated existing conditions. The project team reviewed adopted plans and policies to identify common themes, investigated ground floor uses and elements of the downtown environment, and collected demographic data on the Milwaukie community.

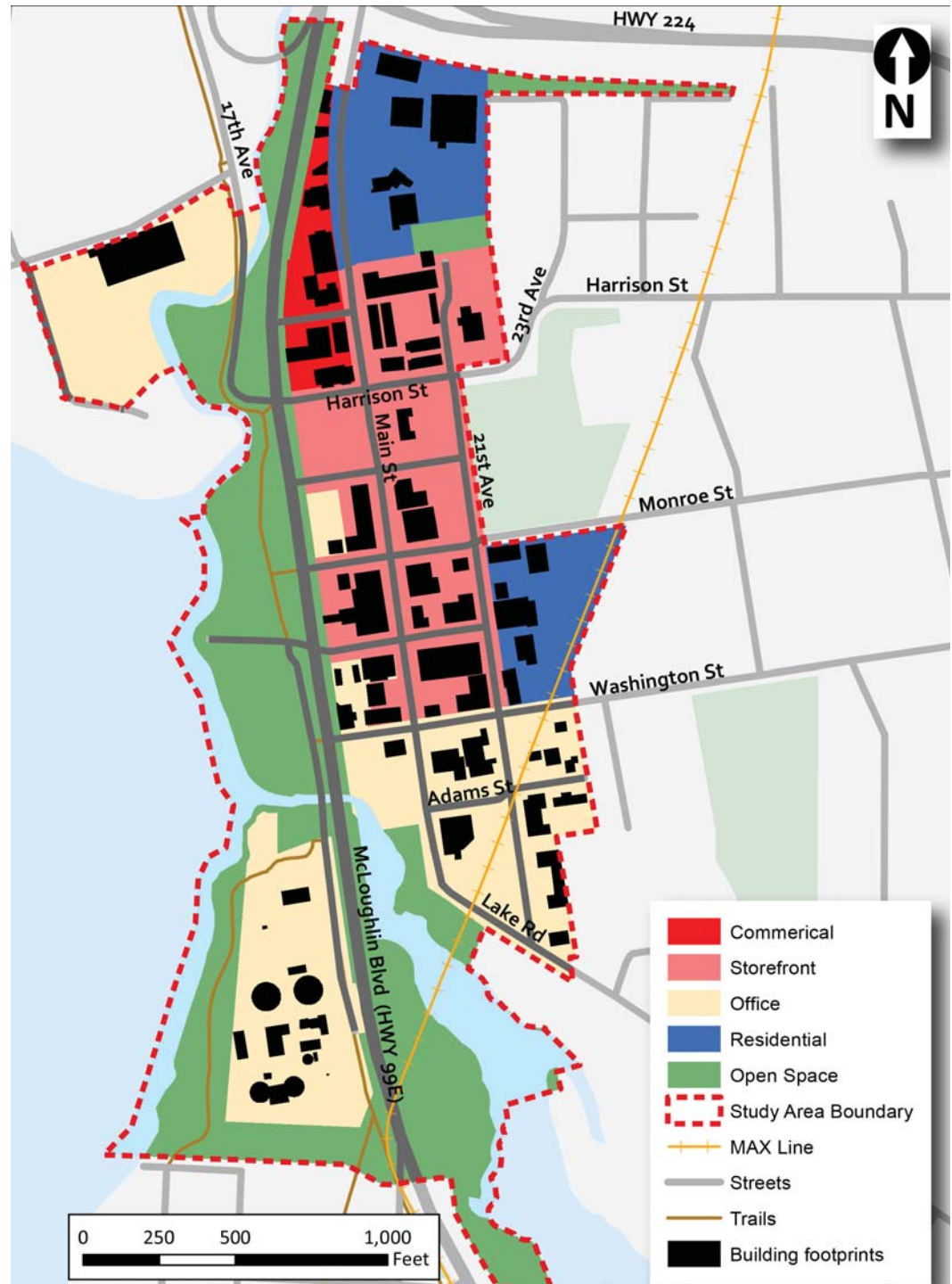
To better understand the context of current policies, the consultant team reviewed the primary documents directing downtown development (See Appendix, item 2.1). While not every plan or policy addresses the same elements, the plans and policies guiding downtown development do share similar characteristics at a conceptual level (Table 1). Both public infrastructure improvements and private investments are recognized as drivers of development in all of the planning and policy documents.

PLANNING CONCEPTS	PLANS & POLICIES			
	Framework Plan	S. Downtown Concept Plan	Comprehensive Plan	Design Guidelines
Historical Character	X	X	X	X
River Connections	X	X	X	X
Pedestrian Orientation	X	X	X	X
Quality MF Housing	X	X	X	X
Employment Opportunities	X	X	X	
Nat Resources & Open Space	X	X	X	X

Table 1 Shared Elements & Concepts in Past Plans

Downtown Zones

While new land uses are governed by the land use zones described in the Framework Plan and implemented by Milwaukee's zoning ordinances, the anticipated future uses rarely match the current uses. There are community concerns that current zoning may inhibit desirable development from occurring. In addition, with the arrival of light rail the types of desirable uses immediately adjacent to the station could be reconsidered.



right map Downtown Zones

CURRENT CONDITIONS

Downtown Milwaukie consists of small walkable blocks and a number of historic buildings. The Willamette River, Highway 224, Lake Road and SE 21st define the area's edges. It consists of 83 acres. Pedestrian access to the Willamette River has been enhanced through new signaled crossings across McLoughlin Boulevard and Riverfront Park is starting to take shape. Recent commercial enterprises downtown are activating dormant spaces, while recently developed multi-family housing provides new customers for businesses.

Historical Component

Honoring the historical elements of the built environment is a common theme in plans and policies that address the built environment in Downtown Milwaukie. Commercial uses have long dominated in the area but civic and residential uses are also on the existing inventory.

List of Historical Properties (Map left)

1. Masonic Lodge, 10636 SE Main (1925)
2. City Hall 10722 SE Main (1938)
3. Commercial Building, 10914 SE Main St
4. Commercial Building, 10999 SE Main St
5. Commercial Building, 11008 SE Main (1905)
6. Single Family Residence, 2115 SE Adams



left map Downtown Sites on the City of Milwaukie Historic Properties Inventory



Scott Park



Kellogg Lake

Parks & Open Spaces

Parks and open spaces form natural bookends to the Downtown area: in the north Spring Creek and Scott Park and to the south by Dogwood Park and Kellogg Creek. Together with the Riverfront Park area, parks and open space make up 31 percent of the total study area.

right map Parks & Open Spaces





Mix of Uses

The majority of the 77 buildings² in the study area are associated with commercial activity of some type. This includes services such as medical providers and insurance, classified as office use by Milwaukie Municipal Code (MMC) and mixed use buildings where the ground floor is a retail or office use, while the second story (and higher) is residential. Six buildings include civic uses, like the library, City Hall and the post office. Twelve vacancies were observed during a business inventory ground survey conducted March 27th, based on empty storefronts and signage advertising space for rent or lease.

