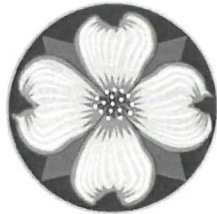


RECEIVED

AUG 17 2021

Application for Land Use Action



MILWAUKIE PLANNING

6101 SE Johnson Creek Blvd
Milwaukie OR 97206
503-786-7630
planning@milwaukieoregon.gov

CITY OF MILWAUKIE
PLANNING DEPARTMENT

Master File #: PD-2021-001; ZC-2021-001
CPA-2021-002; S-2021-001

Review type*: I II III IV V

CHECK ALL APPLICATION TYPES THAT APPLY:

<input type="checkbox"/> Amendment to Maps and/or Ordinances:	<input checked="" type="checkbox"/> Land Division:	<input type="checkbox"/> Residential Dwelling:
<input type="checkbox"/> Comprehensive Plan Text Amendment	<input type="checkbox"/> Final Plat	<input type="checkbox"/> Accessory Dwelling Unit
<input checked="" type="checkbox"/> Comprehensive Plan Map Amendment	<input type="checkbox"/> Lot Consolidation	<input type="checkbox"/> Duplex
<input type="checkbox"/> Zoning Text Amendment	<input type="checkbox"/> Partition	<input type="checkbox"/> Manufactured Dwelling Park
<input checked="" type="checkbox"/> Zoning Map Amendment	<input type="checkbox"/> Property Line Adjustment	<input type="checkbox"/> Temporary Dwelling Unit
<input type="checkbox"/> Code Interpretation	<input type="checkbox"/> Replat	<input type="checkbox"/> Sign Review
<input type="checkbox"/> Community Service Use	<input checked="" type="checkbox"/> Subdivision	<input type="checkbox"/> Transportation Facilities Review
<input type="checkbox"/> Conditional Use	<input type="checkbox"/> Miscellaneous:	<input type="checkbox"/> Variance:
<input type="checkbox"/> Development Review	<input type="checkbox"/> Barbed Wire Fencing	<input type="checkbox"/> Use Exception
<input type="checkbox"/> Director Determination	<input type="checkbox"/> Mixed Use Overlay Review	<input type="checkbox"/> Variance
<input type="checkbox"/> Downtown Design Review	<input type="checkbox"/> Modification to Existing Approval	<input type="checkbox"/> Willamette Greenway Review
<input type="checkbox"/> Extension to Expiring Approval	<input type="checkbox"/> Natural Resource Review**	<input type="checkbox"/> Other: _____
<input type="checkbox"/> Historic Resource:	<input type="checkbox"/> Nonconforming Use Alteration	<input type="checkbox"/> Use separate application forms for:
<input type="checkbox"/> Alteration	<input type="checkbox"/> Parking:	Annexation and/or Boundary Change
<input type="checkbox"/> Demolition	<input type="checkbox"/> Quantity Determination	• Compensation for Reduction in Property
<input type="checkbox"/> Status Designation	<input type="checkbox"/> Quantity Modification	• Value (Measure 37)
<input type="checkbox"/> Status Deletion	<input type="checkbox"/> Shared Parking	• Daily Display Sign
	<input type="checkbox"/> Structured Parking	• Appeal
	<input checked="" type="checkbox"/> Planned Development	• Appeal

RESPONSIBLE PARTIES:

APPLICANT (owner or other eligible applicant—see reverse): Jill Smith/ Housing Authority of Clackamas County

Mailing address: P.O. Box 1510, Oregon City State/Zip: OR, 97045

Phone(s): 503-502-9278 Email: JSmith6@clackamas.us

Please note: The information submitted in this application may be subject to public records law.

APPLICANT'S REPRESENTATIVE (if different than above): Devin Ellin/ Housing Authority of Clackamas County

Mailing address: P.O. Box 1510, Oregon City State/Zip: OR, 97045

Phone(s): 971-227-0472 Email: dellin@clackamas.us

SITE INFORMATION:

Address: 2889 SE Hillside Court Map & Tax Lot(s): 11E25CD 00100, 11E25CD 00102

Comprehensive Plan Designation: Med. Res. Zoning: R3 Size of property: 16 acres

PROPOSAL (describe briefly):

Final Planned Development, 9-lot Subdivision, Zone Change and Comprehensive Plan Amendment review to allow the redevelopment of Hillside Park with higher density apartment and mixed-use buildings.

SIGNATURE:

ATTEST: I am the property owner or I am eligible to initiate this application per Milwaukie Municipal Code (MMC) Subsection 19.1001.6.A. If required, I have attached written authorization to submit this application. To the best of my knowledge, the information provided within this application package is complete and accurate.

Submitted by: Jill Smith Date: 08/09/2021
Jill Smith (Aug 9, 2021 11:26 PDT)

IMPORTANT INFORMATION ON REVERSE SIDE

*For multiple applications, this is based on the highest required review type. See MMC Subsection 19.1001.6.B.1.

WHO IS ELIGIBLE TO SUBMIT A LAND USE APPLICATION (excerpted from MMC Subsection 19.1001.6.A):

Type I, II, III, and IV applications may be initiated by the property owner or contract purchaser of the subject property, any person authorized in writing to represent the property owner or contract purchaser, and any agency that has statutory rights of eminent domain for projects they have the authority to construct.

Type V applications may be initiated by any individual.

PREAPPLICATION CONFERENCE:

A preapplication conference may be required or desirable prior to submitting this application. Please discuss with Planning staff.

REVIEW TYPES:

This application will be processed per the assigned review type, as described in the following sections of the Milwaukie Municipal Code:

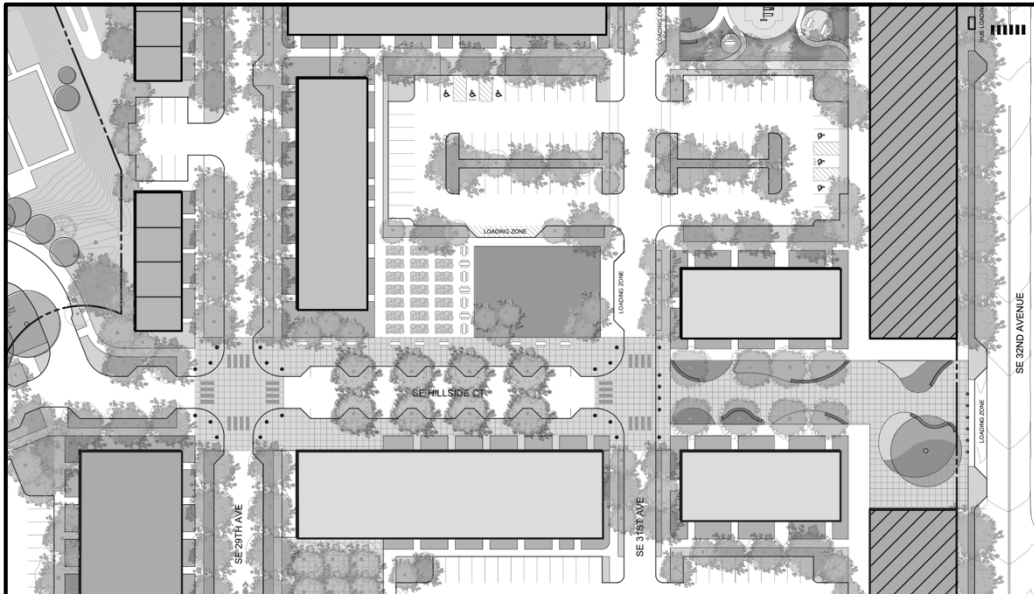
- Type I: Section 19.1004
- Type II: Section 19.1005
- Type III: Section 19.1006
- Type IV: Section 19.1007
- Type V: Section 19.1008

****Note:** Natural Resource Review applications **may require a refundable deposit**. Deposits require completion of a Deposit Authorization Form, found at www.milwaukieoregon.gov/building/deposit-authorization-form.

THIS SECTION FOR OFFICE USE ONLY:

FILE TYPE	FILE NUMBER	AMOUNT <small>(after discount, if any)</small>	PERCENT DISCOUNT	DISCOUNT TYPE	DATE STAMP
Master file	PD-2021-001	5,000 \$			RECEIVED AUG 17 2021 CITY OF MILWAUKIE PLANNING DEPARTMENT
Concurrent application files	S-2021-001	3,675 \$	25%	CONCURRENT APP.	
	ZC-2021-001	3,750 \$	25%		
	CPA-2021-002	3,750 \$	25%		
		\$			
Deposit (NR only)				<input type="checkbox"/> Deposit Authorization Form received	
TOTAL AMOUNT RECEIVED: \$			RECEIPT #:	RCD BY:	
Associated application file #s (appeals, modifications, previous approvals, etc.):					PD-2020-002
Neighborhood District Association(s): ARDENWALD; HISTORIC MILWAUKIE					
Notes:					

HILLSIDE MASTER PLAN
APPLICATION FOR:
FINAL PLANNED DEVELOPMENT
SUBDIVISION
ZONE CHANGE/COMPREHENSIVE PLAN AMENDMENT



Presented by:

Housing Authority of Clackamas County

Presented to:

City of Milwaukie Planning Department

Prepared with the Assistance of:

Scott | Edwards Architects

Humber Design Group, Civil Engineers

Walker Macy, Landscape Architects

Lancaster Mobley, Transportation Engineers

The Bookin Group LLC, Land Use Planners

August 2021

TABLE OF CONTENTS

APPLICATION

- I. Summary of Proposal
- II. Existing Conditions
- III. Proposed Plan
- IV. Legal Justification

APPENDICES

- A. Pre-Application Conference Notes (19-018PA)
- B. Transportation Impact Study (TIS)
- C. Stormwater Report

EXHIBITS

- A. Sign in Sheets from February 21st Community Design Workshop
- B. Sign in Sheets from May 30th Community Open House
- C. Master Plan Tabulations
- D. Table - Parking by Building
- E. Table - Parking Reductions
- F. Table - Peak Hour Demand for Commercial vs. Residential
- G. Expected Water System Demands
- H. Expected Sanitary Flows
- I. Meeting Minutes from the Feb 24th Ardenwald/Johnson Creek Neighborhood Assn. meeting
- J. Decision from the Planning Commission on the Preliminary Planned Development
- K. Email between TriMet and Scott Edwards Architects
- L. Annotated Plan from May 6, 2021 meeting with TriMet

FIGURES

- MP 1.1 Vicinity Map
- MP 1.2 Zoning
- MP 1.3 Master Plan
- MP 1.4 Land Division and Setbacks Plan
- MP 1.5 Density Allocation
- MP 1.6 Vehicular Circulation and On-Site Parking
- MP 1.7 Pedestrian Circulation
- MP 1.8 Existing Conditions
- MP 1.9 Phased Development Plan
- MP 1.10 Preliminary Plat
- MP 1.11 Existing Site Conditions
- MP 1.12 Existing Road and Utility Easements
- MP 1.13 Topographic Contours

- MP 2.1 Open Space Plan
- MP 2.2 Planting Zone Plan
- MP 2.3 Tree Plan
- MP 2.4 Planting Enlargement Plans
- MP 2.5 Planting Enlargement Plans
- MP 2.6 Illustrated Street Sections

MP 3.20 Overall Grading Plan
MP 3.21 Street Profiles
MP 3.30 Storm Sewer Plan
MP 3.31 Storm Sewer Profiles
MP 3.32 Storm Sewer Profiles
MP 3.33 Storm Sewer Profiles
MP 3.40 Sanitary Sewer Plan
MP 3.41 Sanitary Sewer Profile
MP 3.42 Sanitary Sewer Profile
MP 3.50 Water System Plan

Overview of changes to written narrative since Preliminary PD approval.

I. Summary:

- Changed “Preliminary” PD to “Final” PD throughout section, added Subdivision and Zone Change to Request.
- Updated address information for Humber Design and The Bookin Group
- Added information about the Neighborhood meeting and PC Hearing to the Neighborhood Outreach section
- Added section on Resident Outreach, including info on current parking issues related to the redevelopment of the Manor Tower
- Added a section outlining the changes to the project since the Preliminary PD approval in March 2021.
- Added a section outlining compliance with the conditions of approval of the Preliminary PD decision.