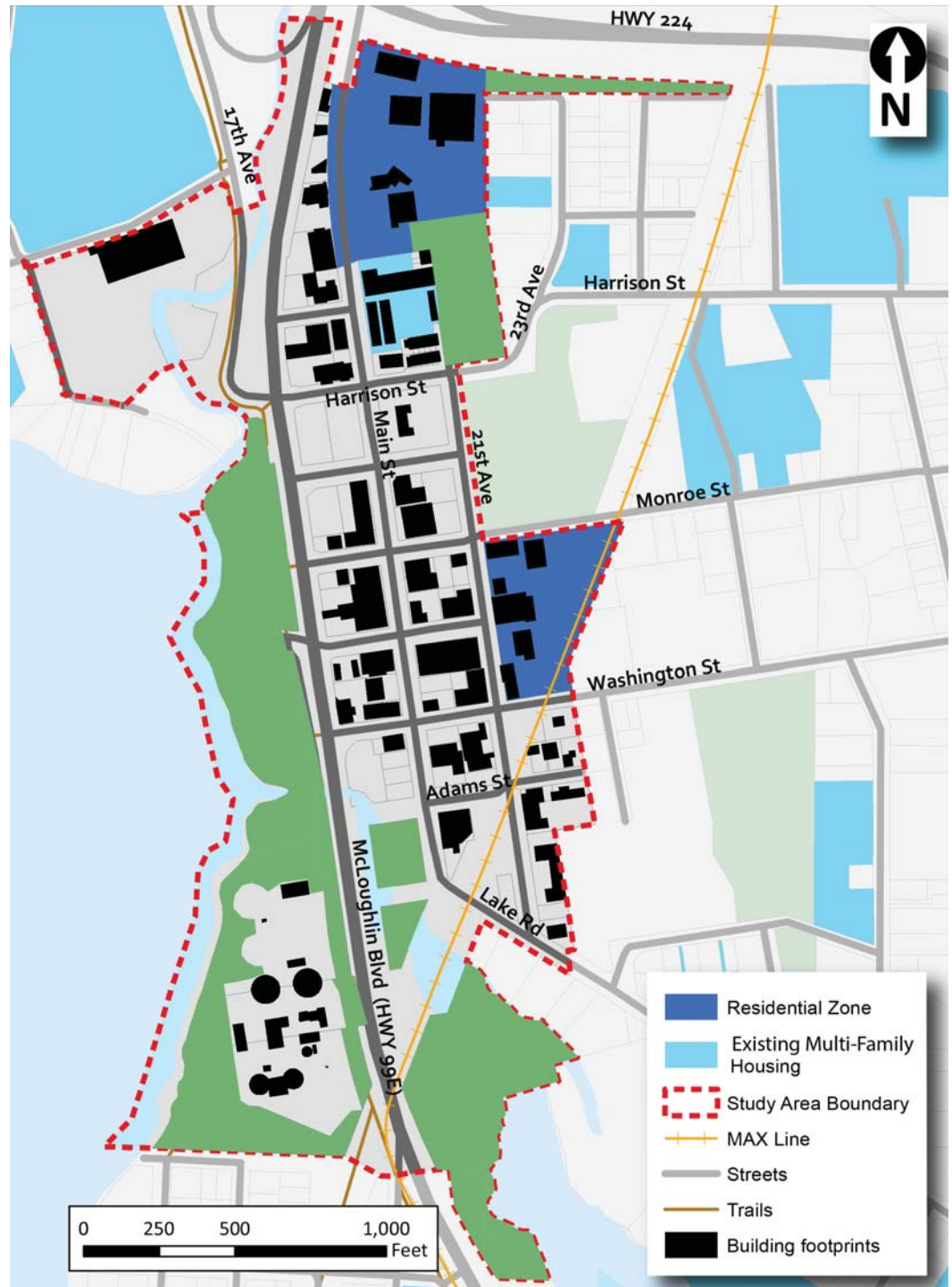
²When structures with shared walls, such as town homes are counted as separate buildings the total buildings in 77, when such structures are not counted individual, there are 66 buildings in the Downtown area. The Clackamas County water treatment plant and associated structures is excluded from this count.



North Main Village

Downtown Residential Development

Downtown living units are considered desirable in many of the plans for the area. They provide an opportunity to increase the supply of housing units in Milwaukie, which has limited developable lands and would also increase the customer base for many downtown businesses. The market demand for urban housing is expected to continue to increase and with the arrival of light rail, downtown living in Milwaukie is also expected to become more desirable. Available housing was greatly expanded by the North Main Village development in 2007.



right map Existing Multi-Family Housing & Downtown Residential Zones



Summary of Community Engagement Activities (April 1 st to May 12 th , 2013)	
Survey (Online + Hardcopy) <ul style="list-style-type: none"> • 134 Survey Responses • 47 Questions • Available in English and Spanish • Target audience: Milwaukie business owners, residents and visitors 	Interviews <ul style="list-style-type: none"> • 30 Interviews conducted • Over 50+ Contacted • One on one in person or phone interviews; some in groups of two • Wide spectrum of interviewees, including: business owners, city officials, residents of downtown, and minority groups.
Walking Tour <ul style="list-style-type: none"> • 10 Participants • Seven stops with discussions • Target audience: Milwaukie community 	Business Coffee Klatches <ul style="list-style-type: none"> • 17 Business owners (1 outside of downtown boundaries) • Two sessions: 8AM and 6PM • Group discussions: Issue identification and solution seeking
Kickoff Event (April 1st, 2013) <ul style="list-style-type: none"> • 35 Participants • Activities include: <ul style="list-style-type: none"> ○ I Love Milwaukie + Places with Potential mapping exercise ○ Group discussions ○ Milwaukie Bux 	Community Workshop (May 9th, 2013) <ul style="list-style-type: none"> • 46 Participants • Activities include: <ul style="list-style-type: none"> ○ Instant Polling Exercise ○ Group Discussions ○ Downtown Roadmap Design
Targeted Outreach to Groups in Milwaukie	
<ul style="list-style-type: none"> • Disabled • Parents • Renters • Senior Citizens 	<ul style="list-style-type: none"> • Hispanic and Latino Community • Low Income • Schools and Youth • Downtown events, including First Friday, ArtMOB and the Farmers Market.

Table 2 Community Engagement Activities Summary

Throughout the month of April through early May, ALIGN Planning conducted several community engagement efforts, in order to collect common values and goals that are representative of a broad spectrum of the Milwaukie Community. Details of these efforts are summarized below in Table 2.

Each of these events had an intended purpose and built upon the existing effort to learn more about what the community wants. The events were designed to reach different portions of community through a variety of efforts and engagement techniques.

Kickoff Event



This event marked the beginning of community engagement efforts in a fun

and meaningful fashion by means of multiple interactive activities, including mapping exercises, group discussions and prioritization of desired outcomes to Downtown in the form of an event-unique currency called “Milwaukie Bux – not to be confused with the baseball team, Milwaukee Bucks. During the exercise, participants were given five “Milwaukie Bux” with the value of \$20 and one with the value of \$100.

Different themes were identified and community members were tasked with placing their mock currency into the themed jars as a means of discovering where the community members would want to place priorities. The top priorities participants identified at the event were:

1. Connecting Downtown to the Riverfront
2. Milwaukie Signature Events
3. Business Development & Recruitment – Unified Vision & Direction

Surveys

Both hard copy and Internet surveys were distributed through multiple channels in the community. The consultant team received

over 130 responses. They were intended to provide an opportunity for outreach to people who are not normally heard from via other means of engagement and provide quantitative data to complement the qualitative data collected through interviews and other engagement activities.

Interviews



These one-on-one interactions offered the opportunity to grasp a more nuanced and in-depth understanding of what Milwaukie community members think about Downtown Milwaukie. These interviews were conducted in informal settings, often over coffee. Questions asked were based on findings from the initial public engagement efforts.

Walking Tour



This fun event provided an engaging way to gather people's opinions on what participants like or don't like about specific elements in Downtown Milwaukie. The tour included cameras and the framing of opportunities in terms of "Hidden Gems" and "It's Got Potential." The responses gathered here served as a backdrop for the Community Workshop and verified and expanded up initial findings from other community engagement activities.

Business Coffee Klatches



Business owners of Downtown Milwaukie have concerns that differ from the community as a whole. Therefore, this event gathered local business owners in an informal setting to identify both concerns and aspirations for doing business in Downtown Milwaukie. From there, business owners were asked about strategies they could undertake in order to work together towards solutions for identified issues. The event provided a unique insight into the business community of Downtown Milwaukie.

Targeted Outreach to Groups in Milwaukie



Groups such as seniors, parents and artists have a presence within Downtown Milwaukie and are often not explicitly engaged. These efforts were designed to engage under-represented organizations and groups to better understand their interests and concerns about Downtown Milwaukie. Activities included attending city events

such as First Friday, ArtMOB, the Farmers Market, and distributing surveys to targeted locations. Success of these outreach efforts was varied.

Community Workshop



This event marked the final opportunity for ALIGN planning to engage with the Milwaukie community. The primary purpose of the event was for the community to provide feedback on drafted recommendations and elements of those recommendations that demonstrated the highest support. The desired takeaways of this event included

- a) the collection of feedback to be incorporated into this Roadmap
- b) providing a format that was both a fun and interactive way to engage with the Milwaukie community and build excitement for future planning efforts by the City of Milwaukie.

COMMUNITY ENGAGEMENT OUTCOMES



ALIGN planning approached the issues in downtown using a Strengths, Weaknesses, Opportunities and Challenges (SWOC) analysis approach. The key findings from each of the community engagement events are provided, as they have the most overarching themes. Each summary is then followed by suggestions for potential approaches and outcomes that may result.

Overall, results indicate that participants desire the preservation of Downtown Milwaukie's small town character, enhance connections to the river, and desire to make Downtown Milwaukie a destination. Further, results suggest that Light rail will bring changes to Downtown Milwaukie, which potentially can increase development opportunities.

Additionally, results indicated that participants support improvement of urban amenities throughout Downtown Milwaukie (i.e. Street trees). Although there was some angst mentioned in regards to the Public Area Requirement (PAR's), the City of



Milwaukie has amended and resolved the issue this year.

Participants also indicated a need for more 'active uses' along the ground level business spaces in Downtown Milwaukie. However, there are divergent views on whether or not those uses should also consider office spaces at the ground level.

There is also agreement among the business owners of Downtown Milwaukie, who desire a unified business association, in order to form a unified business vision. However, in terms of implementation, it was not clear

who would be responsible for carrying out such a task.

Lastly, there is uncertainty in terms of whether parking is a perceived issue or actually problematic. Responses suggest that some believe there are parking issues and others did not indicate there was an issue. However, downtown business owners are an exception to this, as there was a strong desire to better accommodate employee parking.

Strengths of Downtown Milwaukie



Events

There are multiple events taking place in Downtown Milwaukie, including the Farmers Market and First Friday. These events attract people to the downtown core and bring the community together, along with attracting new visitors from outside of Milwaukie. Building upon and expanding these existing events can provide greater opportunity for realizing an active and vibrant downtown.



Small Town Character

The small town character of Downtown Milwaukie is another key strength. Although the Framework Plan and other planning documents envision an active and vibrant downtown, the visions often mimic similar developments found in larger urban centers, particularly Portland. Findings from the Workshop event suggest that the small town charm of the Downtown should not be tarnished by large development. The preservation of the small town character should be maintained in future developments in Downtown Milwaukie.



Local Businesses

Another identified key strength of Downtown Milwaukie is the local businesses. When asked what people like about downtown, they often referenced their favorite local restaurants or coffee shops. The local businesses supply Downtown Milwaukie with a local identity, which continues to draw visitors into Downtown. The community supports and wants more local businesses.



Ledding Library

The library is an active center for Milwaukie residents. When asked what people like about downtown, they often responded, “the library.” It is a strong asset of which Milwaukie residents are proud to utilize. Partnering with the library in future engagement activities and finding new ways to build upon this strength can help foster a more cohesive downtown.



Parks & Open Space

The City of Milwaukie has numerous parks throughout the downtown. It is situated on the Willamette River with a large, open park along the shoreline. Other parks – including Scott Park and Dogwood Park – provide places of respite for residents, visitors and supply habitat for wildlife. Kellogg Lake offers many opportunities, but currently has limited access. Increasing connectivity to the parks would help take advantage of these assets.

Weaknesses of Downtown Milwaukie



Downtown Vacancies & Lack of Shopping Variety

A key weakness of Downtown Milwaukie is the lack of variety in terms of places to shop and fulfill daily needs. Although a grocery store can provide desired services, findings suggest there are desires for other kinds of uses in Downtown Milwaukie, such as a brewpub. Other uses desired include a clothing or bike repair shop.

Attracting businesses would also help address the issue of vacancies within the Downtown area. Business owners of Downtown Milwaukie expressed concern with the lack of foot traffic, outside of events such as the Farmers Market, which temporarily attracts many visitors. Addressing the lack of variety and vacancies can help build a critical mass to attract customers and/or residents.



Need for Economic Development

The vacancies and lack of variety also speak to another weakness of Downtown Milwaukie, the need for economic development. This business community of Downtown Milwaukie is currently fragmented into separate groups without a unified business association. Although the desire for a unified business vision exists, realizing such a vision has been difficult for Downtown business owners. A unified vision and voice of Downtown business owners could potentially bring joint solutions to create a more prosperous and vibrant center.



McLoughlin Boulevard

Until light rail is fully operational, McLoughlin Boulevard (Highway 99) remains the primary gateway to Downtown Milwaukie. However, travelers on McLoughlin often do not realize the presence of Downtown Milwaukie. Findings suggest that there is a lack of attractive signage and entry points to symbolize the presence of downtown. Further, findings suggest that McLoughlin is also a source of opportunity – development can capitalize on Riverfront Park by promoting shops that cater to recreational activities or on the view of the river.



Ground Level Uses

The original Framework Plan conceptualized a strong retail corridor along Main Street, featuring restaurants and retail uses on the ground floor. Findings suggest that this concept remains true, in addition to the desire for more variety than what is currently available in Downtown Milwaukie.

Respondents generally agree that ground level businesses should focus is on providing a pleasant pedestrian experience that promotes active ground level uses, such as recreational oriented, arts and antiques or boutique shops. However, findings suggest there is diversion on whether or not office should belong at the ground level. Future considerations regarding the uses on ground level floors should encourage a wider variety of retail and restaurant options, beyond what is codified by current regulations. Doing so may allow for business/property owners to attract a wider set of clientele to occupy their buildings, thereby attracting new businesses to Downtown Milwaukie.



Pedestrian & Bicycle Infrastructure

The addition of light rail in the future of Downtown Milwaukie suggests that the needs of pedestrians and bikers should be considered even more. During the walking tour and at the Workshop event, residents mentioned that 21st Street is likely to become more utilized as part of traffic generated from light rail. As such, it should leave travelers with a good impression of Downtown Milwaukie and provide conveniences for foot traffic and streetscape improvements between the Transit Mall and light rail stop.

Currently, bicycle infrastructure lacks in downtown Milwaukie. There is support for improved bicycle infrastructure and accommodating cyclists in Downtown Milwaukie can help facilitate healthy transportation options. While funding of these types of improvements is an issue, pursuing creative and alternative funding sources would demonstrate that all citizens are welcome in Downtown while creating the infrastructure to aid in a smooth transition towards a more active core.

Opportunities of Downtown Milwaukie



Grocery Store

There is a strong desire amongst the community for a grocery store in Downtown Milwaukie, which remains consistent with one of the fundamental concepts from the Framework plan: Anchors and Attractors. Findings also suggest that a grocery store is one of the top priorities for future development in Downtown Milwaukie. There is likely an opportunity for a grocery store that should be pursued as part of realizing a vibrant downtown.



More Public & Green Space

Green spaces such as Riverfront, Dogwood and Scott Park currently provide the green spaces in Downtown Milwaukie. However, connectivity of these places remains an opportunity: Riverfront is separated by McLoughlin from Downtown, Dogwood park is currently not that accessible due to construction and Scott Park is an environmentally protected area, not purposed for any activities. Connecting these green spaces, by means of trails, pathways, bicycle boulevards or other means (e.g., signage) in Downtown Milwaukie can help better promote and activate these spaces, potentially generating more interest in visiting Downtown Milwaukie.

³See City of Milwaukie Memorandum – “Downtown Plan Refresh Background Memo #2: History of Downtown Milwaukie Programs, Studies and Plans (pg 6).”



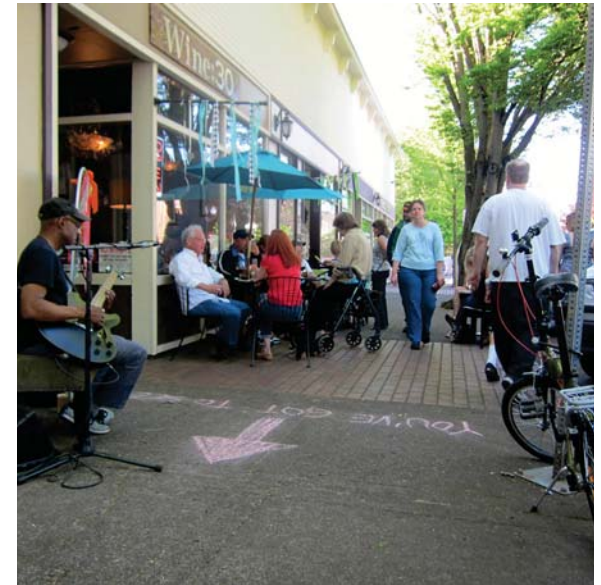
Local Restaurants

One of the most appreciated characteristics, Downtown Milwaukie currently hosts a selection and variety of local restaurants. The quality of these establishments are appreciated and desired by the Milwaukie community. An increased supply of local restaurants is an opportunity in Downtown Milwaukie that should continue to be considered, including additional dining options such as a brewpub, casual dining or specialty kitchen. Not only is eating one of the reasons visitors come to Downtown Milwaukie, but is also an element of realizing a vibrant Downtown.



Light Rail

While Milwaukie historically developed with a rail connection to surrounding communities, the introduction of a new light rail line to Downtown Milwaukie brings excitement and concerns. Generally, the findings suggest that the community believes light rail will bring about positive changes to Downtown Milwaukie, particularly potential increases in attracting people to Downtown Milwaukie from other places. This potential increase of people to Downtown is an opportunity to present to a willing developer, who can capitalize off the momentum and provide more development to the South Downtown.



Marketing Downtown Milwaukie's Local Identity

Findings from the instant polling at the workshop suggested that participants agree that food, arts and culture should be the focus of Downtown Milwaukie's identity. This desire is consistent with one of the fundamental concepts from the original Framework Plan: the need for an Arts/Entertainment District and to build off existing creative groups and organizations. These groups then can be utilized for future efforts to 'beautify' areas of the Downtown that could benefit from simple decorations or even consider places where a mural is most appropriate.