II. Existing Conditions:

- Added Preliminary PD approval to Land Use History Section

III. Proposed Plan:

- Changed “Preliminary” PD to “Final” PD throughout section.
- Changed references to subdivision and zone change from future tense to present tense throughout section.
- Updated the descriptions of the Town Center and High-Density Residential Comp Plan designations to match the 2020 update to the Milwaukie Comp Plan.
- Changed the lots from letters (A-K) to numbers (1-9) in the Land Division section of the report to match the Preliminary Plat.
- Changed number of lots in subdivision from 10 to 9 to match Preliminary Plan (Manor lot is not included in subdivision since it is already platted).
- Adjusted the proposed lot sizes and dimensions slightly to match the Preliminary Plat survey. (page 10)
- Confirmed that shared open space areas would be located in access easements, as shown on the Preliminary Plat. (page 6-7)
- Added info about timing of Open Space construction on individual lots (page 7)
- Provided a description of the purpose of the “no build” easements on Lots A and E (page 7)
- Updated section on Phasing to reflect that Phase 1 will now include Lot C along with Lots A & B. (page 10)
- Added info in the Parking section regarding how on-site and on-street parking will operate to help address concerns from Hillside resident (page 12)
- Added a section describing the Architectural Character of the future buildings (page 14)
- Added info in the bike parking section to acknowledge the proposed Central Milwaukie Bikeways Concept plan (page 32)
- Removed reference to new bike lane on 32nd Ave, since this is not included in the proposal and was mistakenly included in the Preliminary report. (page 36)
- Revised the response to Section 19.708.6 *Transit Requirements and Standards* to describe the changes to the bus stops on SE 32nd Avenue that came from consultation with TriMet designer. (page 40)

- Clarified that the proposed water system *will* connect to the existing water main in SE 29th Ave north of the site, which was in error in the Preliminary report (page 41)

IV. Legal Justification

- Changed “Preliminary” PD to “Final” PD throughout the section
- Added and addressed Approval Criteria for Comprehensive Plan Amendment, Zone Change and Subdivision

I. SUMMARY OF PROPOSAL

<u>Description:</u>	Hillside Park Preliminary Planned Development
<u>Location:</u>	2889 SE Hillside Court
<u>State ID:</u>	11E25CD 00100 and 11E25CD 00102
<u>Site Size:</u>	16.16 acres
<u>Request:</u>	A Final Planned Development, Subdivision, Zone Change and Comprehensive Plan Amendment review for the redevelopment of Hillside Park to allow higher density apartment and mixed-use buildings
<u>Owner:</u>	Jill Smith, Executive Director Housing Authority of Clackamas County P.O. Box 1510 Oregon City, OR 97045 JSmith@clackamas.us
<u>Architect:</u>	Lisa McClellan, Principal Scott Edwards Architecture, LLP 2525 E Burnside St. Portland, OR 97214 Lisa@seallp.com
<u>Engineer:</u>	David Humber, PE, Principal Humber Design Group, Inc. 110 SE Main St, Suite 200 Portland, OR 97214 dave.humber@hdgpdx.com
<u>Land Use Planner:</u>	Debbie Cleek, Principal The Bookin Group 1120 SW Taylor Street, Suite 555 Portland, OR 97205 cleek@bookingroup.com
<u>Zoning:</u>	R3 – Medium Density Residential
<u>Overlays:</u>	None

Project Vision: A vibrant mixed-use, mixed-income community that preserves and rebuilds the existing affordable housing on the 16-acre site, while creating new opportunities for expanding housing options.

Project Summary: The Planned Development proposal is for the redevelopment of Hillside Park, which is owned and operated by the Housing Authority of Clackamas County (HACC). The 16-acre property consists of 100 single-family dwelling units and the 100-unit Hillside Manor tower. The site

represents a unique redevelopment opportunity as it is underutilized and many of the aging homes are in need of replacement. The tower, which was partitioned onto a separate lot in early 2020, will remain on site and be refurbished. The remainder of the site will be redeveloped with apartments and mixed-use buildings for a total of 600 units on the property (400 new units, 100 replacement units and 100 units in the Hillside Manor tower) at the end of all phases of development. In addition to the residential development, HACC plans include open space, recreational areas, playgrounds, and the development of small-scale commercial uses in the mixed-use buildings facing onto SE 32nd Avenue and SE Meek Street. To achieve the new density proposed, the site will be rezoned to R1 (High Density Residential) on the north and GMU (General Mixed Use) on the south. The Comprehensive Plan designations will also be changed from Medium Density Residential to High Density Residential on the north and Town Center on the south.

Redevelopment on the site will involve the phased demolition of the existing improvements, including removal of the structures, demolition of the existing roads, and abandonment of the infrastructure. A new street grid and infrastructure plan will be developed, allowing the streets to be realigned to the surrounding neighborhood to provide better connectivity and increased safety. The phasing plan will include assisting the current Hillside Park residents with relocation into one of the new units upon completion. The first phase anticipates HACC developing at least 100 replacement units that will be leased to low-income residents.

The Master Plan also includes subdividing the property into smaller lots to facilitate phased development and provide the opportunity for development of lots by outside partners. The new residential development is anticipated to be both market rate and affordable housing that will leverage federal, state, and local funding opportunities.

Pre-Application Conference: A Pre-Application Conference to discuss the project with the City of Milwaukie was held on December 12, 2019 (Project ID: 19-018PA).

Neighborhood: Ardenwald-Johnson Creek

Neighborhood Outreach: The residents of Hillside Park, neighbors from the surrounding Ardenwald-Johnson Creek Neighborhood Association and stakeholders from the larger community were invited to participate in a number of outreach efforts and workshops conducted in 2018 and 2019. These outreach events focused on gathering input from the community and refining the proposed master plan based on the input received. Below is a summary of the community events that were held prior to submitting the Preliminary Planned Development application to the City.

2018

- Sept. 5: Hillside Resident Listening Session
- Oct. 24: Community Visioning Workshops
- Nov. 7: Sustainability Workshop

2019

- Feb. 7: Hillside Park Door to Door Outreach
- Feb. 21: Community Design Workshop
- May 30: Community Open House – Presenting 3 Design Concepts
- Oct. 3: Housing Authority Board hearing to approve proposed Master Plan
- Dec. 4: Celebration of community and resident input process and the unveiling of the Hillside Master Plan

represents a unique redevelopment opportunity as it is underutilized and many of the aging homes are in need of replacement. The tower, which was partitioned onto a separate lot in early 2020, will remain on site and be refurbished. The remainder of the site will be redeveloped with apartments and mixed-use buildings for a total of 600 units on the property (400 new units, 100 replacement units and 100 units in the Hillside Manor tower) at the end of all phases of development. In addition to the residential development, HACC plans include open space, recreational areas, playgrounds, and the development of small-scale commercial uses in the mixed-use buildings facing onto SE 32nd Avenue and SE Meek Street. To achieve the new density proposed, the site will be rezoned to R1 (High Density Residential) on the north and GMU (General Mixed Use) on the south. The Comprehensive Plan designations will also be changed from Medium Density Residential to High Density Residential on the north and Town Center on the south.

Redevelopment on the site will involve the phased demolition of the existing improvements, including removal of the structures, demolition of the existing roads, and abandonment of the infrastructure. A new street grid and infrastructure plan will be developed, allowing the streets to be realigned to the surrounding neighborhood to provide better connectivity and increased safety. The phasing plan will include assisting the current Hillside Park residents with relocation into one of the new units upon completion. The first phase anticipates HACC developing at least 100 replacement units that will be leased to low-income residents.

The Master Plan also includes subdividing the property into smaller lots to facilitate phased development and provide the opportunity for development of lots by outside partners. The new residential development is anticipated to be both market rate and affordable housing that will leverage federal, state, and local funding opportunities.

Pre-Application Conference: A Pre-Application Conference to discuss the project with the City of Milwaukie was held on December 12, 2019 (Project ID: 19-018PA).

Neighborhood: Ardenwald-Johnson Creek

Neighborhood Outreach: The residents of Hillside Park, neighbors from the surrounding Ardenwald-Johnson Creek Neighborhood Association and stakeholders from the larger community were invited to participate in a number of outreach efforts and workshops conducted in 2018 and 2019. These outreach events focused on gathering input from the community and refining the proposed master plan based on the input received. Below is a summary of the community events that were held prior to submitting the Preliminary Planned Development application to the City.

2018

- Sept. 5: Hillside Resident Listening Session
- Oct. 24: Community Visioning Workshops
- Nov. 7: Sustainability Workshop

2019

- Feb. 7: Hillside Park Door to Door Outreach
- Feb. 21: Community Design Workshop
- May 30: Community Open House – Presenting 3 Design Concepts
- Oct. 3: Housing Authority Board hearing to approve proposed Master Plan
- Dec. 4: Celebration of community and resident input process and the unveiling of the Hillside Master Plan

2020

- Aug 20: Request for comments for the Environmental Review (required for HUD assisted projects) sent to neighbors via email.
- Oct 29: The Notice of Finding of No Significant Impact (FONSI) and Intent to Request for Release of Funds (RROF) for the Environmental Review approved by HUD.

2021

- Feb 24: Virtual meeting with the Ardenwald/Johnson Creek Neighborhood Association to present the Preliminary Planned Development Master Plan and go over any changes to the plan that had occurred during the design development phase.
- Mar 23: City of Milwaukie Planning Commission Hearing on the Preliminary Planned Development application. The Commission voted in support of the proposal.

Exhibits documenting this outreach process have been provided including the sign-in sheets from the February 21st Community Design Workshop (Exhibit A) and the May 30th Community Open House (Exhibit B), the Minutes from the 2021 Neighborhood Meeting (Exhibit I) and a copy of the decision from the Planning Commission (Exhibit J).

Resident Outreach: Following the approval of the Preliminary Planned Development application by the Planning Commission, HACC was made aware of concerns a few of the current residents of Hillside Park had with the redevelopment plan. This spring and summer HACC has made additional efforts to make sure that existing residents are informed of the process. HACC staff has been holding regular resident meetings to discuss the redevelopment and relocation process and answer resident questions. HACC also held two Zoom meetings on June 24th (day & evening) and is hoping to schedule in-person meetings later this summer or early fall depending on CDC recommendations around in-person gatherings. Additionally, HACC has started delivering a monthly newsletter to residents that provides updates on the repositioning and redevelopment process. Beginning this fall, HACC's relocation consultant, Darcy Vincent, will start scheduling one-on-one meetings with residents who will be relocated in Phase 1 to better understand their individual relocation needs.

One issue that a resident raised with City Staff was concerns over on-site parking. Additional information about how on-site and on-street parking will operate following the redevelopment of the property has been added to the Parking Section in Part III of this report. Currently some parking issues have arisen from the ongoing renovation of the Hillside Manor tower, which rendered some on-site parking spaces temporarily unavailable. At this point the renovated Hillside Manor laundry room has re-opened for resident use, relieving some of the stress related to accessing the laundry room. In addition, HACC has installed signage designating two parking spots adjacent to the laundry room as short-term parking (limited to 2 hours). In August and September HACC will need to close the Manor parking lot for about month to relocate parking islands, replace lighting, add irrigation, and resurface and restripe the parking lot. During this time, Manor residents and construction workers will need to park on the surrounding city streets. HACC staff has been in regular communication with residents about the lot closure, but still anticipate this being stressful for some residents. Their resident services team will be available to work directly with residents to address issues and provide solutions.

Overview of Changes to Proposal: Since receiving approval of the Preliminary Planned Development from the Planning Commission on March 23, 2021, the following changes have been made to the proposal:

- The SE 32nd Avenue Frontage has been redesigned based on input from Tri-Met on the location of the bus stops and other transit facilities along this frontage. See Section III, page 40 of this report for a full description of these changes.
- The Phasing has been changed to include Lot C in Phase 1.
- Information has been provided in this report describing the architectural character of the future buildings. See Section III, page 14 for this information.

Compliance with Preliminary Conditions of Approval: The approval of the Preliminary PD (PD-2020-002) by the Planning Commission included two conditions of approval. Compliance with these conditions of approval is demonstrated below:

1. *Per MMC 129.311.6.B, this approval of a preliminary planned development plan and program requires that the applicant submit within 18 months of the preliminary plan notice of decision, a final development plan and program, which will serve as an application for the PD zone change and comprehensive plan map amendment. The submittal deadline for the final development plan and program is September 24, 2022.*

Response: This application for the Final Planned Development has been submitted within the 18-month timeframe so this condition is met.

2. *Applicant must consult with TriMet and implement best practices on the location and design of the proposed bus stops, bus pullouts, and other TriMet services for the development.*

Response: In May of 2021 the project architect consulted with Michelle Wyffels with Tri-Met on the SE 32nd Avenue transit improvements both over Zoom and via emails. A record of the emails exchanged with Tri-Met are provided as Exhibit K and an annotated plan showing the requested changes is provided as Exhibit L. These changes to the transit facilities on 32nd Avenue have been incorporated into the project plans and this condition of approval is met.

II. EXISTING CONDITIONS

SITE CHARACTERISTICS

Vicinity. The Hillside Park site is located directly west of SE 32nd Avenue and north of SE Meek Street (Figure MP 1.1). The site lies within the boundaries of the Ardenwald-Johnson Neighborhood Association and is approximately 1/4 mile east of Highway 99E (McLoughlin Blvd) and 1/8 of a mile north of Highway 224 (Milwaukie Expressway) and 1/2 mile northeast of downtown Milwaukie. The Union Pacific railroad line lies on the western edge of the site.

Surrounding Uses. North of the site, properties are developed with primarily single-family residential uses. East of the site along SE 32nd Avenue there are a variety of uses including some single-family and multi-family homes, as well as the Providence Milwaukie Hospital and a medical clinic. South of the site across SE Meek Street there is a large vacant property owned by Murphy Plywood that is currently zoned GMU (General Mixed Use) with no specific development proposed on the site at this time. West of the site, beyond the railroad corridor there are several industrial uses, including Precision Castparts, which occupies the large industrial building directly east of the site.

Site Description. The existing site conditions are illustrated on Figure MP 1.8 and show that Hillside Park site is fully developed with a network of public streets (SE Hillside Court, SE A Street, SE B Street, SE C Street, SE D Street and SE D Place) surrounding and providing access to the 87 existing houses as well as the Hillside Manor tower. The houses on site were all built in the 1940s as 1-story single family residences and duplexes that each include an attached garage. The Manor is a 9-story tower located on the west side of the site, surrounded by two paved parking lots that provide a total of 59 parking spaces. South of the Manor there is a community center building that provides meeting space and connection to social services for the residents of Hillside Park.

The site slopes gradually downhill from the northeast corner toward the southwest corner. Just west of C Avenue the slope increases to create a large berm surrounding the open space area located in the northwest corner of the site. The open space area contains a concrete walking path with benches and workout stations distributed along the route. A small berm and chain link fence separates the site from the adjacent railroad corridor to the west. The remainder of the open space is landscaping. The entire Hillside site contains large, mature trees dispersed throughout the property that will be preserved and protected as much as possible.

Zoning and Comprehensive Plan Designation. The site is zoned R3, a medium density residential zone. The R3 zone allows a maximum density of 14.5 units per acre. The comprehensive plan designation of the site is Medium Density Residential which prescribes densities of between 8.8 to 21.1 units per net acre

Previous Land Use History.

- **PD-2020-002; TFR-2020-003:** Approval of the Preliminary Planned Development and Transportation Impact Analysis review to redevelop the site with 600 mixed-income multi-family housing units. This approval included a condition of approval that required a Final Planned Development application to be submitted within 18 month of the March 23, 2021 approval date.
- **MLP-2019-003; VR-2019-001; CU-2019-003:** Approval to divide the 16-acre Hillside site into two parcels. The request includes approval of a Variance to a side yard setback and a Minor Modification to the existing Conditional Use for the Hillside Manor tower (see Variance VR-69-7 discussion below) to alter

the site size of the previous CU. The purpose of this partition was to separate out the Hillside Tower onto its own 2.45-acre parcel for funding purposes. An easement was placed over the open space area to assure that the residents of the Tower would still be able to access this area even though it was on a separate lot from the Tower. The conditions of approval limited the overall number of units between the two parcels to 234 without further zoning or Planned Development approvals.

- **VR-69-7:** The Hillside Manor tower was originally approved on the site through a 1969 Variance which allowed the building to vary from the normal height and parking requirements of the zoning at the time. In the current R3 zone multifamily housing is permitted through a conditional use, therefore, the tower development has “de facto” conditional use status on the site per MCC 19.905.8. The open space area directly north of the Manor was also referenced in the 1969 Variance decision as part of the justification for approving the tower, though its preservation was not specifically addressed in the conditions of approval.
- **Zoning Confirmations:** A 1991 memorandum from the Milwaukie Community Development Department indicated that at that time the Manor consisted of 101 units (at that time the office had been converted to an additional unit, but has since been converted back into an office) and 59 parking spaces and that “no zoning deficiencies have been accounted for.” A second Zoning Confirmation was done in 2018 and found the use of the site was consistent with the applicable zoning and land use regulations.

SITE OPERATIONS

Ownership. The site is owned by the Housing Authority of Clackamas County (HACC) who have owned and managed the site since 1941. HACC owns and manages five other affordable housing developments, three located in Oregon City and two in Milwaukie.

HACC Mission. “To provide and develop affordable housing with supportive services for individuals and families on their path to improved health, wellness, prosperity and inclusion. In order to sustain these services, we prioritize equitable service delivery, financial sustainability, and thriving partnerships to ensure long term viability”.

HACC was awarded Metro 2040 Planning and Development Grant to help fund the redevelopment of Hillside Park. HACC also intends to leverage federal, state, and local funding opportunities such as the HUD Rental Assistance Demonstration (RAD) and Section 18 programs, Metro’s Affordable Housing Bond, Low Income Housing Tax Credits (LIHTC), and New Markets Tax Credits (NMTC) to fund the effort.

Current Program on the Site. The 200 housing units on the Hillside Park site are leased to low income residents on a permanent basis. The housing is not transitional or emergency housing, since residents are welcome to stay in their units for as long as they wish assuming they continue to qualify for subsidized housing. A recent study of the tenant population found that 94% of the households in Hillside Park were making below \$30,000 of annual income. Additionally, 34% of the head of households were over 65 years of age and 76% live with a disability.

The Hillside Manor tower is currently is being renovated with a combination of HUD RAD/Section 18 funds. The project includes a full renovation of the building’s major systems and interiors as well as repairs to the building’s structure and includes:

- asbestos abatement
- earthquake-safety upgrades
- interior apartment remodels
- updates to mechanical, electrical and plumbing
- refurbished elevators
- enhanced energy efficiency

EXISTING DEVELOPMENT

Buildings. As illustrated in Figure MP 1.8 the site is developed with a 9-story tower which provides 100 housing units – 99 single-family houses and one duplex – for a total of 200 units on site. The houses were constructed in the 1940s and the tower was added to the site in 1970.

Density. The existing density of the entire Hillside Park development is 12.4 units per acre which meets both the minimum (11.6 units per acre) and maximum density (14.5 units per acre) of the R3 zone. The Table II-1 below shows how the current density on the site is divided between the two lots:

Table II-1: Existing Density

Standard	R3 Zoning Requirement	Parcel 1 (Hillside Tower)	Parcel 2 (Remaining Hillside Park)
Minimum Density (units/acre)	11.6	40.4	7.3
Maximum Density (units/acre)	14.5	40.4	7.3

The discrepancy in the density, with Parcel 2 being under the minimum density and Parcel 1 being over the maximum density was addressed as part of the recent Partition approval, which conditioned the density of the entire site to 234 units (without further approval of a zone change or Planned Development) which equates to a maximum density of 14.5 units for the combined site.

Lot Coverage and Vegetation. The R3 zone allows a maximum lot coverage of 40% and requires at least 35% of the site to be developed as vegetation. Because the site is under-developed and features large swaths of landscaping between the houses, as well as the large open space area in the northwest corner, both of these standards are met with the current development pattern.

Open Space. The open space area located directly north of the Manor contains a concrete walking path, benches, workout stations, and a landscaped field. The open space area was referenced in the 1969 Variance decision as part of the justification for approving Manor tower, though its preservation was not specifically addressed in the conditions of approval. The existing open space is an amenity that benefits all of the Hillside Park residents and is covered by an easement that assures access to this area by all Hillside residents.

Vehicular Parking. The Manor currently has 59 dedicated parking spaces in the two parking lots that surround it, for a parking ratio of 0.58 spaces per unit. This is below the current required parking ratio for multifamily dwellings of 1 space per unit for dwelling units that are under 800 sq. ft. in size. However, the original approval for the Manor in 1968 approved the development with 40 parking spaces so the deficiency in parking is an existing non-conforming situation. For the rest of Hillside Park, each individual house has a dedicated attached garage, which complies with the requirement of one space per dwelling unit for single-family dwellings.

Existing Utilities. Existing infrastructure is presented in Figure MP 1.8.

Water Service. Water service to Hillside Park is provided by a network of public water lines located within the rights-of-way for the public streets or in public easement across the property. Water service to the Manor is provided from a 6-inch public water main located in SE C Street in a public water easement.

Sanitary/Stormwater Sewer Service. The public sewer lines that serve the development consist of a network of lines located primarily in public easements across the property. Stormwater drainage typically follows the contours of the site, draining from the west side toward the northeast corner.

Fire/Police Protection. Fire services are provided to the site from the Clackamas County Fire District #1. There are several public fire hydrants located on the site. The site is provided with police services from the City of Milwaukie Police Department.

School Facilities: Hillside Park is served by the North Clackamas School District. The site is located approximately one mile south of Ardenwald Elementary School, two miles north of Wilber Rowe Middle School, and 1/2 mile north of Milwaukie High School. The North Clackamas School District’s website did not indicate that there are any capacity issues in the local schools and a bond measure to improve many of their facilities was passed in 2016.

Existing Transportation System. According to the City of Milwaukie Transportation System Plan (TSP) all of the streets serving Hillside Park are classified as Local Streets with the exception of SE 32nd Avenue, which is classified as a Collector Street.

The majority of streets that serve the site (SE A Street, SE B Street, SE C Street, SE D Street, SE D Street and SE Meek Street) are developed with a two-lane cross-section consisting of a 25-foot wide paved surface and curb-tight sidewalks averaging between 4 and 6 feet wide. SE Hillside Court provides a wider cross-section, with a 35-foot paved surface with curb-tight sidewalks. On-street parking is permitted along both sides of all of the streets.

SE 32nd Avenue has a two-lane cross-section consisting of a 30-foot wide paved surface and a 4-foot wide curb-tight sidewalk along the Hillside site frontage. On-street parking is prohibited on both sides of 32nd Avenue and the posted speed limit is 25 mph. A painted crosswalk on the north side of the intersection of SE 32nd and Hillside Court provides a safer pedestrian crossing of 32nd Avenue.

No bike lanes or planter strips to help buffer pedestrians are provided along any of the streets in the network.

Existing Traffic Operations. The project’s Transportation Engineer analyzed historic traffic data and conducted traffic counts at intersections surrounding the site as documented in the Transportation Impact Study (Appendix B). All of the studied intersections were found to be operating at a Level of Service (LOC) for peak hours in both the morning and afternoon at a D or better with the exception of the intersection of SE Harrison Street at SE 42nd Avenue.

Transit Availability. Hillside Park is served by the #75 (Cesar Chavez/Lombard) bus that operates on SE 32nd Avenue, with bus stops located at the intersection of SE Hillside Court (stops #7342 southbound and #7339 northbound) and SE Meek Street (stops #7349 southbound and #8894 northbound). This route provides

service with 15-minute or better headways most of the day. The closest light rail stop is the Milwaukie/Main Street MAX Station served by the Orange line, located approximately a mile southwest of the site.

III. PROPOSED PLAN

SUMMARY OF FINAL DEVELOPMENT PLAN

Project Summary.

The redevelopment of Hillside Park will result in a vibrant mixed-use, mixed-income community. The design will preserve the 9-story Hillside Manor which is undergoing refurbishment. The existing houses in Hillside Park will be replaced with 100 new affordable units for the population currently being served on the site. Removing the existing houses creates the opportunity to develop 400 new residential units representing a mix of both affordable and market-rate housing. The new units will provide a variety of housing choices, from walkup townhomes in the north of the site (adjacent to the existing single-family neighborhood) to 3- and 4-story mixed-income apartment buildings in the south.

In addition to the residential development, there will be opportunities for small-scale commercial and office uses on the ground floor of the buildings along 32nd Avenue. The redevelopment plan will also provide new amenities for the residents including enhanced open space areas, garden plots, and a playground.

Redevelopment of the park will involve creating a new street grid and infrastructure network allowing the streets to be realigned for increased safety and better connectivity to the surrounding neighborhood to help support the increased density. The new streetscapes will be characterized by wide sidewalks, planter strips, a full tree canopy, and green infrastructure. A total of 489 vehicle parking spaces will be provided with a mixture of on-street parking spaces and surface lots.

The Master Plan includes subdividing the property into smaller lots to facilitate phased development and provide the opportunity for development of lots by outside partners. Additionally, the proposal includes a request to change the Zoning and Comprehensive Plan Designation of the property in order to reach density goals and allow for mixed use development. The north portion of the site is proposed with a zoning of R1 and a Comprehensive Plan designation of High Density Residential. The southern portion of the site is proposed as GMU (General Mixed Use) with a Comp Plan designation of TC (Town Center), consistent with the property directly to the south across SE Meek Street.

Density and Housing Types.

The density and housing types are represented by three major zones on the site, illustrated on Figure MP 1.5 – Density Allocation:

- **North:** The north zone, that abuts the existing single-family houses north of the site will have the lowest overall density and will be developed with a mix of townhomes and walk-up style apartments. The buildings that are directly adjacent to the north property line will be limited to two stories. This zone will also include the existing open space area in the northwest corner of the site. The north zone will be entirely zoned R1 and developed with approximately 70 units.
- **Central:** The central zone will have increased density, with a mix of townhomes, walk-up style apartments, and 3- and 4-story apartment buildings, as well as the existing Hillside Manor. It is anticipated that the apartment building in this zone that fronts onto SE 32nd Avenue will include small commercial uses to take advantage of the proximity to the commercial street. This zone will also include the playground and other large open space

amenities. The central zone will be zoned both R1 and GMU and will be developed with approximately 160 units, plus the 100 refurbished units in the Manor.

- **South:** The south zone will represent the area of the highest density, with all of the housing proposed as 3- and 4-story apartment buildings, including the building that will provide 100 units of affordable housing for the HACC residents that will be displaced from the existing houses. The building directly at the corner of 32nd and Meek is anticipated to have small scale commercial uses in the ground floor. The higher density of south zone will be consistent with the future GMU development across Meek Street on the “Murphy” site as well as other more intensive commercial uses further south on 32nd towards the Milwaukie town center. The south zone will be entirely GMU zoning and will be developed with approximately 270 units.

The housing in all zones is anticipated to include a mixture of both market rate and affordable housing that will leverage federal, state, and local funding, creating opportunities for expanded housing choice and different types of housing throughout the development. The housing will feature a mix of units that will range between 1- and 4-bedrooms as demonstrated on Exhibit C Master Plan Tabulations. In the buildings that will provide affordable housing, the unit sizes will meet or exceed the minimum unit size prescribed by OHCS Table N13.01, which requires the following minimum unit sizes:

- 1-bedroom unit = 600 sq. ft. minimum
- 2-bedrooms = 800 sq. ft. minimum
- 3-bedrooms = 1,000 sq. ft. minimum

Table III-1 below shows the density proposed for each of the lots in the subdivision.