Challenges of Downtown Milwaukie

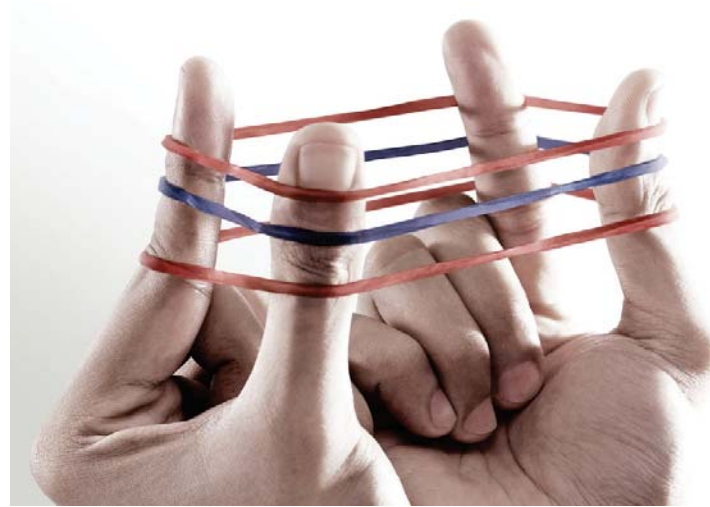
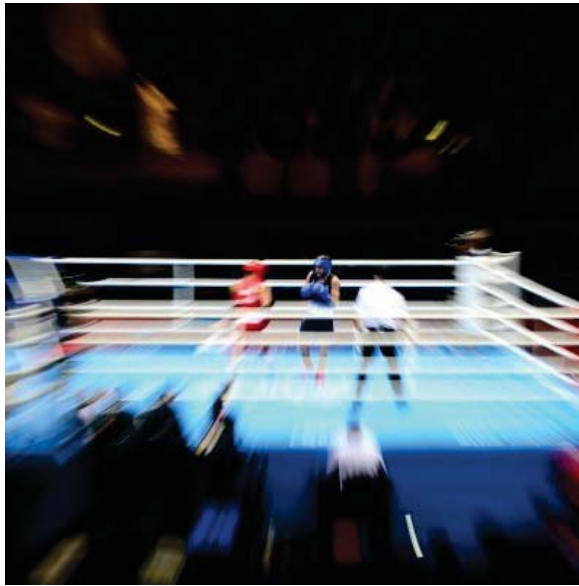


Parking

Whether parking is an issue seems to be a matter of perception. Discussions with business owners found a belief that there is a lack of spaces that allow for employee parking by means of a permit. Some feel there is a lack of enforcement of the “15-minute zones”. Additionally, light rail improvements have provided challenges to business owners, as there has been removal of some parking from the South Downtown area.

Yet, when asked to the Milwaukie community in general, there were mixed responses relating to parking: most state they can find parking; others feel that there needs to be more. Further, one of the workshop groups

realized that there are more parking lots available to them than originally perceived, thus the increase in signage for parking lots may prove beneficial in reducing perceptions for the lack of parking.



Historical Tensions

There have been a number of previous tensions, whether with the City of Milwaukee or specific community members, which consequently act as barriers to realizing positive changes in Downtown Milwaukee. Some perceptions are rooted in angst against City regulations that impose seemingly unfair restrictions on business owners, such as the Public Area Requirements (though now amended) and the zoning restrictions of Downtown Milwaukee. The City understands these are a challenge and has taken steps to amend the codes. Increased and easy-to-understand communications from the City may help citizens understand the regulations. Other negative perceptions were often cited to be due to one of two things:

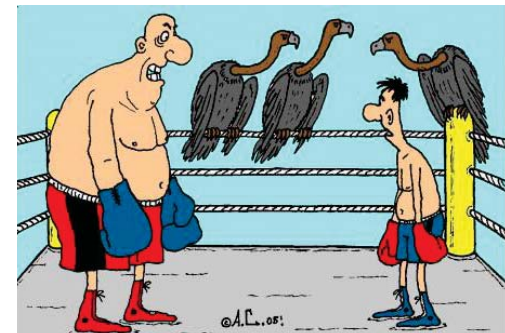
1. No desire for any future changes, due to Milwaukee community members being content with their present situation.
2. There is a fear of the unknown in regards to future changes light rail may bring to Downtown Milwaukee

However, the situation of Downtown Milwaukee is improving over time and citizens are willing to share their positive attitudes. For example,

73% of workshop respondents generally feel that Downtown Milwaukee “is getting better”.

This positive momentum should also be considered an opportunity for the City of Milwaukee to continue to engage the Milwaukee community and respond to community desires as part of continuing

the positive momentum that presently exists.



Emerging Themes

In general, the values of the community today still reflect the goals set out in previous plans and policies. There are two main desires for the Downtown area, to retain its character, while also increase the level of business activity. Cultivating the downtown area as a destination center is seen as a way to facilitate business growth:

Priority Area: South Downtown

There was a strong desire among participants

to protect community values in the built environment as the pace of development grows due to light rail. This could be achieved through a variety of strategies such as design guidelines, public art programming, and business recruitment, but has the primary intention of preempting long-term development that does not meet community needs by incentivizing and/or encouraging development that does in the short-term. Increasing activities of all types, or more

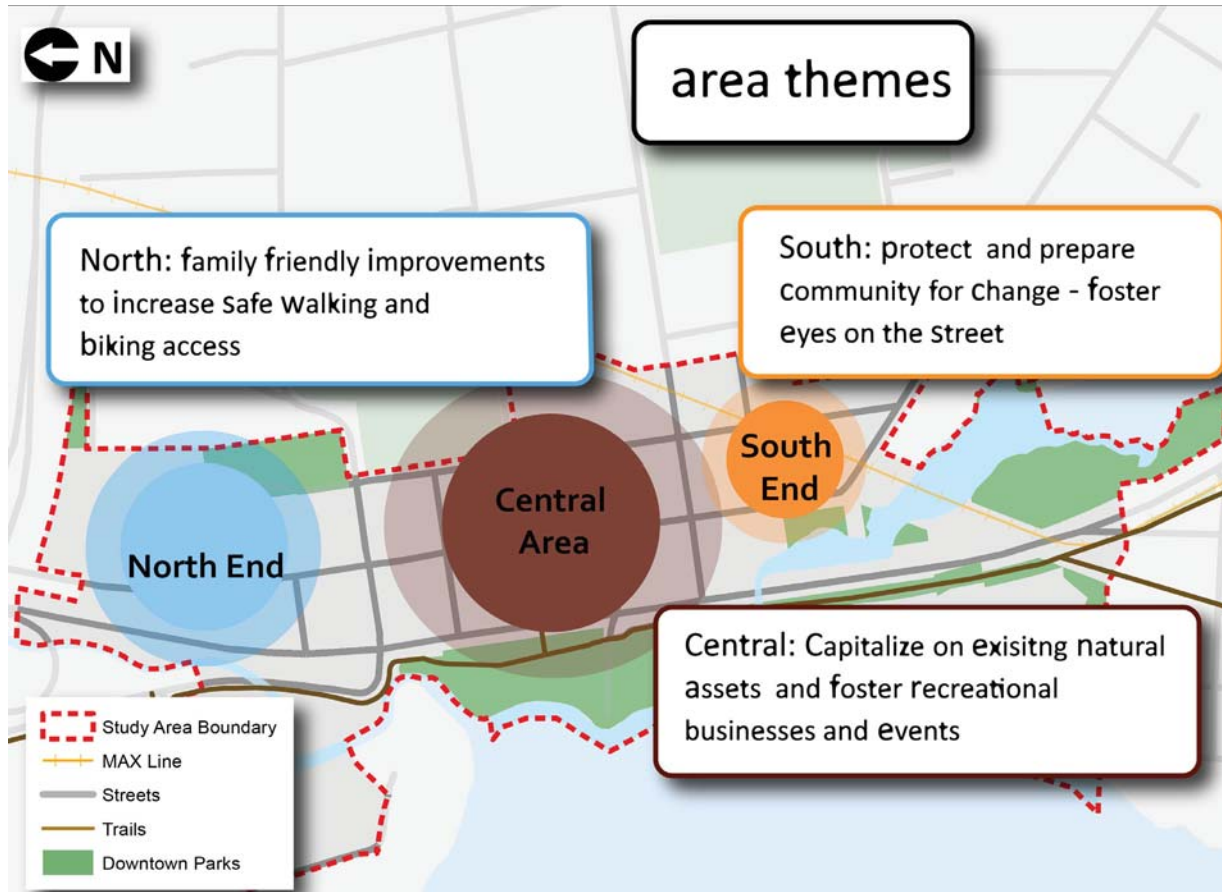
eyes on the street, in South Downtown is seen as an effective approach to increasing business activity, pedestrian comfort and a general sense of Downtown Milwaukie as a “place to be.”

Area: Central Downtown

The central area of Downtown is seen as the hub of downtown—a popular retail destination and community event locale. There is a strong desire in the community to encourage new uses in Central Downtown, especially those that promote and expand recreational activities. An efficient use of space is also desired in this area. Many have expressed the desire for mixed-use developments offering ground floor retail with residential housing above. Importantly, community members also place value on enhancing the aesthetic value of existing building in this area.

Area: North Downtown

Family-oriented development in the North Downtown area is a foundational asset upon which the community should capitalize. Infrastructure improvements to enhance the pedestrian and bicycling experience in the area—including facilitating access to the Springwater multi-use corridor and improving the area’s connection to Scott Park and the Downtown core—is a way to foster establishment of additional family-friendly businesses and activities. North Downtown is also seen as a potential site for additional 2-3 story multi-family housing, similar to the North Main development.