Table III-1 - Proposed Density by Lot

Lot	Appx. Lot Size	Number of Units	Zoning	Density
Lot A	1.3 acres	101 units	GMU	75 du/acre
Lot B	1.4 acres	108 units	GMU	78 du/acre
Lot C	1.3 acres	65 units	GMU	50 du/acre
Lot D	1.4 acres	54 units	R1	39 du/acre
Lot E	1.4 acres	93 units	GMU	67 du/acre
Lot F	1 acre	40 units	R1	40 du/acre
Lot G	1.5 acres	27 units	R1	18 du/acre
Lot H (Manor)	2.5 acres	100 units	R1	37 du/acre
Lot J (Open Space)	1.8 acres	0 units	R1	0 du/acre
Lot K	1.1 acres	12 units	R1	11 du/acre
Total	14.6 acres	600 units		41 du/acre

The maximum density permitted in the R1 zone is 17.4 units per acres. In the GMU zone there is no maximum density for mixed-use buildings but a limit of 50 units per acre for stand-alone residential buildings. The Planned Development standards (19.311.3.C) allow the density to be blended across the site. As shown in the table above, several of the proposed R1 zoned lots will exceed the maximum density of the R1 zone because some of the density of the GMU zone will be transferred to these lots. The overall density of the entire development will be 41 dwelling units per acre which falls between the maximums allowed in R1 and GMU.

By blending the density across the site through the Planned Development regulations it allows more density to be concentrated on the south end of the site adjacent to commercially orientated streets and the existing GMU zoning on the Murphy site to the south. It also allows the preservation and development of large open space areas on the interior of the Hillside site, which will be accessible to all of the residents. The overall feel of the site will be park-like, with playgrounds, open areas and community gardens, all bisected by wide streets featuring trees and plantings with concentrations of density around the perimeter.

The provisions of 19.311.3.C (the Planned Development standards) state that proposed density increases may not be 20% greater than the density range prescribed for the primary land use designation indicated in the Comprehensive Plan. As part of this Master Plan proposal the areas of the site that will be changed to R1 zoning will also receive a new Comprehensive Plan designation of High Density Residential. The Milwaukie Comprehensive Plan indicates a density range of 21.2 to 24 units per acre in High Density Residential. Table III-2 below shows how the overall density in the R1 zoned portion of the site will not exceed a 20% increase above the maximum density prescribed by the Comprehensive Plan.

Table III-2 – Maximum Density in the R1 Zone

Lot	Appx. Lot Size	Zoning	Number of Units	Density
Lot D	1.4 acres	R1	54 units	39 du/acre
Lot F	1 acre	R1	40 units	40 du/acre
Lot G	1.5 acres	R1	27 units	18 du/acre
Lot H (Manor)	2.5 acres	R1	100 units	37 du/acre
Lot J (Open Space)	1.8 acres	R1	0 units	0 du/acre
Lot K	1.1 acres	R1	12 units	11 du/acre
Total	9.3 acres		233 units	25.1 du/acre
Maximum Density allowed in High Density Residential				24 du/acre
20% increase in Maximum Density per PD allowance				28.8 du/acre

The increase in maximum density in R1 from 24 dwelling units per acre to 25.1 dwelling units per acre is a modest increase representing only a 5% increase over the permitted maximum for High Density Residential. This re-zoning scenario – applying R1 to some of the medium-to-high density lots like D and F and then asking for an increase to the maximum using the PD process – is preferable to applying GMU to these lots and not requesting the increase. The GMU designation includes many other uses beyond residential housing, specifically commercial and light industrial uses that would not be desired on these exclusively residential lots. Additionally, the GMU zone allows a much higher maximum density (50 du/acre for residential buildings) than what is envisioned for the northern portions of the development. Finally, Lots D and F do not meet the overall purpose of the GMU zone, which is to “recognize the importance of central Milwaukie as a primary commercial center and promote a mix of uses that will support a lively and economically robust district”.

The portions of the site that will be zoned GMU will receive the Comprehensive Plan designation of Town Center (TC). There is no maximum density associated with this designation since it is a commercial designation. However, the Comprehensive Plan does indicate that in the areas designated as Town Center “a variety of higher density housing is desired...and the City shall work cooperatively with the private sector to provide a diverse range of affordable housing.” As such the increases in density in the GMU will comply with the 20% cap of 19.311.3.C and meet the goals of the Comprehensive Plan.

The minimum density requirement of the R1 zone is 11.6 dwelling units per acres. In GMU the minimum density is 25 units per acre. All of the individual lots (minus Lot J – the Open Space lot) and the overall development comply with the minimum density requirements of both of the zones.

The overall building coverage of the development is approximately 33%, which is well below the 45% maximum of the R1 zone, and the 85% maximum of the GMU zone.

Commercial Frontage and Proposed Uses.

SE 32nd Avenue is classified on the City’s Transportation System Plan as a Collector and along its east side (across from the Hillside site) there are several small-scale commercial uses as well as a hospital. Additionally, the site directly to the south of the site across Meek Street (the Murphy site) is zoned GMU and identified as an “opportunity site” for redevelopment in the Central Milwaukie Plan, giving it the potential to be developed with future employment, commercial, or mixed-use development. Based on this surrounding context, creating the potential for commercial uses in the southwest corner of the Hillside site is appropriate.

Adding commercial zoning to Hillside creates an opportunity for a livelier and more active site. Having on-site amenities service-orientated businesses and small offices will directly benefit the Hillside residents, but also draw in residents from the immediately surrounding neighborhood creating more interaction between these two groups. Generally, these uses are envisioned to be smaller in scale and represent uses that are primarily focused on serving the neighborhood, versus large-scale commercial or employment centers that would draw from the larger region. As described later, the development plan includes improvements to the on-site pedestrian network and connections to the neighborhood, so it is anticipated that many of the visitors to these local businesses would either walk or ride bicycles.

To facilitate the commercial development on site, the proposal includes adding GMU (General Mixed Use) zoning to the southwest corner of the site, allowing commercial uses on the ground floor of buildings E1 and A2. However, the GMU zoning is a designation that allows a wide variety of uses, several of which would not be appropriate for the site based on the neighborhood context and the potential to overload the surrounding transportation network. Additionally, some of the uses allowed in GMU are not compatible with residential development and would not be a good fit for the site. Therefore, the Final Planned Development proposal would modify the proposed uses and intensities of the GMU zoning to be specific to the site. Table III-3 below summarizes the modifications to the GMU zoning that are proposed.

Table III-3 – Modified GMU Uses proposed

Commercial Uses	GMU Code	Hillside Proposal	Notes
General office, including medical and dental clinics	Permitted	Yes	Total available commercial space on Lots A + E will be 20,000 sq. ft. Anticipated uses will be a blend of these permitted uses.
Drinking establishments	Permitted	Yes	
Eating establishments	Permitted	Yes	
Indoor recreation (gyms, yoga studios, dance studios)	Permitted	Yes, but maximum size limit of 5,000 sq. ft.	
Retail-oriented sales	Permitted	Yes.	
Personal/business services	Permitted	Yes.	
Day care	Permitted	Yes	
Repair-oriented (includes repair of electronics, bicycles, clocks, jewelry, guns, small appliances, and office equipment; tailors; shoe repair; locksmiths; and upholsterers.)	Permitted	Yes, but maximum size limit of 5,000 sq. ft.	
Community service uses (includes schools, government offices, religious institutions, community meeting buildings, private club/lodge and recreational facilities – mainly outdoor.)	Community Service Use approval	Yes, but limited to 15,000 sq. ft.	The ground floor of building C1 is anticipated to be a community room for Hillside residents only. At this time no Community Service use serving the broader neighborhood is proposed.
Marijuana retailer	Permitted	No	
Commercial lodging	Permitted	No	
Vehicle sales and rentals	Permitted	No	
Vehicle repair and service	Permitted	No	
Manufacturing and production	Permitted	No	
Residential Uses:			
Rowhouse, Multi-family, Cottage Cluster housing, Live-work units, Senior and Retirement housing	Permitted	Yes	
Mixed-Use	Permitted	Yes	
Boarding house	Conditional Use	No	

The Traffic Impact Study submitted with the application (Appendix B) demonstrates that there is adequate capacity throughout the surrounding transportation system to support these proposed uses.

Open Space and Community Amenities.

Once fully developed, one of the prominent features of the Hillside site will be the large amounts of area dedicated to open space and landscaping, as shown in Figure MP 2.1 – Open Space Plan. The design concept includes pocket parks and open areas distributed throughout the site to both be convenient to residents for a range of uses and mitigate the more intensely developed portions of the site. All of the developed open areas will be considered neighborhood amenities since they will not be fenced or restricted to just Hillside residents’ use and will be designed to be inviting and integrated into the neighborhood.

The largest landscaped area will be the existing open space area in the northwest corner of the site, which is an existing open lawn area bordered by wooded buffers to the north and west. This tract will remain as a passive gathering space. A new walkway will be added to provide access to SE 29th Avenue via switchbacks and stairs down the 15-foot vertical slope from 29th Avenue. New pockets of trees and shrubs will also be added along this slope. The well-established community garden plots north of the Manor building and adjacent to the open space area will be maintained.

Two common play areas represent the next largest allocation of open space. The play area in Lot E is intended as a formal playground with fixed equipment and seating for parents nearby. The landscape design will include an open lawn area with a forested garden to create a backdrop and to screen the parking lot from SE Dwyer Street. To the south, a flexible open play area in Lot D is intended as a gathering space and could include some nature play components and community gardens and will be a gathering space and extension of SE Hillside Court during peak events.

Smaller pockets of greenspace will be dispersed throughout the neighborhood, including greens between townhomes, landscaping around the bases of new buildings, and stoops/front yards where ground-floor unit entries are provided off the street. On the north and west edges of the Hillside site a landscaped buffer, which will include some mature existing trees, will provide privacy and some noise mitigation for the single-family homes to the north and from the active rail line on the west edge.

Hillside Court which will bisect the development is envisioned in part as a “living street” or “shared street” that will cater more to pedestrians and bikes, with an emphasis on social outdoor space rather than space for vehicle traffic by providing wide promenade type sidewalks, lush plantings, seating and a narrowed, de-emphasized vehicle roadway. The eastern connection of the street to SE 32nd Ave is proposed as a public plaza with an existing mature maple tree protected as a centerpiece, surrounded by seating. This plaza will be primarily hardscape, with potential for seating, landscape beds and connections to the new buildings on Lots A and E which will flank the plaza on the north and south. Moving west from the plaza, a series of sinuous planting beds under a grove of trees will offer seating and respite from the sun, as well as space for community gatherings. West of SE 31st Avenue, the northern edge of Hillside Court is envisioned as a large boardwalk-style sidewalk with seating adjacent to the open play area and gathering space on Lot D.

In addition to the formal outdoor spaces, all of the new streets will be furnished with wide planter strips and street trees to help shade the street network, reducing the heat island effect and intercepting some rainwater. These walkable streets will provide a well-landscaped, human-scaled public realm that encourages people to gather outside, interact with their neighbors and move safely through the community for daily exercise.

These landscaped and paved open space areas, the decorative landscaping surrounding the buildings, and the new planter strips in the streets, when combined, will result in over 41% of the site developed as landscape or open space, which exceeds the City requirement of 30% in the PD Zone.

The open space areas will be covered by access easements to allow all residents to access and use the open space. An easement to this effect already exists over the open space area in Lot J that was created with the 2019 Partition Plat, allowing the residents of the Manor access to this area for recreation and exercise. Lot J is also popular with neighbors to the north and their access to this area - via the new extension of SE 29th Avenue as a bike and walkway - will not be restricted with the

redevelopment. Additionally, on the lots that HACC does not retain ownership, cost sharing and maintenance agreements will be put in place to dictate the upkeep of the amenities.

In addition to the Open Space easements, “no build” easements have been proposed on Lots A and E to assure that the buildings on these lots are setback an adequate distance from the open space area to allow enough light and air into the open space. It is envisioned that these no build areas will be able to be used for outdoor seating for the commercial tenants or other outdoor recreational purposes for the buildings occupants.

HACC’s intent is for each of the open areas and recreational amenities located on individual lots to be developed with the construction of the buildings and parking on the lot. This will assure that no outdoor areas will be inadvertently destroyed or unnecessarily ripped out and then re-built when the construction on the lot commences. The only exception to this lot-by-lot development of the open areas is the improvements on Lot J in the northwest corner of the site. The improvements planned for this area will be completed by the end of final phase of development which will occur within 7 years per the Planned Development requirements.

Proposed Zoning/Comprehensive Plan Designations.

As shown on Figure MP 1.2 – Proposed Zoning Plan the entire site will be rezoned from R3 (Medium Density Residential) to R1 (High Density Residential) on the north half and GMU (General Mixed Use) on the south. The Comprehensive Plan Designation of the site will be changed to match these new zones, with High Density Residential on the north and Town Center on the south. The current Comprehensive Plan designation of the site is Medium Density Residential. It is anticipated that both these requests will be submitted with the Final Planned Development application.

R1 Zoning. The purpose of the High Density Residential zone in Chapter 19.302 of the MMC states that it is “intended to create and maintain higher density residential neighborhoods that blend a range of housing types with a limited mix of neighborhood-scale commercial, office, and institutional uses.” As described above, the north side Hillside Park will be consistent with the purpose, by providing a variety of housing types including 2-story townhomes, 2- and 3-story walk-up style apartments, and the Manor Tower, which will all be supported by the small commercial and office uses on the south side of the site.