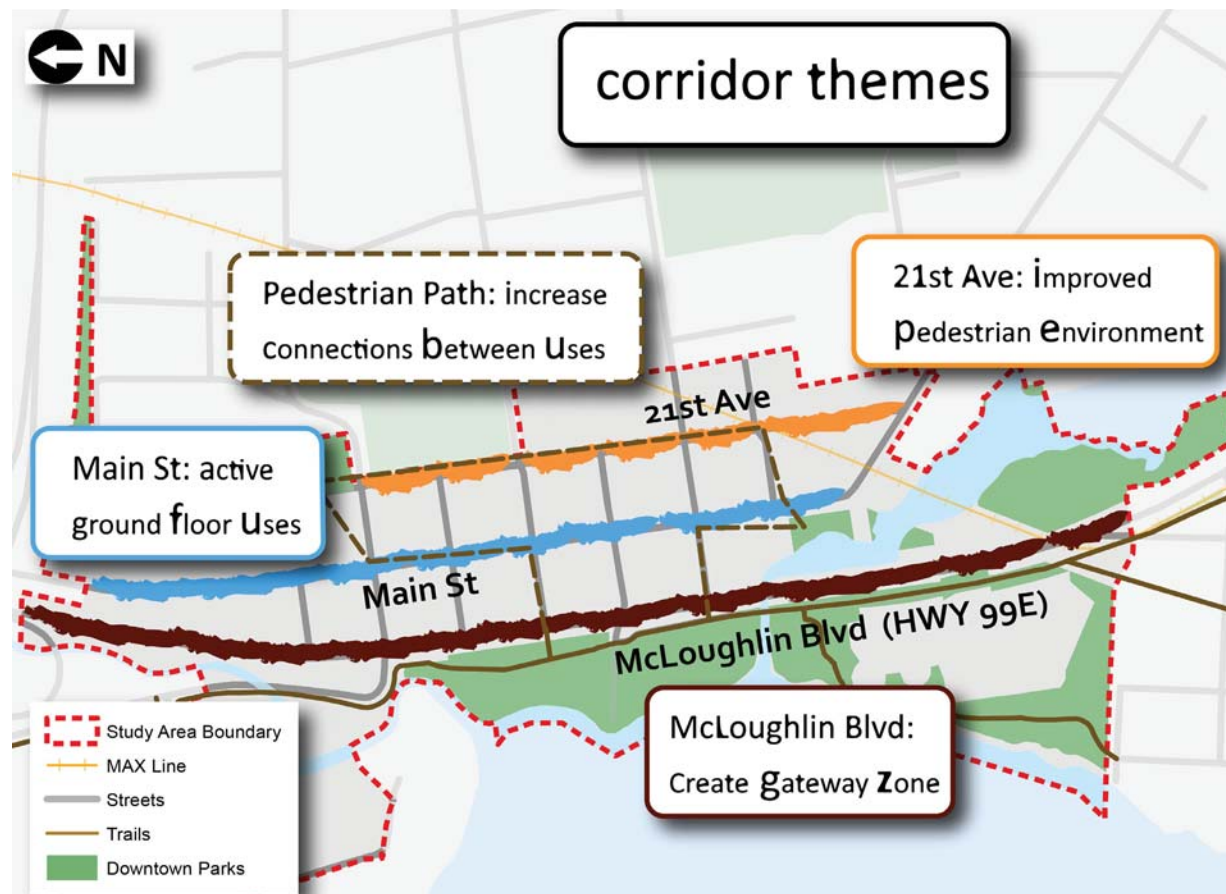


Priority Corridor: McLoughlin

Characterizing McLoughlin Boulevard as gateway zone is an opportunity to increase connections to the river and attract traffic off McLoughlin into Downtown. Community members support improving the “McLoughlin face” of Milwaukie through several strategies: way-finding signage, reduced building setbacks, façade improvements, and increased entry points to Downtown access, among others. Improving views between McLoughlin and the river and expanding upon the attractive elements of Downtown so they are more visible from McLoughlin is another important strategy. Ideas to activate the east edge of McLoughlin include orientating buildings toward McLoughlin and the river, and incentivizing façade upgrades. Finally, designating and improving key “nodes of entry” along McLoughlin will raise awareness of and increase accessibility to the Downtown for visitors and locals.

Corridor: Main Street

Increasing active ground floor uses on Main Street continues to be a front-and-center focus for Downtown. Façade improvements are an opportunity to increase viability of various retail uses along the corridor; there is also support for transitioning toward a more appearance in the materials and design of storefronts and commercial buildings along Main Street. A grocery store, brew pub, permanent public market, and museum are among the most popular community-generated proposals for new uses on the Main Street corridor.



Corridor: 21st Ave

21st Avenue will welcome visitors to the Downtown area and improving the pedestrian environment along this corridor in anticipation of light rail is a good way to enhance the general attractiveness of Downtown to visitors. Actions to achieve this effect could include burying utility lines, improved landscape design, sidewalk upgrades and installation of attractive lighting elements and hanging flower baskets. These ideas for solutions are all community-generated.

Pedestrian Corridor: Enhanced Connections

Popular Downtown features and destinations should be linked physically and conceptually by common design elements, such as consistent landscape design, plant types, street furniture and way-finding signage. Connectivity will be building on the success of existing multi-use pathways (the Trolley Trail and Springwater Corridor), and enhance access between the river and the Downtown core—creating a reason for Downtown users to explore the full extent of the area.



Positive Forward Momentum

There is a common sentiment among the community that Downtown Milwaukie is “getting better.” These community-generated concepts for continuing positive forward momentum are only intended to plant the seeds for the ideas and actions that will form the next phase of planning for Downtown. The constructive energy of community members – residents, families, business owners and public agencies—will be invaluable for Milwaukie’s continued exploration of the strategies that will best realize the vision for its Downtown. The exciting part is that the optimism, creativity and collaborative energy put toward crafting the policies and plans of today will help shape the future of Downtown for decades to come. The challenge to the community is to dedicate the time and resources necessary to make these changes happen. Working together, the community of Milwaukie will make “good things happen here.”



Appendix 1.1

Primary Documents Governing Downtown
Development

Appendix 2.1

ALIGN Planning Team

Separate DOCUMENTS

Existing Conditions Report

Public Outreach Findings Report

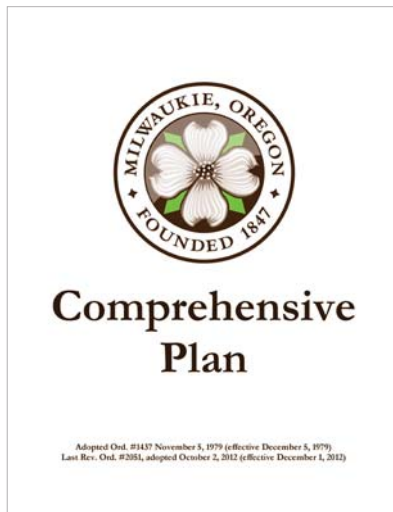
Kickoff Meeting Summary

Business “Coffee Klatch” Summary

Interviews Summary

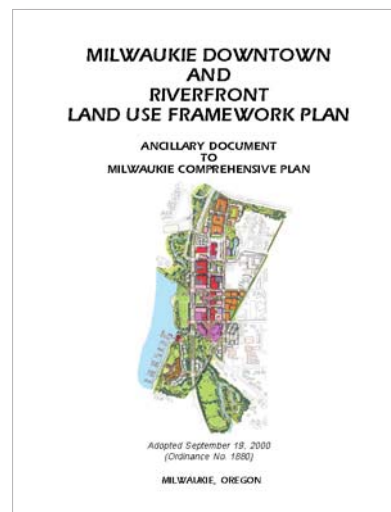
Survey Results

Workshop Summary



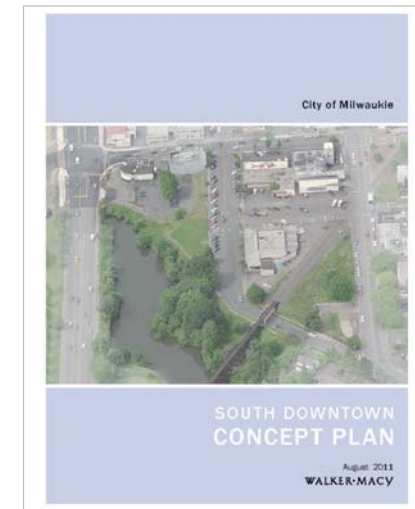
A the MILWAUKIE COMPREHENSIVE plan

The 1989 Comprehensive Plan establishes the *land use and development policy* for the City of Milwaukie. It classifies *Downtown as an area of special interest* for the whole community and details planning concepts related to Downtown developmen.