High Density Residential Comprehensive Plan Designation. According to the Milwaukie Comprehensive Plan, sites may be designated High Density Residential based on the following policies:

- a. *A wide variety of housing types are permitted, with the predominant housing type being multi-unit development.*
- b. *These areas should be adjacent to or within close proximity to downtown or district shopping centers, employment areas and/or major transit centers or transfer areas.*
- c. *Access to High Density areas should be primarily by major or minor arterials.*
- d. *Office uses are outright permitted in limited areas within close proximity of downtown.*

The north side of the site will be able to meet these policies since the housing types being proposed are all multi-family, the site is within ½ mile from downtown and adjacent to the Murphy site which has been identified as a future employment opportunity site. Although SE 32nd Avenue is classified as a Collector, it connects to an arterial street (SE Harrison Street) just south of the Murphy site and as shown by the Traffic Impact Study (Appendix B) it is adequate to handle the increased traffic anticipated from the development. The Final Development Plan can largely comply with these

Comprehensive Plan policies and so the High Density Residential designation is appropriate for the site.

GMU Zoning. Chapter 19.303 of the MMC states that the purpose of the General Mixed Use zone is to “promote a mix of uses that will support a lively and economically robust district. It is also intended to ensure high-quality urban development that is pedestrian-friendly and complementary to the surrounding area.” The Hillside Park redevelopment will represent high-quality urban design and the new street network and open space amenities are designed to make the site pedestrian-friendly while minimizing the prominence of vehicles on the site. Adding small commercial uses on the site will help to create a lively and robust center that will benefit residents and draw in neighbors from the larger community. As shown the proposed development will be consistent with the purpose of the GMU zoning.

Town Center Comprehensive Plan Designation. The policies behind the Town Center Comprehensive Plan designation include:

- a. *Mixed-use development combining residential high-density housing with retail, personal service, commercial, and/or offices, is encouraged.*
- b. *The Downtown and Riverfront Land Use Framework Plan and the Downtown Mixed -Use Zone shall implement Subarea 1 of the Town Center Master Plan.*
- c. *Downtown Milwaukie is part of the Milwaukie Town Center, which is a regional destination in the Metro 2040 Growth Concept*
- d. *The Town Center Area shall be served by multimodal transportation options; therefore, on-street parking, shared parking, and enclosed parking are the most appropriate parking options in the Town Center Area.*
- e. *A variety of higher density housing is desired in the Town Center Area. The city shall work cooperatively with the private sector to provide a diverse range of affordable housing.*
- f. *Downtown public improvements should be coordinated with private improvement efforts by local property owners and should aim to stimulate and support private investments in the area.*
- g. *Central Milwaukie is part of the Milwaukie Town Center that serves the larger Milwaukie community with goods and services and seeks to provide opportunities for a dense combination of commercial retail, office, services, and housing uses.*
- h. *The city will continue to work closely with Metro and TriMet in planning for transit improvements.*
- i. *More detailed design concepts and principles for these areas are included in the Urban Design section.*

The southern half of Hillside Park will be developed with a mix of high density housing and small commercial and office uses. The site is just outside of the Central Milwaukie Area Plan however, the site embodies many of the core principles of this plan. The site will include a mix of housing and small commercial uses providing goods and services to the community. The site is well served by transit and the owner has been working closely with TriMet on the proposed improvements to the transit stops on 32nd Avenue. The site will encourage multimodal transportation options with an enhanced bicycle and pedestrian network and a deemphasis on off-street vehicle parking and parking ratios will be purposefully low to encourage other modes of transportation. Finally, the development will represent a mix of both affordable housing serving HACC’s community and market-rate housing that will provide a range of housing options. The Final Development Plan will meet the policies of the Town Center designation and is appropriate for the site.

As described above, the GMU zoning that will be applied to the site will be modified to encourage neighborhood-scale commercial uses and not larger employment uses drawing visitors or workers from the region. Additionally, uses that are not compatible with residential development will not be permitted outright. These specific modifications to the GMU zoning that will limit the commercial uses to those that are neighborhood-scale will be denoted by the PD (Planned Development) overlay that will accompany the zoning designation on the site.

Lot Pattern.

The Master Plan for Hillside Park includes subdividing the property into a total of 9 lots, as illustrated on Figure MP 4.01 – Preliminary Plat. Subdividing the property creates the opportunity for some of the lots to be sold separately by HACC to help fund the project. If sold, these lots would be developed by outside partners. The subdivision would also allow the construction to happen in phases to help facilitate the relocation of the existing residents in the houses on site. Finally, the new lots lines would coincide with the proposed new street grid and infrastructure network that will align the streets for better connectivity to the surrounding neighborhood and increased safety. Additionally, the more regular and rectangular lots will help support the increased density and housing types envisioned for the site.

The site is currently divided into two parcels, both owned by HACC. The lot surrounding the Hillside Manor tower was created in 2020 to help facilitate the refurbishment of the tower through a HUD funding package. This lot will remain as part of the new subdivision proposal but will ultimately be realigned slightly along Hillside Court to match the new street alignment.

The main driver of the lot pattern was the desire to align the streets within Hillside to the surrounding street network and create a better on-site circulation pattern. The primary entrance to the site from SE 32nd will be moved north to align with SE Dwyer Street to the west, creating a much safer intersection. Three additional access points to the site will be created along Meek Street which will be extended and improved as a half street for the full length of the site. These new egress/exit points on Meek will eliminate many of the existing dead end streets headed south (SE A Street, SE B Street, SE D Street and SE D Place) improving circulation. These changes will also eliminate the need for the large cul-de-sac turnaround at the end of Hillside Court, freeing up more land for units and landscaping. The east end of SE Hillside Court will be developed with a landscaped plaza connecting to SE 32nd Avenue and creating a safe and welcoming pedestrian and bike connection to the neighborhood and direct access to the existing bus stops on SE 32nd Avenue. Finally, SE 29th Avenue, which bisects the site will be connected to the single-family neighborhood to the north as a bike boulevard without vehicle traffic, creating improved pedestrian and bicycle access to the site and surrounding neighborhood.

One of the major site constraints effecting the lot pattern is the desire to maintain and enhance the existing open space area in the northwest corner of the site. This area is defined by a big drop in topography from the elevation of the rest of the site, with large berms surrounding the open space area. The lot pattern will respect this topography, leaving the berms intact and minimizing on site grading and fill. Additionally, the Hillside Manor and its adjacent parking lots and landscaping will remain on site, dictating the shape of the lot that surrounds this existing development. So, although the new lot pattern will be as close as possible to a standard orthogonal grid, these site constraints and the need to connect to the surrounding transportation network requires adjustments to the standard grid pattern.

The minimum lot size in the R1 zone for multi-family development is 5,000 square feet, with a minimum lot width of 50 feet and a minimum lot depth of 80 feet. Additionally, all lots must have at least 35 feet of street frontage. The front lot line has been determined as the lot line that the new building(s) will most likely face. Table III-4 shows how the lots proposed in the R1 zone will comply with these requirements.

Table III-4 – Dimensional Standards of R1 lots

Lot	Appx. Lot Size	Appx. Lot Width	Appx. Lot Depth	Appx. Lot Frontage
Lot 4 (D)	60,645 sq. ft.	226 ft.	267 ft.	267 ft.
Lot 6 (F)	43,162 sq. ft.	198 ft.	215 ft.	212 ft.
Lot 7 (G)	66,107 sq. ft.	240 ft.	214 ft.	214 ft.
Lot 8 (K)	46,296 sq. ft.	297 ft.	100+ ft.	297 ft.
Lot 9 (J) (Open Space)	77,975 sq. ft.	217 ft.	288 ft.	n/a
Lot H (Manor)	106,725 sq. ft.	288 ft.	328 ft.	97 ft.

In the GMU Zone all lots must have a minimum lot size of 1,500 square feet and at least 25 feet of street frontage. Table III-5 demonstrates how the lots in the GMU zone will comply with these standards.

Table III-5 – Dimensional Standards of GMU lots

Lot	Appx. Lot Size	Appx. Lot Frontage
Lot 1 (A)	58,426 sq. ft.	295 ft.
Lot 2 (B)	60,041 sq. ft.	226 ft.
Lot 3 (C)	55,746 sq. ft.	174 ft.
Lot 5 (E)	60,539 sq. ft.	305 ft.

Phasing.

Redevelopment of the park will be done in phases to allow for the relocation of the existing residents, the disconnection and reconfiguration of the existing utilities and street network, and to assist with the financing of the project. The first phase of development will involve Lots A, B and C (shown on Figure MP 1.9), followed by two subsequent phases.

The location of the first phase (Lots A, B and C) was carefully considered to assure the feasibility of demolishing the existing roads and abandoning the existing utility lines without cutting off service or access to the tower or the houses that will remain on the site. The first phase will involve the demolition of 46 residential buildings, and the removal of the southern half of A, B, C and D Streets. The existing public and private utility lines south of Hillside Court will be abandoned, but the utility connections to the remaining buildings will be untouched since Hillside Court and the utility lines therein will remain in place.

The phasing plan will include assisting the current Hillside Park residents with relocation. The residents in the houses that will be demolished in the first phase will be relocated to off-site housing following HUD’s requirements. The Phase 1 includes HACC developing 100 replacement units on Lot B that will be deeply affordable and available to low income residents. The residents of the northern

houses remaining on-site after Phase 1 will have the option to relocate into the new buildings before these houses are demolished with Phase 2. Current residents of Hillside Park who are relocated to off-site locations will also have the option of relocating back into one of Lot B buildings upon completion.

Within Phase 1, B Street will be replaced with SE 31st Avenue which will act as a utility corridor and main access point to SE Hillside Court, serving Lots A and B and connecting the new utilities to the existing services in Hillside Court. Vehicle circulation around the new lots will be provided by Meek Street on the south, SE 29th Avenue on the west, SE Hillside Street on the north, which are all proposed as ¾ streets and SE 28th Avenue that will be developed as a full street. This circulation plan will prevent building any temporary streets or infrastructure that will need to be demolished at a later phase of development.

One of the goals of developing the southeast half of the site first is to set the expectations and character for the rest of the project. The high-visibility southeast corner will include some of the major site features such as the treed plaza on Lot B and the landscaped plaza on the east end of Hillside Court. In addition, by starting in this corner of the site, the landscape in these public spaces will have time to mature early in the project's lifetime, enhancing the aesthetics of the overall project. Finally, it is possible that Lot A might be sold and developed to an outside partner to fund the remainder of the project and this large corner lot would be considered the most desirable real estate.

Future phases will include Lots D, E, F, G, and K and the surrounding streets and infrastructure, including the landscape improvements to Lot J (the open space tract). Lot H (the Manor) is already developed and therefore, are not included.

Parking.

Vehicle parking for the site will include 352 spaces in the lots on the site and 137 spaces on the streets that are interior to the site (SE Dwyer Street, SE Hillside Court, SE Meek Street, SE 28th Avenue, SE 29th Avenue and SE 31st Avenue) resulting in an overall parking at a rate of 0.82 spaces per unit. Another 19 new parallel parking spaces will be developed along the west side of SE 32nd Avenue that will also be available to serve the site but are not included in the overall parking ratio since they will also be available to the larger neighborhood.

As described in detail in the Development Standards section of this report, this reduced parking rate will be adequate to serve the site based on a number of factors, including a reduced parking demand for affordable multi-family buildings, the opportunity to share parking spaces between the small commercial uses in Buildings A2 and E1 and the residential uses, and the close proximity of the site to transit which allows a 20% reduction of the on-site parking spaces by right. Additionally, a robust Transportation Demand Measures (TDM) program is proposed for the site to further reduce resident's reliance on automobiles. Finally, the entire development has been designed with a strong emphasis on walking, biking, and transit, which will further encourage the use of the alternative means of transportation.

Over 500 bicycle parking spaces, both on-site and within the buildings, will be provided to meet the bike parking requirements. Four full-sized loading spaces will also be provided – some of which will be located on the new streets to more efficiently use the site area and to allow multiple buildings to share these spaces

The current development pattern at Hillside Park – single-family detached houses and duplexes – allows some residents the opportunity to own several vehicles that are parked along the street in front of their residences. There have been concerns raised that the proposed redevelopment plan does not account for multiple vehicle ownership with the ratio of 0.82 spaces per unit. However, the redevelopment of Hillside is a future-focused plan designed for the next 75-100 years and as such follows the trend of jurisdictions throughout the Portland metro region who are focused on reducing and dis-incentivizing automobile parking and usage in favor of public transit and alternative modes of transportation. Much of the current multiple-car ownership in Hillside comes from the convenience of having ample on-street parking available to store these vehicles, and less on actual need.

It is anticipated that after the development of the multi-family housing on the site, the parking will function much more like it has for decades surrounding Hillside Manor, where 59 parking spaces serve 100 units with very few problems or conflicts. A survey of the Hillside residents was conducted prior to the pandemic as part of the Health Impact Assessment of Hillside Master Plan which was undertaken specifically to guide the redevelopment of the Hillside site. The survey received responses from 94 of the 200 total households in Hillside, included residents in both the Manor tower and the detached homes. A key takeaway from this survey concerning transportation usage found that in 2019 only 36 percent of respondents reported driving an automobile in the past week which is significantly less than the 83 percent that reported driving every or most days in a recent Gallup poll (see pages 20-21 of the report).