B the DOWNTOWN and RIVERFRONT LAND USE FRAMEWORK plan

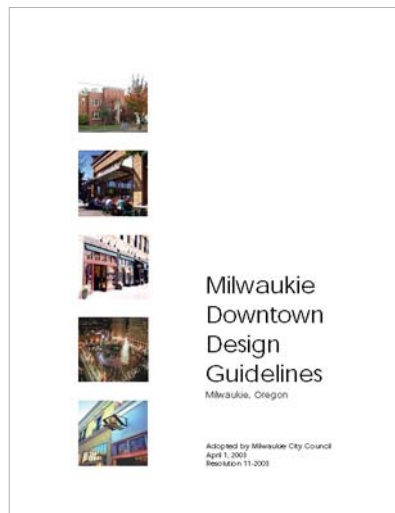
The Downtown and Riverfront Land Use Framework Plan (“Framework Plan”) was adopted in 2000. This is the *guiding document for development in Downtown Milwaukie* and is an ancillary document to the Milwaukie Comprehensive Plan. *Its boundaries form the study area* for the Fresh Look Milwaukie project.



C the SOUTH DOWNTOWN CONCEPT plan

Adopted in 2011, the South Downtown Concept Plan is a vision for the area south of Washington between 99E (McLoughlin Boulevard) and 21st Ave. Once codified, *it will guide redevelopment and land use* in preparation for the Milwaukie Light Rail Station opening in 2015. The *first project* to implement the plan is the *Adams Street Connector* project, to be completed in fall 2014.

1.1 PRIMARY DOCUMENTS GOVERNING DOWNTOWN DEVELOPMENT



D DOWNTOWN DESIGN guidelines

The Downtown Design Guidelines were adopted in 2003 to support and complement the Framework Plan through the promotion of a consistent **urban design vision** and contextually sensitive development. The guidelines address “**Milwaukie character**,” architecture, signage, lighting and pedestrian elements. They are **used** by City staff and Milwaukie’s Design and Landmarks Committee **to evaluate the design of new construction** and some exterior renovations.

E PUBLIC AREA requirements

The Public Area Requirements (PARs) were adopted in 2000 to define and implement the circulation framework of the Framework Plan. This document **defines circulation elements** for vehicles, pedestrians and bicyclists, guides the development of capital improvements in the public rights-of-way, and establishes **standards and requirements for improvements** at the time of development or redevelopment of parcels adjacent to the public right-of-way in downtown Milwaukie. The PARs were revised in 2009 and 2013, and have been integrated into the City’s Public Works Standards.

F DOWNTOWN ZONING ordinances

Zoning and Land Use regulations for downtown are addressed in Title 19 Section 304 of the Milwaukie Municipal Code (MMC). The current downtown zones and regulations were adopted in 2000 to implement the Framework Plan. Aspects of the ordinances were revised in 2009 and early 2013. The zoning ordinances **address allowed uses**, dimensional standards such as building height and setbacks; design standards; residential density, and applicability of design review **and public area requirements**.

2.1 ALIGN Planning TEAM



Ryan Lemay | Project Manager

Ryan is a Washington native from Kitsap County, who joined the Master of Urban and Regional Planning program in 2011, specializing in Land Use. His background includes a Bachelor's degree in Urban Studies from the University of Washington, Tacoma with, along with certificates for AutoCAD and GIS. His previous experience with planning includes work at the City and Federal government. At the City of Puyallup, Washington, Ryan served as a GIS/Planning Intern and experienced in working with issues in long-range and short-term planning. At the Federal level, Ryan currently works as a student hire for Navy Region NW. He has assisted the Public Works in drafting utility diagrams and currently works with the Planning department with various projects. Post Graduation, Ryan hopes to work as a planner for a government organization, seeking options that unify sprawling communities and instead promote more intensive uses of land. Outside of Planning, Ryan's interests include experiencing outdoor activities in the northwest, ranging from hiking, mountain biking, snowboarding, kyacking and rock climbing to other activities such as sports, autocrossing, and travelling.



Carine Arendes | Content Development Lead

A long time Oregon resident, and graduate of PSU's Community Development program, Carine entered the Masters of Urban and Regional Planning program in the fall of 2011 specializing in Land Use. Previous research conducted on the social determinants of stormwater management stewardship shaped her professional interest in the green infrastructure and the preservation of ecological functioning in urban areas. Carine is active in the APA's newly formed Sustainable Communities Division and a local organization pursuing development of a Nature Play park. In 2013, she was appointed a Tigard Central City Advisory Committee Commissioner on urban renewal district policy. A recent Washington County position focused on "Greening the Code" to address code barriers to sustainable development is leading to the development of new wind and solar energy generation ordinances. Her current position as an assistant campus planner allows Carine to support innovative and sustainable urban development occurring on Portland State University campus, while also providing staff support to a newly initiated Capital Advisory Committee. A regular library patron, Carine daydreams about trips to Tuscany and adventures aboard Serenity.



Jeffrey Butts | Public Engagement, Co-Lead

Jeffrey is originally from Montana and moved to Oregon, to attend Portland State University (PSU), in September 2011 from El Salvador where he served two years as a Peace Corps Volunteer. Prior to volunteering overseas, Jeffrey earned a BA in Environmental Studies from Montana State University Billings and worked in community organizing around environmental issues where he once toured the country on a biodiesel bus with three others to engage with the public and the media about sustainability. Jeffrey has been involved in student leadership during both his undergraduate and graduate education. At Montana State University, Jeffrey spearheaded a successful effort to plan and implement comprehensive campus recycling. As Co-Chair of the Urban Planning Club at PSU, he successfully led an effort to bring influential urban thinker and former mayor of Bogotá, Colombia, Enrique Peñalosa to Portland for two events. Jeffrey currently works at a Portland consulting firm focusing on urban planning and community engagement. He has an interest in multi-modal transportation and the creation of quality urban habitats for humans, with a prominent orientation toward the pedestrian atmosphere.



Erica Smith | Public Engagement, Co-Lead

A native Portlander, Erica will graduate from PSU's Masters in Urban and Regional Planning program in June 2013. Upon graduating Erica aims to work as a long-range and strategic planner facilitating public-private sector collaboration, and driving policy to reduce the urban area's carbon footprint while increasing equitable access to social, political and economic capital. Erica has extensive experience working for the public sector in the Portland, Oregon area, including Portland's Parks and Transportation Bureaus, Portland Public Schools, the City of Hillsboro's Planning Department and the Portland Development Commission. She also has experience working in construction and green/natural building, including design and management for small ecoroof projects in the Portland area. Currently, Erica works as a Planning and GIS Intern at Fregonese Associates, Inc., a locally-based planning firm. There, she primarily focuses on regional and strategic long-range planning projects around the nation. She specializes in map-making and GIS analysis, public participation and community engagement (especially with the Spanish-speaking community) as well as environmental planning issues. Erica completed her BA in Community Development at PSU in 2008.



Iren Taran | Production Lead

Iren joined the Master of Urban and Regional Planning program in 2011. She holds a BA in Architecture from WSU School of Architecture and Construction Management. At PSU, her research interests include sustainable economic, social, and environmental development as well as planning practices that can bridge all three. Last year, she started her research work on the transformation of the urban planning system in the Post-Soviet Bloc. She spent summer of 2011 in Nicaragua on a PSU International Community Development program gaining field experience. This summer, Iren worked with the Shenzhen Institute of Urban Planning and Design alongside local planners in China. Iren's introduction to international practice began while she was a student at WSU. She assisted a team of professors in postwar studies and development strategies for the City of Kabul, Afghanistan. After graduation, Iren joined Yost Grube Hall, a U.S.-based architecture and planning firm where she worked on a wide variety of projects, ranging from educational facilities to campus and community planning, both domestically and overseas. When she is not juggling education, research and professional practice, Iren is hiking and exploring the Pacific Northwest.



To: Planning Commission

Through: Steve Butler, Planning Director & Interim Community Development Director

From: Ryan Marquardt, Senior Planner

Date: May 22, 2013, for May 28, 2013, Public Hearing on Tacoma Station Area Plan (TSAP) & Associated Amendments

Subject: File: CPA-13-01; ZA-13-01
Applicant: City of Milwaukie
NDA: McLoughlin Industrial; Lewelling

ACTION REQUESTED

Recommend that City Council approve applications CPA-13-01 and ZA-13-01, with the findings and the Comprehensive Plan and Zoning text and map amendments from the May 14, 2013 Planning Commission packet, as amended by the modifications presented in Attachments 1-3.

BACKGROUND INFORMATION

A. History of Prior Actions and Discussions

- **May, 2013:** Planning Commission held its initial public hearing on the Tacoma Station Area Plan. Planning Commission closed the record for oral and written testimony and entered deliberation on the plan and associated amendments.
- **April, 2013:** Staff briefed the Planning Commission on the proposed Tacoma Station Area Plan document, and had detailed discussion on key policy points in the plan.
- **December, 2012:** Staff briefed the Planning Commission on the proposed land uses and transportation improvements identified in the Redevelopment Scenarios report.
- **July, 2012:** Staff briefed the Planning Commission on the project goals and objectives, input from stakeholders, and received input from the Planning Commission on project goals, objectives, and evaluation measures.

- **May, 2012:** Staff provided Planning Commission with an overview of the project and its status.

B. Issues Listed for Deliberation from the May 14, 2013 Tacoma Station Area Plan Hearing

At the May 14, 2013 hearing, the Planning Commission heard the staff presentation and public testimony on the Tacoma Station Area Plan (TSAP). Upon entering deliberation, the Planning Commission created a list of issues they wished to discuss (listed below). Where the Planning Commission provided direction on an issue, the direction is summarized. Staff has provided direction for the Planning Commission's consideration during the upcoming hearing.

1) Recreation/Entertainment Complex in Subarea 3

This topic was raised by written testimony that requested a change to allow a recreation/entertainment complex in Subarea 3, and to increase the allowed retail size to increase from 30,000 sq ft to 40,000 sq ft. The Planning Commission concurred with the recommendation to allow a recreation/entertainment complex through a conditional use process. The Planning Commission did not indicate that the maximum size for a retail use should be increase for this area. Staff has prepared draft language to be incorporated into the code amendments to allow this use conditionally, and to establish review criteria for consideration of this use. See Attachment 1.

2) Transportation Project 5c – Undercrossing through Springwater Trail Berm

Testimony was given by Richard Anderson from Anderson Die and Manufacturing regarding the project to create an undercrossing through the Springwater Trail berm for bicycle and pedestrian access. The testimony expressed opposition to the project because it would include public right-of-way across property currently owned by Anderson Die and Manufacturing. The project team believed that the company was more supportive of this idea during development of the TSAP and inclusion of this project.

The Planning Commission supported retaining this project on the list of potential transportation projects, while indicating that it should be listed as a low priority project because of its cost and impacts to this property. Staff has drafted revised language for multiple sections of the TSAP document consistent with this direction. See Attachment 2.

3) Transportation Project 11 – Pedestrian Bridge across Johnson Creek at SE 24th Avenue

The Planning Commission did not deliberate on this topic at the May 14th hearing. Testimony was given by owners of a residential property on the north end of SE 24th Ave in opposition to this project. The concerns raised were about the safety of bicycle and pedestrian traffic in an industrial area and loss of privacy and other impacts to their property resulting from the bridge and bicycle and pedestrian traffic. An alternative was proposed of using existing abutments and supports going east/west from SE Clatsop St to reestablish connectivity for the area. The support and abutment were from a bridge that was washed out by a past flood. Staff recommends changes to the description of this project in the TSAP to include the option of an east/west connection across the creek in addition to the north/south connection, and including safety improvement to streets in the area prior to or

concurrent with construction of a bridge. This would still accomplish the goal of increasing connectivity to this area while addressing safety concerns and further evaluating an alternative bridge placement. See Attachment 3.

4) Manufacturing Zone Amendments

The Planning Commission did not deliberate on this topic at the May 14th hearing. Testimony was provided regarding the Manufacturing (M) zone amendments and the effect of the amendments on areas west of SE McLoughlin Blvd. A representative of a property owner in that area testified that the proposed M-zone amendments would limit the retail and office uses on the property. The current zoning allows for up to 75% of a project to be office or retail if at least 25% of a project is industrial/manufacturing. The proposed amendments would limit office uses to 20% of a building/project and limit retail uses to 5,000 sq ft or 40% of a building area. The request was that the City not adopt the M zone amendments for this area, and instead consider extending one of the subarea overlays from the TSAP to this area.

It is not feasible to extend the TSAP overlay to this area within the scope of the TSAP project, and staff does not recommend this option. Staff suggests that the Planning Commission consider one of the following options regarding the M-zone amendments:

- a. Apply the proposed M-zone amendments as presented in the May 14, 2013 Planning Commission packet to all M-zone areas in the city. This would limit office and retail uses as described above, resulting in more of a focus on Manufacturing uses in the M-zone. It would also clarify the types of uses allowed in the M-zone and make allowance for a slightly broader range of manufacturing related uses.
- b. Retain the current M-zone on areas outside of the TSAP. This would keep the existing zoning that allows up to 75% of a project to be commercial/office. If the Planning Commission prefers this option, staff may revise the proposed amendments so that the TSAP becomes a base zone, as opposed to an overlay zone. Staff wishes to avoid creating a separate base zone that exists only within an overlay zone and it is preferable to simply combine the two.

5) Maximum Retail Size

The Planning Commission did not deliberate on this topic at the May 14th hearing. The project consultant provided information about proposed retail size maximums for the subareas and some example building sizes from around the region. These slides are included for reference as Attachment 4. The proposed maximums are:

Subarea	Maximum Sq Ft
1	60,000
2	30,000
3	30,000
4	5,000 (individual use) 20,000 (total size)

Planning Commission has a good amount of latitude in revising these numbers if they desire. The only limitation is that retail/commercial uses over 60,000 sq ft are prohibited by Metro regulations for most lots north of SE Stubb St.

Approximate sizes for larger commercial stores are:

- Chain drugstore: 10,000 – 15,000 sq ft
- Neighborhood supermarket: 20,000 – 30,000 sq ft
- Large supermarket, department store: 40,000 - +100,000 sq ft
- Chain building supply: 100,000- 130,000 sq ft
- Wholesale or retail store supercenter: 145,000 – 250,000 sq ft

The proposed maximums were in drafts of the plan that were presented to the Stakeholder Advisory Group and Technical Advisory group this spring. Neither of these groups expressed strong opinions on the proposed maximum sizes. Staff suggests that the proposed maximums are appropriate in allowing a large amount of commercial space nearest to the light rail stop. The maximum sizes in Subareas 2 and 3 are consistent with commercial uses that are supportive for providing goods to the local area. The size maximum in Subarea 4 is rather limited, consistent with the assumption that this area will remain mostly manufacturing/industrial in nature.

If the Planning Commission does wish to entertain reducing the maximum sizes, staff suggests that Subarea 2 may be the most appropriate place for small size retail due to the small size of the subarea. Staff does not recommend reduction of the size maximum in Subarea 1 in order to allow maximum flexibility for transit oriented development, and because the site is relatively isolated and would have few impacts to surrounding properties. Staff also does not recommend reduction of the size maximum for Subarea 3 since there is a higher potential for redevelopment in this area and larger commercial uses could be viable in this area.

6) Office Size

The Planning Commission did not deliberate on this topic at the May 14th hearing. The proposed maximums for office and professional services in the subareas are:

Subarea	Maximum Sq Ft
1,2, and 3	No size limit
4	20% of building/project

Similar to the commercial size limits, these were presented to the Stakeholder Advisory Group and Technical Advisory group, neither of which expressed strong opinions on this topic. The size limits in Subarea 4 are in place with the assumption that this area will remain mostly manufacturing/industrial in nature. There are no limits proposed for Subareas 1, 2 and 3 because of the employment-focus of the TSAP for this area. One of the central connects of the TSAP is that this area's best potential is as employment-related transit oriented development (ETOD). The focus is on increasing the employment capacity of this area with businesses whose workers will heavily utilize light rail for commuting.

Concern has been expressed at an earlier TSAP worksession about potential competition between office uses in the TSAP area and offices in downtown. There

is the potential that these two areas may be in competition with each other for potential office spaces. There are, however, factors that may limit this competition. One factor is that new office spaces are not likely to be built until the market for office space improves throughout the region. This dynamic suggests that existing downtown office spaces will have higher occupancy rates before office spaces in the TSAP area begin to be built.

Another factor is that the TSAP area and downtown are different in nature. Downtown spaces will tend to be smaller and attract small firms and uses, especially those that benefit from being in close proximity to residential neighborhoods. The TSAP area has larger areas of undeveloped land that may tend to attract office uses that require a larger building area and would benefit from access via light rail and McLoughlin Blvd.

Lastly, the long-range plans for downtown Milwaukie suggest that the community may prefer to have larger office uses outside of downtown, freeing up space for retail, commercial, and other active uses in downtown.

One suggestion made at a TSAP worksession was to set an office size minimum to limit the TSAP area from having office spaces that would be in competition with existing downtown spaces. The project consultant is not aware of any case studies from other jurisdictions and is unsure of the efficacy of such an approach. Staff also has concerns about its ability to effectively prevent larger spaces from being informally partitioned or sub-leased into smaller spaces.

Staff does not recommend implementing either maximum or minimum size regulations for office development in the TSAP area.

C. Issues Not Included In Deliberation

Staff raised two issues during the staff presentation as potential items for Planning Commission deliberation that were not included in the above list. These issues were:

- Future street connections – Transportation Project 12 identifies numerous future street connections that could be made if parcels redevelop. Staff proposed to keep these conceptual projects on the map, and add language to TSAP document to indicate that these connections would be made pursuant to maximum block length and perimeter standards, with the exact locations and designs of the connections to be considered at a future date.
- Parking standards – Staff presented the recommendation to increase the maximum parking ratios in Subarea 4, and rely on transportation demand management strategies to reduce parking demand in the TSAP area.