These findings are consistent with those of the Traffic Impact Analysis (Appendix B) which included a reduction in vehicle trip generation for affordable housing. This reduction is supported by university research documented in an article identifying the transportation impacts of affordable housing.¹

Additionally, the ITE Parking Generation Manual² also shows lower parking rates based on measured demand from surveys of “real-world” multi-family affordable housing developments with income limits similar to what is proposed for Hillside. These surveys included all parking activity at the residential site, including both residents and visitors, and determined that the average parking rate required to serve affordable housing was 0.99 spaces per unit for weekdays (based on 29 surveys) and 0.79 spaces for Saturdays (based on 10 surveys). The proposed 0.82 spaces per unit falls between these averages, and is more appropriate for the Hillside site, which is being re-developed with a strong emphasis on transit and other means of transportation such as biking and walking. In addition, the neighborhood-focused commercial uses proposed on site, and the larger neighborhood context that includes close-by commercial, office and medical services, and is well-served by transit, will help residents to be less reliant on automobile use.

The on-street parking spaces provided around the housing should function the way they do in downtown Milwaukie, where cars regularly come and go, freeing up spaces throughout the day. Prevailing laws allow any car left on a public street for more than 24 hours to be towed away, but this is rarely a problem since most people move their cars on a regular basis. Typically, it is owners of multiple cars (some of which may not be fully operable) that tend to abuse these laws, in which

¹ Howell, A., Currans, K., Gehrke, S., Norton, G., & Clifton, K. (2018). Transportation impacts of affordable housing: Informing development review with travel behavior analysis. *Journal of Transport and Land Use*, 11(1). <https://doi.org/10.5198/jtlu.2018.1129>

² Institute of Transportation Engineers, Parking Generation Manual, 5th Edition, January 2019.

case towing in-operable cars away to make room for others is not an unreasonable solution. The natural turn-over of the on-street parking spaces should make spaces available throughout the day and evening for visitors.

It is anticipated that a parking permit program will be created on the individual lots to help prioritize the use of the on-site parking spaces. Each lot includes designated ADA compliant parking spaces located as close as feasible to each building entrance. The intent of these ADA spaces is that they would not be used for 24-hour or overnight parking, since they need to remain available for medical transport, Tri-Met LIFT buses and short-term visitors. Therefore, a lot-by-lot parking permit program could be used to assign on-site parking spaces to residents who have special needs or circumstances. These parking permit programs will be managed and enforced by the managers of the individual buildings/lots, so the specifics of the programs would be determined as part of the future development programs.

Landscape Concept.

The new Hillside development will include community gathering spaces, enhanced outdoor recreation areas, and amenities that will serve both Hillside residents and neighbors. To achieve a consistent landscape concept for the entire site the proposed Planting Zone (Figure MP 2.2) describes several categories of plant materials based on the potential use of the various open spaces:

- Larger, high-use common greens, with play areas and sports fields, will consist primarily of low-water-use lawn interspersed with new shade trees.
- Landscaped areas dispersed through the site and between the new buildings will consist of native and adaptive shrubs.
- Around the base of the buildings, irrigated but drought-tolerant shrubs and groundcover plantings will provide visual harmony with the buildings and a sense of privacy for ground-floor units.
- Streets and parking lots will include shade trees and non-irrigated planter strips with simple lawn or groundcover. In some areas these planter strips may include stormwater treatment bioswales with specific plant palettes serving this purpose.
- The open space area in Lot J will remain undisturbed although some shade trees will be added around the open lawn area. The slope east of Lot J will be replanted, with invasive species removed and new seeded areas of native and adaptive plants added adjacent to the proposed switch-back walkway and stairs.
- A goal of providing 'edible landscapes' where possible within the community will be met with gardens, fruit-bearing trees, and pollinator-friendly landscapes.
- Green roofs will be encouraged on new buildings to provide stormwater management benefits as well as potential gathering spaces with views for residents.

Several existing trees on the site will be protected and incorporated into the proposed plaza, common greens and buffers, with appropriate measures for tree protection taken during construction. Additional new trees will be planted throughout the site in parking lots, buffer areas, in key open spaces and along the new streets to meet Milwaukie's Urban Forest Management Plan Strategy goal to "*foster urban forest growth to achieve 40% canopy coverage by 2040 and sustain that level through time.*" Because the tree canopy goal of this plan includes both public and privately-owned land in Milwaukie, the Hillside tree canopy calculation is based on a 19.5-acre area that includes both the private lots and the new public streets. Assuming an average canopy size of 35 feet per tree, the plan proposes a total canopy coverage of 29% which is a substantial improvement over the existing site and will help the City achieve the citywide goal.

Street trees will be planted in planter strips that are at least 4-feet wide or in tree wells along more heavily used sidewalks. Trees have been selected from the City of Milwaukie's Street Tree List and will be spaced between 15 and 30 feet on center depending on the width of the planter strip and anticipated size of the tree at maturity.

Low-volume irrigation is proposed for the site, to reduce demands on municipal water use in the summer. These systems typically use 75% less water than standard sprinkler systems. The irrigation system will be zoned to provide separate watering patterns for shrubs and lawn and will include smart irrigation controls for even greater efficiency.

Architectural Character of the Buildings.

Architectural character is generally defined by those special physical characteristics of a building or place such as a neighborhood that sets it apart from other buildings and its surroundings and contributes to its unique individuality.

Hillside Neighborhood's desirability will be measured in part by the diverse architectural character that is expressed throughout the community. Each building comprising the neighborhood shall be designed in context realizing that building massing and scale, roof lines, building modulation, and architectural character all contribute to the way this area will look, feel, and function for generations. Architects, builders, and developers are encouraged to carefully combine a variety of appropriate architectural styles to create neighborhood that feels natural to the region in character yet allows for variety and interest.

Specific elements of the individual buildings such as materials, colors and design style will be decided on a lot-by-lot basis as the buildings are being designed, since the developer, program and funding package for each lot will be unique. It is not HACC's intention to have the buildings look homogeneous, but rather their preference is to have the area look like a real neighborhood with a variety of design styles represented. However, there are some overarching characteristics desired for each of the main development zones that are described in detail below.

North Section- Bridging Neighborhoods

The North Section of the site is adjacent to the Ardenwald neighborhood to the north, which is comprised of single-family homes and multi-family housing. Ardenwald community members voiced a preference for low-density housing adjacent to the neighborhood. To accommodate this request, two and three-story townhomes and low-density, three-story walk-ups comprise the North Section.

Buildings in this section of the master plan are encouraged to aesthetically reflect a transition and connection between the existing scale, massing, and material qualities of the homes to the north, and the larger multifamily apartment buildings in the Center Section of the site.

Building Attributes:

Building on Lot K

- 2-story townhouses
- Ground floor residential units with garden front yards
- Pitched roofs
- Low Density building

Buildings on Lot G

- 2 and 3-story townhouses
- Ground floor residential units with garden front yards
- Pitched roofs

Buildings on Lot F

- 3-story Walk-up Apartment buildings: Ground floor residential units with garden front yards, open common stairwell
- Pitched roofs
- Medium Density building

Center Section - The Heart

In the Center Section, a plaza adjacent to the A and E buildings, draws the pedestrian into the heart of the site. A public plaza and grove of trees offer seating and respite from the sun and connects to transportation, while also remaining flexible enough to host community events like farmer’s markets or craft fairs. A dedicated play area adjacent to building E1 would serve the lower density buildings to the north and be next to parking lots tucked behind the buildings. An open lawn area with nearby community garden beds anchors the Center Section as a dedicated public amenity.

Raised intersections at Hillside and 29th, Hillside and 31st, promote maximum accessibility and encourage walking through the site from east-west. Hillside Avenue is on axis with the existing Hillside Manor building, offering those residents easy access to these new community amenities as well.

Buildings in this section of the master plan are encouraged to aesthetically reflect the vibrant and energetic feeling that the gathering, play, and community-focused elements bring to the geographic center of the community. A denser urban environment will be reflected in the landscaping as well as the definition between public space and private space. Expansive views inside buildings looking out to gathering and play spaces are encouraged. Maximum pedestrian ground floor connection to gathering space and sidewalks is desired. Commercial space adjacent to the plaza that are food/retail focused are encouraged as well, with entrances on both east and west sides of building.

Building Attributes:

Buildings on Lot D

- 3-story Walk-up Apartment building: Ground floor residential units with garden front yards, open common stairwell
- Pitched roofs
- Medium density building

Buildings on Lot E

- E1: Mixed use – commercial use on ground floor, residential units on 3 upper floors
- E2: 3-story apartment building with ground floor residential units with garden front yards
- Flat Roofs / Parapets
- High Density building

South Section- The Hub

The south section of the site is thought of as the “hub”, reflecting the already existing General Mixed Use (GMU) zoning to the south of the master plan property line. The GMU zone allows 4-6 story buildings with a variety of commercial uses and housing, and this section of the site continues the zoning qualities of the larger, denser GMU building scale and urban feel.

Building Attributes:

Buildings on Lot C

- 4-story apartment building with ground floor residential units including garden front yards
- Flat Roofs / Parapets
- High Density building

Buildings on Lot B

- B1, B2: 4-story apartment buildings with ground floor residential units including garden front yards
- Flat Roofs / Parapets
- High Density buildings

Buildings on Lot A

- A1: 3-story apartment building with ground floor residential units including garden front yards
- A2: 4-story mixed use building – commercial use on ground floor, residential units on 3 upper floors
- Flat Roofs / Parapets
- High Density buildings

Sustainability.

The Oregon Housing and Community Service (OHCS), the state organization that manages the tax credits that provide most of the funding for affordable housing, requires third-party green building certification for all new construction projects. Therefore, it is anticipated that all of the affordable housing buildings that will be constructed on the site will be certified green buildings. The most common certification program used by affordable housing developments is Earth Advantage, but the state will also accept certification from other well-established certification programs such as LEED.

Additionally, the layout of the Planned Development has been designed to encourage alternate means of transportation such as walking and biking. The network of green streets with wide sidewalks, protective landscaping and trees will enhance the pedestrian environment. Pedestrian travel distances will also be reduced with the new orthogonal street grid and the elimination of the dead-end cul-de-sacs. Additionally, access to transit will be enhanced by creating better pedestrian connections to 32nd through the plaza at the eastern end of Hillside Court.

Planting zones throughout the development will be maximized with large canopy trees that support the City of Milwaukie's Urban Forestry 40% canopy coverage goal. Additionally, the landscape plan incorporates lush landscaping and preserves many of the existing trees already on the property. Green roofs on buildings are encouraged and will contribute to reducing the stormwater released into the treatment system.

Modified Development Standards.

As part of the Planned Development review process modifications to development standards may be requested based on unique aspects of the development proposal. A number of standards are requested to be modified within this proposal including setbacks, building step back, building materials, minimum vehicle parking, loading spaces, land division requirements, and the provision

of a vehicle turnaround on SE 29th Avenue. All of these modifications are described in detail in the Development Standards section of this report.

Generally, these modifications are aimed at creating a consistent development pattern across the site and efficiently using the available site area. These modifications take into account the uniqueness of developing multiple full block lots at an urban scale served by an internal network of new streets. Furthermore, these modifications will help realize the vision of providing a vibrant mix of new affordable housing units with abundant open space to serve the residents.

DEVELOPMENT STANDARDS

The following section describes the development standards that would apply to the site under the proposed R1 and GMU zoning designations, and how the proposed development will comply with these standards.

Density.

As demonstrated in Table III-1 and Table III-2 above, the overall density of the proposed redevelopment plan will be 40 dwelling units per acre. This blended density across the site falls between the maximum density of 17.4 units per acre allowed in the R1 zone and 50 units per acre allowed in the GMU zone (for stand-alone residential buildings). Mixed use buildings in the GMU zone have no maximum density requirement.

The minimum density requirement of the R1 zone is 11.6 dwelling units per acres. In GMU the minimum density is 25 units per acre. The overall density of the development is above the minimum density of both zones. As shown in Table III-1, all of the individual lots (minus Lot J – the Open Space lot) also comply with the minimum density requirements of the zoning that will be applied to each of the lots.

As shown above the proposed development is in compliance with both the minimum and maximum density standards.

R1 Development Standards.

Table III-6 below shows how the lots in the R1 zone comply with the applicable development standards of the R1 zone once they are developed. Note that Lot J – the open space lot – will be zoned R1 but is not included in the table since it will not contain any development beyond landscaping and hardscaping.

Table III-6 – Development Standards in the R1 Zone

Development Standard	Lot D	Lot F	Lot G	Lot H (Manor)	Lot K
Maximum Height: 3 stories or 45 feet (whichever is less)	3 stories	3 stories	2-3 stories	10 stories (existing)	3 stories
Minimum Front Setback: 15 ft.	10 ft. *	10 ft. *	10 ft.*	114 ft.	10 ft.*
Minimum Side Setback: 15 ft.	5 ft. *	15 ft.	5 ft.*	70 ft.	5 ft.*
Minimum Street Side Setback: 15 ft.	5 ft. *	10 ft. *	5 ft.*	15 ft.	5 ft.*
Minimum Rear Setback: 15 ft.	15 ft. min	15 ft.	15 ft.	15 ft.	5 ft.*
Minimum 32 nd Avenue Setback: 30' from center of ROW	n/a	32 ft.	n/a	n/a	n/a
Maximum Lot Coverage: 45%	30%	31%	35%	7%	20% max
Minimum Vegetation: 15%	15% min	15% min	15% min	38%	15% min
Minimum Front Yard Vegetation: 40%	40% min	40% min	40% min	>40%	40% min

*Indicates a setback to be modified

As shown in this table the front setback of all of the lots and the side setbacks on some of the lots do not meet the standards of the R1 zone. These standards will be modified through the Planned Development process (Section 19.311.3) in order to create a more consistent development pattern throughout the site. These modifications will allow the buildings on the northern lots to look more similar to the buildings on the south, in the GMU zone, which allows a more urban development pattern. All modified setbacks are shown on Figure MP 1.4.