The Planning Commission did not indicate that a different direction should be taken on either issue. Staff will proceed with the proposed direction on both of these issues unless the Planning Commission indicates otherwise during deliberation.

CONCLUSIONS

Staff recommends that the Planning Commission forward a recommendation to City Council to approve application CPA-13-01; ZA-13-01, with the proposed findings and amendments presented in the May 14, 2013 packet and modified in Attachments 1-3. Staff will perform additional proofing on the TSAP and associated amendments to correct

wording, grammar, and code references in preparation for final adoption by City Council on June 18, 2013. These changes will be technical and will not change any proposed TSAP policies.

CODE AUTHORITY AND DECISION-MAKING PROCESS

The proposal is subject to the following provisions of the Milwaukie Zoning Ordinance, which is Title 19 of the Milwaukie Municipal Code (MMC).

- Section 19.902, Amendments to Maps and Ordinances

This application is subject to Type V review. The Commission has 4 decision-making options as follows:

- Recommend that City Council approve the proposed amendments to the Comprehensive Plan text and maps and Zoning text and maps as presented.
- Recommend that City Council approve the proposed amendments to the Comprehensive Plan text and maps and Zoning text and maps with modifications.
- Recommend that City Council not approve the proposed amendments.
- Continue the hearing to a future date.

The application is a legislative action and is not subject to the 120-day clock. Due to the end of grant funding for this project, staff's goal for this project is to have two adoption hearings before City Council's by the end of June 2013. This goal is not achievable if the Planning Commission hearing is continued beyond May 28, 2013.

ATTACHMENTS

Attachments are provided as indicated by the checked boxes. All material is available for viewing upon request.

	PC Packet	Public Copies	E-Packet
1. Code Amendments for Recreation/Entertainment Use in Subarea 3	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
2. Revised TSAP Language for Project 5c – Springwater Trail Undercrossing	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
3. Revised TSAP Language for Project 11 – Johnson Creek Pedestrian Bridge	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
4. Slides from 5/14/13 staff presentation regarding building sizes	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>

Key:

PC Packet = paper materials provided to Planning Commission 7 days prior to the hearing.

Public Copies = paper copies of the packet available for review at City facilities and at the Planning Commission meeting.

E-Packet = packet materials available online at <http://www.ci.milwaukie.or.us/planning/planning-commission-80>.

B. Subarea Characteristics

This subarea is intended to develop with a mix of employment and residential uses, including live/work units that can be compatible with surrounding manufacturing uses.

C. Permitted Uses

Permitted uses in Subarea 2 are the same as those permitted in the base M Zone, with the following exceptions:

1. Professional service and office uses are permitted in a stand-alone building with no size limitations (they do not need to be accessory to a manufacturing use).
2. Multifamily residential in a stand-alone building and second-story residential (above a ground-floor commercial or office use) is permitted outright.
3. Rowhouse development is permitted and can include live/work style units with groundfloor work space or commercial space.

D. Limited and Prohibited Uses

The following uses are not allowed or are allowed with limitations.

1. Retail uses are permitted in a stand-alone building (do not need to be accessory to a manufacturing use). Retail uses shall not exceed 30,000 square feet per building or development project.
2. Warehousing and storage uses, as defined in 19.309.1.D, are allowed only as accessory or secondary uses to a permitted use. Stand-alone warehouse and storage uses are prohibited.
3. Only those manufacturing uses that comply with the off-site impact standards in Subsection 19.406.3.B are allowed.

E. Conditional Uses

Recreation and entertainment uses are allowed in Subarea 3 subject to conditional use approval, per Subsection 19.905. In permitting this use, the Planning Commission shall evaluate the following approval criteria:

1. The recreation and entertainment use does not adversely affect the potential to develop uses allowed in Subarea 3 on adjacent sites or the remainder of the site subject site, if applicable.
2. The recreation and entertainment use would establish a facility that is of benefit to the Milwaukie community and that is unique enough to attract visitors and users from elsewhere in the region.
3. The layout of the site and its structures feature high-quality design and materials. The site shall be designed in a manner that encourages transit use through location of building entrances, building orientation, and connections to public rights-of-way that connect to the Tacoma Light Rail Station.

FE. Development and Design Standards

The development and design standards for Subarea 1 in Subsections 19.406.5.E-G also apply to Subarea 2, with the following addition: Rowhouse development in Subarea 2 shall comply with Subsection 19.505.5 Standards for Rowhouses.

Changes to Tacoma Station Area Plan Document Regarding Transportation Project 5c

- Page 35 – Last full paragraph: “Three potential options for an improved direct connection from the north end of Main Street to the LRT station are indicated as project #5. In order of preference (highest to lowest), these options would include an improved connection from the area south of the Springwater Corridor to the light rail transit (LRT) station. The first option (5A) assumes a new pathway from the north end of Main Street to the Springwater Corridor, then connecting to the new pathway to connect from the Corridor to the LRT station. The second option (5B) would be to widen and improve the existing sidewalk/pathway adjacent to McLoughlin Blvd. under the Springwater Corridor. The third option (5C) would be to create a tunnel under the Springwater Corridor going directly north from Main Street to the LRT station. A preliminary conceptual design for option 5C is provided in Appendix F. Detailed design and implementation of this concept will require significant outreach and review with adjacent property owners and other community members. This concept is the lowest priority concept due to its relatively high cost for design and construction, and its impacts to properties and buildings from acquisition of right-of-way for connections from the undercrossing.”
- Page 52 – project 5c – unbold in Table 2

Changes to Tacoma Station Area Plan Document Regarding Transportation Project 11

- Page 36 – Project #11: “**New bicycle/pedestrian connection.** This project represents a bicycle/pedestrian bridge over Johnson Creek to improve access into this relatively isolated portion of the Station Area. In combination with a new access from this area to the Springwater Corridor trail, this would significantly improve access to surrounding areas for people living and working in this area and also would provide another connection to the LRT station and Station Area from the neighborhood to the northwest. The connection may be made either on the north and south sides on SE 24th Avenue over Johnson Creek, or connecting SE Clatsop Street west across Johnson Creek to Johnson Creek Park in Portland. The connection across SE Clatsop Street may be able to utilize existing bridge supports from a bridge that once existed in that location. The preferred connection will be based on project cost and feasibility, fewest impacts to Johnson Creek, safety for bicycle and pedestrian traffic, and impacts to adjacent properties. It is recommended that the connection be made only after, or concurrent with, improvements to the rights-of-way in the area to provide a safe street for pedestrians and bicycles.”

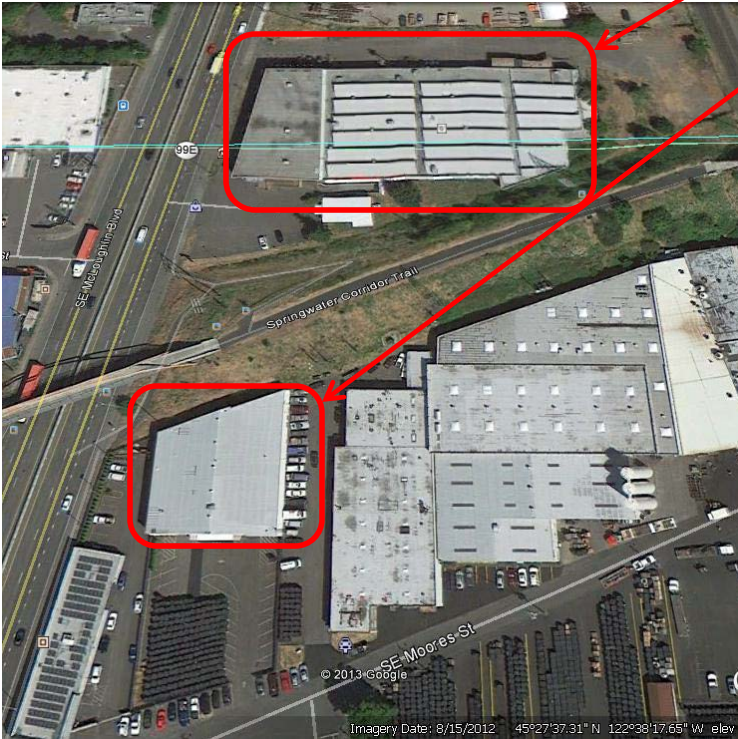
Policy Issues

Building Size Examples

Pendleton, 56,000 sf

Anderson, 14,600 sf

Omark, 275,000 sf



Policy Issues

Building Size Examples



Mixed use, 33,000 sf
11,000 sf per story

City Hall, 10,400 sf
5,200 sf per story



Policy Issues

Building Size Examples

New Seasons,
SE Division St.,
28,700 sf



New Seasons,
SE Hawthorne St.,
18,400 sf



Fred Meyer, SE
Hawthorne St.,
120,400 sf