GMU Development Standards.

Table III-7 below shows how the lots in the GMU zone will be able comply with the applicable development standards of the zone once they are developed.

Table III-7 – Development Standards in the GMU Zone

Development Standard	Lot A	Lot B	Lot C	Lot E
Minimum FAR: 0.5 to 1	5.5 to 1	4.0 to 1	3.7 to 1	4.3 to 1
Base Maximum Height: 3 stories/45 ft. Bonus for residential use: 4 stories/57 ft.	4 stories	4 stories	4 stories	4 stories
Minimum Street Setback: 0' (site is not shown on Residential Edge Treatment Map)	0 ft. min	0 ft. min	0 ft. min	0 ft. min
Maximum Street Setback: 20' (site is not shown on Commercial Edge Treatment Map)	20 ft. max	20 ft. max	20 ft. max	20 ft. max
Minimum 32 nd Avenue Setback: 30' from center of ROW	40 ft. min	n/a	n/a	40 ft. min.
Side and Rear Setbacks: none	3 ft. min	3 ft. min	3 ft. min	3 ft. min
Frontage Occupancy: 50% (site is not shown on Frontage Occupancy Map)	n/a	n/a	n/a	n/a
Maximum Lot Coverage: 85%	30%	47%	44%	32%
Minimum Vegetation: 15%	15% min.	15% min.	15% min.	15% min.

Additional development standards in the GMU zone that apply to the lots are addressed below:

19.303.4.A.2.c - Floor Area Ratio. *If a project is to be developed in phases, the required FAR must be met for the land area in the completed phase(s), without consideration of the land area devoted to future phases.*

Response: The entire development is anticipated to be developed in three phases. Phase 1 will be entirely located within the GMU zone and will meet the minimum FAR of 0.5 to 1 at the time of built out, since the total FAR for Phase 1 (Lots A and B) will be 2.7. The specific FAR calculations for Phases 2 and 3 will be determined at the time of development but will be able to comply with the minimum FAR requirement since all of the stand-alone lots in GMU meet the minimum FAR.

19.303.4.B.2.b - Height Bonus. *Buildings in the GMU Zone shall provide a step back of at least 15 ft for any street-facing portion of the building above the base maximum height.*

Response: The buildings in the GMU zone (except Building B1) are proposed to be four stories tall, taking advantage of the additional height allowed by providing residential use for at least 25% of the FAR. This standard will be modified as part of the Planned Development proposal per Section 19.311.3. The modification is requested in order to provide a uniform edge along SE 32nd Avenue, to create a cohesive look across the site, and to help keep the cost of the buildings down to assure that they can be built as affordable housing.

19.303.4.C.2.f - Street Setbacks. *No vehicle parking is permitted between the building and the street. Vehicle parking must be located behind and/or to the side of buildings, except in cases of a through-lot or lots which front on 3 or more streets, in which case this standard applies to 2 streets.*

Response: All of the lots proposed in the GMU zone will front three or more streets. Primarily the lots have been designed to have the buildings adjacent to the street frontages and the parking located in the interior of the lots to be able to meet this standard as much as is practical on lots with multiple frontages.

19.303.4.E.2.a and c - Primary Entrances. *All new buildings shall have at least 1 primary entrance facing an abutting public street.*

Response: All of the lots in the GMU will have entrances oriented to the public streets. Each of the lots have multiple frontages on public streets and the buildings have been designed to be flush with the streets, so this development standards shall easily be met for each lot.

Planned Development Overlay Development Standards.

Chapter 19.311 includes the development standards and requirements that apply in a PD zone, which will be the overlay zone that will be added to the property with approval of the Planned Development proposal. The PD zone allows the base zone development standards to be modified to be specific to the development, but also includes development standards that apply specifically in the PD zone. These standards are addressed below:

19.311.3.A - Minimum Size of a PD Zone. *A PD Zone may be established only on land which is suitable for the proposed development and of sufficient size to be planned and developed in a manner consistent with the purposes of this zone.*

Response: The entire Hillside site totals 16 acres, making it of a sufficient size to be planned and developed in a way that is consistent with the purpose of the PD Zone. This includes the provision of a mix of housing types and uses, greater flexibility in the development standards to create a cohesive design concept for the entire site, and to provide for larger swaths of open space that will offer better amenities to the residents of Hillside.

19.311.3.B - Special Improvements. *In its approval of the final plan or land division plat within a PD Zone, the City may require the developer to provide special or oversize sewer lines, water lines, roads and streets, or other service facilities. Such approval shall not obligate the City to expend funds for additional construction equipment or for special road, sewer, lighting, water, fire, or police service.*

Response: It is not anticipated that special or oversized utility lines or roads will be necessary to develop the Planned Development that is being proposed. As described above, all of the existing infrastructure currently serving the site will be removed and replaced in phases and will be appropriately sized to serve the development proposed.

19.311.3.C - Density Increase and Control. *The City Council may permit residential densities which exceed those of the underlying zone, if it determines that the planned development is outstanding in planned land use and design and provides exceptional advantages in living conditions and amenities not found in similar developments constructed under regular zoning. In no case shall such density increase be more than 20% greater than the density range prescribed for the primary land use designation indicated in the Comprehensive Plan.*

Response: As shown in Table III-2 above, the portions of the site that will have the Comprehensive Plan designation of High Density Residential will exceed the maximum density of 24 dwelling units permitted in this designation. Lots D, F, G, H, J and K combined will have a density of 24.27 dwelling units per acre, which is well below the 20% increase above the density range permitted by this standard. This modest increase in density will be offset by the abundant open space and other outdoor amenities that will be provided throughout the site for the benefit of the residents.

19.311.3.D - Peripheral Yards. *Along the periphery of any PD Zone, additional yard depth, buffering, or screening may be required. Peripheral yards shall be at least as deep as that required by the front yard regulations of underlying zones. Open space may serve as peripheral yard and/or buffer strips to separate one planned area from another, if such dual use of the land is deemed to comply with this section.*

Response: The west side of Hillside is bounded by the railroad and across the railroad corridor the zoning is NME - North Milwaukie Employment Zone. The development proposal includes a thick landscape buffer along the west property line to assure that the residential buildings in Hillside will be adequately buffered from the noise of the railroad.

The properties to the south across Meek Street and southeast across SE 32nd Avenue are zoned GMU and currently undeveloped. The GMU zone encourages buildings to be close to street lot lines and provide an active frontage with public entrances, façade features and windows, therefore screening and buffering along the south property line of the site would not be appropriate with the GMU zoning.

The properties northeast across SE 32nd Avenue are zoned R3 and are mostly developed as Providence Milwaukie Hospital. Proposed Lot E on the Hillside site will be zoned GMU and as such will need to meet maximum setback and frontage occupancy standards that would not make buffering and screening from the hospital across 32nd Avenue practical. Lot F will be zoned R1 and will be across 32nd Avenue from an existing townhouse development. The buildings proposed on Lot F will be setback the required front yard minimum of the R1 zone – 15 feet – which will allow for a large area that will be planted with trees and lush landscaping to soften and screen the buildings from the townhouses across the street.

Along the north boundary of the site the neighborhood to the north is zoned R7 and developed with single-family houses. The proposed buildings on along the north boundary will be setback from the

property line a minimum of 15 feet (the front yard setback of the R1 zone). This setback will provide a wide landscape buffer that will be planted with trees and tall shrubs that will help obscure views and absorb sounds to protect the privacy of the neighboring houses. Additionally, all of the buildings that abut the north property line will be limited to 2 stories in height. Building F2 will be located on a sloped lot, so it might be 2 stories on the north side and three stories on the south to account for the topography of the lot.

With the proposed setbacks and landscape buffering from the properties to the north and northeast the peripheral yards standards will be met for the proposed Planned Development.

19.311.3.E - Open Space. *Open space means the land area to be set aside and used for scenic, landscaping, or open recreational purposes within the development. Open space may also include areas which, because of topographic or other conditions, are deemed by the City Council to be suitable for leaving in a natural condition. Open space shall be adequate for the recreational and leisure needs of the occupants of the development and shall include the preservation of areas designated by the City for open space or scenic preservation in the Comprehensive Plan or other plans adopted by the City.*

Response: The Planned Development features open space and recreational areas dispersed throughout the site that will provide outdoor spaces in an equitable way for all the residents of Hillside. By creating larger swaths of open space (versus small open areas dedicated to each residential unit) more resources can be placed in these open areas in the form of playground equipment, sports equipment, outdoor furnishing and landscaping, which will provide better overall amenities. Additionally, the large open area in the northwest corner of the site, which is currently popular with both residents and neighbors, will be preserved and enhanced to provide a large area for exercise, recreation and leisure. There are no areas on the site designated in the Comprehensive Plan for open space or scenic preservation, so this is not a factor in meeting this standard.

The development plan and program shall provide for the landscaping and/or preservation of the natural features of the land. To ensure that open space will be permanent, deeds or dedication of easements of development rights to the City may be required. Instruments and documents guaranteeing the maintenance of open space shall be approved as to form by the City Attorney. Failure to maintain open space or any other property in a manner specified in the development plan and program shall empower the City to enter said property in order to bring it up to specified standards. In order to recover such maintenance costs, the City may, at its option, assess the real property and improvements within the planned development.

Response: It is not anticipated that any of the open space features in Hillside will be deeded to the City. Easements and maintenance agreements for each of the communal open spaces will be created with the subdivision to assure that the open spaces will be accessible to all residents and well-maintained into the future.

All planned unit developments will have at least one-third of the gross site area devoted to open space and/or outdoor recreational areas. At least half of the required open space and/or recreational areas will be of the same general character as the area containing dwelling units. Open space and/or recreational areas do not include public or private streets.

Response: When all of the phases are completed Hillside will include 41% open space. This open space will be provided in the form of recreational areas, plazas, streetscape, and playgrounds. Additionally, there will be open space areas surrounding each of the residential buildings that will be landscaped to soften the site and reduce the heat island effect. This landscaping surrounding the buildings will be compatible with the general character of the buildings themselves.

Site Design Standards of Chapter 19.504.

The Supplementary Development Regulations of Chapter 19.500 apply when new development is proposed on a site and are generally regulated through Design Review. Conceptual compliance with these standards is address below to demonstrate that the proposed Planned Development will not create a situation in which these standards cannot be met at the time of development of the individual lots. The standards that apply are addressed as follows:

19.504.1 - Clear Vision Areas. *A clear vision area shall be maintained on the corners of all property at the intersection of two streets or a street and a railroad according to the provisions of the clear vision ordinance in Chapter 12.24.*

Response: All of the proposed lots and development will be able to comply with the clear vision requirements of Chapter 12.24. The proposed buildings will be setback from the corners and the proposed landscaping in the clear vision area will be selected to remain small to assure clear vision around the corners will not be blocked.

19.504.5 - Distance from Property Line. *Where a side or rear yard is not required and a structure is not to be erected at the property line, it shall be set back at least 3 ft from the property line.*

Response: No side or rear setbacks are required in the GMU zone so this standard will apply to Lots A, B, C and E. On each of these lots the proposed buildings will be setback at least 3 feet from the side and rear property lines to assure that this standard is met.

19.504.6 - Transition Area Measures. *Where commercial, mixed-use, or industrial development is proposed abutting or adjacent to properties zoned for lower-density residential uses transition measures shall be required.*

Response: Mixed use development is proposed for Lots A and E. These two lots will abut either R1 or GMU zoning within the site. The property to the south across Meek Street is zoned GMU and the property to the east across SE 32nd Avenue is zoned GMU and R3. Therefore, the lots proposed for mixed use will not abut and low-density residential zones (R5-R10) and this standard does not apply.

19.504.7 - Minimum Vegetation. *No more than 20% of the required vegetation area shall be covered in mulch or bark dust. Mulch or bark dust under the canopy of trees or shrubs is excluded from this limit.*

Response: Robust landscaping and open space areas are proposed throughout the site and will be a major feature of the development. The overall landscaped area of the development equates to 41% of the total area, well above the required minimum. Some bark dust will be installed around new plantings, but overall the landscaping will feature lush plantings, grassy lawns, and trees.

19.504.9 - On-Site Walkways and Circulation. *All development shall provide a system of walkways that encourages safe and convenient pedestrian movement within and through the development site. On-site walkways shall link the site with the public street sidewalk system. Walkways shall connect building entrances to one another and building entrances to adjacent public streets and existing or planned transit stops.*

Response: Each of the lots in the development will be surrounded by public streets with wide sidewalks. Within the lots the buildings, parking areas, and other amenities will have a direct walkway connection to the public sidewalks. New walkways on the lots will be hard-surfaced and at least 5-foot wide and will provide direct connections to the public sidewalk with limited obstructions or vehicle crossings.

19.504.10 - Setbacks Adjacent to Transit. *When adjacent to a street served by transit, new commercial, office, or institutional development, shall be set back no more than 30 ft from the right-of-way that is providing transit service.*

Response: SE 32nd Avenue is served by the #75 (Cesar Chavez/Lombard) bus, with bus stops located at the intersection with SE Hillside Court, so this setback applies to Lots A and E, which will have commercial or office uses on the ground floor. Both of the buildings proposed to be adjacent to SE 32nd Avenue (Building A2 and E1) will be setback at least 40 feet from the centerline of the 32nd Avenue right of way, so this maximum setback standard will be met.

Building Design Standards of Chapter 19.505.

Similar to the Site Design Standards found in Chapter 19.504, the Building Design Standards of Chapter 19.505 will be applied when new development is proposed on the lots and are generally regulated through Design Review. Conceptual compliance with these standards is address below to demonstrate that the proposed Planned Development will not prevent these standards from being met at the time of development of the individual lots. Based on the uses proposed for the Hillside site the standards that would apply are 19.505.3 for multi-family buildings and 19.505.7 for non-residential development. Additionally, 19.505.8 that regulates building orientation to transit would apply since 32nd Avenue is served by a transit line. These standards are addressed below:

Standards for Multi-Family Buildings (19.505.3):

19.505.3.D.1 - Private Open Space. *The development should provide private open space for each dwelling unit. Private open space should have direct access from the dwelling unit and should be visually and/or physically separate from common areas. The development may provide common open space in lieu of private opens space if the common open space is well designed, adequately sized, and functionally similar to private open space.*

Response: The proposed Planned Development will not preclude any of the future buildings from meeting the private open space requirements. The townhouse and walk-up apartments will likely provide the private open space in the form of small private yards adjacent to the units. The larger apartment buildings will either provide small balconies or common open space areas that may include some of the open space amenities already being planned into the larger planned development. It is assumed through the Planned Development process that the open space areas developed on individual lots (for example the playground on Lot E) will be credited towards meeting this open space standard for the development on Lot E. This will assure that there is a variety of different types of open space throughout the site meeting the recreational needs of a diverse population of residents.

19.505.3.D.2 - Public Open Space. *The development should provide sufficient open space for the purpose of outdoor recreation, scenic amenity, or shared outdoor space for people to gather.*

Response: As described earlier, the Planned Development will include a variety of public open space opportunities that will include playgrounds, sport courts, plazas with outdoor furnishings, pocket parks, and the lager open space area in the northwest corner of the site. It is assumed that these open space areas will be used in-part to meet the public open space standard for the individual buildings at the time of development.

19.505.3.D.5 - Building Orientation and Entrances. *Buildings should be located with the principal façade oriented to the street or a street-facing open space such as a courtyard. Building entrances should be well-defined and protect people from the elements.*

Response: The majority of the lots in the development will be surrounded by streets on at least three sides, therefore, orientating the building entrances to an adjacent street should not be an

issue for any of the future buildings. Though none of the buildings have been designed at this time, there is nothing in the design of the Planned Development that would preclude the buildings from including well-defined and protective entrances.

19.505.3.D.6 - Building Façade Design. *Changes in wall planes, layering, horizontal datums, vertical datums, building materials, color, and/or fenestration shall be incorporated to create simple and visually interesting buildings. Windows and doors should be designed to create depth and shadows and to emphasize wall thickness and give expression to residential buildings. Windows should be used to provide articulation to the façade and visibility into the street. Building façades shall be compatible with adjacent building façades.*

Response: The design of the Planned Development would not prevent any of the future buildings from being able to meet the façade design standards. During the development of each lot careful consideration of building façade design will be done to assure that all of the buildings will meet these standards.

19.505.3.D.7 - Building Materials. *Buildings should be constructed with architectural materials that provide a sense of permanence and high quality. Street-facing façades shall consist predominantly of a simple palette of long-lasting materials such as brick, stone, stucco, wood siding, and wood shingles. A hierarchy of building materials shall be incorporated. The materials shall be durable and reflect a sense of permanence and quality of development.*

Response: The vision for the redevelopment of Hillside is to construct buildings that feature durable, high-quality materials while still providing affordable housing options. As such, each of the future buildings will be designed in accordance with these standards.

19.505.3.D.8 - Landscaping. *Landscaping of multifamily developments should be used to provide a canopy for open spaces and courtyards, and to buffer the development from adjacent properties. Existing, healthy trees should be preserved whenever possible. Landscape strategies that conserve water shall be included. Hardscapes shall be shaded where possible, as a means of reducing energy costs (heat island effect) and improving stormwater management.*

Response: The Planned Development plan includes landscaping, open space recreation areas, and substantial buffers throughout the site. Throughout these areas existing healthy trees will be preserved where practical and new trees will be planted. Hardscaped areas such as parking lots and vehicle circulation areas will be shared when possible to minimize the overall impervious area on the site. Native and drought-tolerant plantings will be selected when appropriate and the irrigation systems installed throughout the site will be low-volume to conserve water.

19.505.3.D.9 – Screening. *Mechanical equipment, garbage collection areas, and other site equipment and utilities should be screened so they are not visible from the street and public or private open spaces. Screening should be visually compatible with other architectural elements in the development.*

Response: The design of the Planned Development would not prevent any of the future mechanical equipment, garbage areas or other site utilities from being screened in to meet these standards.

19.505.3.D.11 - Sustainability. *Multifamily development should optimize energy efficiency by designing for building orientation for passive heat gain, shading, day-lighting, and natural ventilation. Sustainable materials, particularly those with recycled content, should be used whenever possible. Sustainable architectural elements shall be incorporated to increase occupant health and maximize a building’s positive impact on the environment. When appropriate to the context, buildings should be placed on the site giving consideration to optimum solar orientation. Methods*

for providing summer shading for south-facing walls, and the implementation of photovoltaic systems on the south-facing area of the roof, are to be considered.

Response: The proposed Planned Development reimagines Hillside from the ground up with sustainability as one of the cornerstones of the new community. The development pattern will be changed by imposing an orthogonal grid to the existing streets which will allow an orientation of buildings that will allow for more energy efficient design. Most of the buildings on the site will be multi-family affordable housing projects that are publicly financed and must adhere to a green building program. It is anticipated that these buildings will be certified through Earth Advantage or a similar program, assuring that they will be energy efficient, constructed of sustainable and durable materials, and healthy for the occupants.

Additionally, throughout the development there will be a major emphasis on alternative modes of transportation by providing green streets with wide sidewalk corridors and planter strips, and integration of the transit stops on 32nd Avenue with ample bike parking. Planting zones will be maximized to provide lush landscaping and tree species with large canopies that support the City of Milwaukie's Urban Forestry 40% canopy coverage goal. Green roofs on buildings are encouraged and will contribute to reducing the stormwater released into the treatment system.

19.505.3.D.12 - Privacy Considerations. *Multifamily development should consider the privacy of, and sight lines to, adjacent residential properties, and be oriented and/or screened to maximize the privacy of surrounding residences.*

Response: Adjacent residential properties zoned low-density residential (R-7) exist to the north of the site. The buildings on the north side of the site have been setback at least 15 feet from the north property line in order to provide a wide landscape buffer from the houses to the north. This area has mature existing trees will be further planted with trees and tall shrubs that will help obscure views and absorb sounds to protect the privacy of these neighboring homes. Additionally, all of the buildings that abut the north property line will be limited to two stories in height. Building F2 will be located on a sloped lot, so it is proposed as two stories on the north side and three stories on the south to account for the topography of the lot.

19.505.3.D.13 - Safety. *Multifamily development should be designed to maximize visual surveillance, create defensible spaces, and define access to and from the site. Lighting should be provided that is adequate for safety and surveillance, while not imposing lighting impacts to nearby properties. The site should be generally consistent with the principles of Crime Prevention Through Environmental Design.*

Response: The future landscaping and site lighting will be designed with safety in mind. Additionally, the layout of the Planned Development, which will replace the angled streets and dead-end cul-de-sacs with a more open and easily surveilled circulation plan will help to bolster these safety measures.

Standards for Non-Residential Development (19.505.7):

19.505.7.C.1 – Corners. *Buildings located at a key corner in the GMU Zone, as shown on Figure 19.505.7.C.1, shall incorporate corner features.*

Response: The site is not included on the above referenced Figure, so these standards do not apply.

19.505.7.C.2 - Weather Protection. *Through the use of awnings and canopies along the ground floor of buildings protect pedestrians from rain, provide shade, encourage window shopping and lingering, and create visual interest on the ground floor of a building.*

Response: Buildings A2 and E1 (the only proposed mixed-use buildings on the site) will be able to provide awnings or canopies along the ground floor. The proposed Planned Development will not preclude the buildings from meeting these standards.

19.505.7.C.3 - Exterior Building Materials. *Provide a sense of permanence, through the use of certain permitted building materials; to provide articulation and visual interest to larger buildings; and to allow for a variety of materials and designs. Table 19.505.7.C.3 specifies the primary, secondary, and prohibited material types referenced in this standard.*

Response: Buildings A2 and E1 will be constructed of durable, high-quality materials selected from Table 19.505.7.C.3, however, to maintain the overall affordability of these buildings it is proposed that this standard be modified to allow both “finished metal panels” and “fiber-reinforced cement siding and panels” (i.e. Hardie plank) to be used as primary building materials required to cover at least 60% of the applicable building façades instead of secondary materials limited to only 40% of the building façade. The quality and durability of these materials has increased in recent years as demonstrated on a number of projects throughout the region.

19.505.7.C.4 - Windows and Doors. *Enhance street safety and provide a comfortable pedestrian environment by providing ground-level transparency between the interior of buildings and the sidewalk.*

Response: Buildings A2 and E1 will be able to meet all of the applicable window standards by providing both ground-floor windows and doors that meet the standards of this section. The proposed Planned Development will not preclude the buildings from meeting these standards.

19.505.7.C.5 – Roofs. *Enliven the pedestrian experience and create visual interest through roof form.*

Response: The proposed Planned Development will not prevent Buildings A2 and E1 from complying with the roofing standards.

19.505.7.C.6 - Rooftop Equipment and Screening. *Integrate mechanical equipment into the overall building design.*

Response: All mechanical equipment placed on the roofs of Buildings A2 and E1 will be screened from public view.

19.505.7.C.7 - Ground-Level Screening. *Mechanical and communication equipment, outdoor storage, and outdoor garbage and recycling areas shall be screened so they are not visible from streets, other ground-level private open space, or common open spaces.*

Response: The design of the Planned Development would not prevent any of the future mechanical equipment, garbage areas, or other site utilities from being screened to meet these standards.

19.505.7.C.8 - Rooftop Structures. *Rooftop structures related to shared outdoor space—such as arbors, trellises, or porticos related to roof decks or gardens—shall not be included in the building’s maximum height calculation, as long as they do not exceed 10 ft in height.*

Response: No rooftop structures are anticipated on Buildings A2 or E1 at this time.

19.505.8 - Building Orientation to Transit. *New mixed-use buildings shall have their primary orientation toward a transit street or, if not adjacent to a transit street, a public right-of-way which leads to a transit street. The primary building entrance shall be visible from the street and shall be directly accessible from a sidewalk connected to the public right-of-way. A building may have more than 1 entrance.*

Response: Both Buildings A2 and E1 are located directly adjacent to SE 32nd Avenue (a transit street) and will be able to orient the main building entrances to this street.

Parking and Loading.

The standards for off-street parking and loading are found in Chapter 19.600 of the Zoning Code. These standards are addressed below:

19.605.1 - Minimum and Maximum Requirements. *Development shall provide at least the minimum and not more than the maximum number of parking spaces as listed in Table 19.605.1. Modifications to the standards in Table 19.605.1 may be made as per Section 19.605.*

Response: The minimum and maximum standards of Table 19.605.1 that apply to the residential uses on the site are as follows:

Table III-8 – Minimum and Maximum Parking Standards

Multifamily dwellings containing 3 or more dwelling units	Minimum Requirement	Maximum Requirement
Dwelling units with 800 sq. ft. of floor area or less	1 space per dwelling unit	2 spaces per dwelling unit
Dwelling units with more than 800 sq. ft. of floor area	1.25 spaces per dwelling unit	2 spaces per dwelling unit

For the purpose of comparing the number of provided parking spaces to the minimum parking requirements for multifamily dwellings above, Exhibit D has been provided. This table shows the breakdown of unit type for each of the proposed buildings, assuming that all 1- and 2-bedroom units will 800 sq. ft. or below and all larger units will be above 800 sq. ft.

Building H, the existing Manor building, includes a total of 59 existing parking spaces surrounding the building. This parking ratio for the Manor is vested with the 1969 Variance, which approved the Manor with a total of 40 parking spaces. Since this decision, additional parking spaces have been added near the tower to bring the total to 59 spaces, for a parking ratio of 0.59 spaces per unit. There are no changes to the Manor site included with this Planned Development request, so the existing non-conforming parking rights would be preserved.

In addition, up to 20,000 square feet of the ground floor building area in buildings A2 and E1 will be used for commercial uses. As described earlier in this report, the list of uses in the GMU zone that will be permitted in these buildings will be modified to only include uses that are compatible with residential use and would serve the immediate neighborhood. The minimum and maximum parking requirements for the uses being considered in the GMU zone are as follows:

Table III-9 – GMU Minimum and Maximum Parking Requirements

Use	Minimum Requirement	Maximum Requirement
General office	2 spaces per 1,000 sq. ft.	3.4 spaces per 1,000 sq. ft.
Eating and drinking establishments	4 spaces per 1,000 sq. ft.	15 spaces per 1,000 sq. ft.
Indoor recreation	3 spaces per 1,000 sq. ft.	5.5 spaces per 1,000 sq. ft.
Retail-oriented sales	2 spaces per 1,000 sq. ft.	5 spaces per 1,000 sq. ft.
Personal/business services	4 spaces per 1,000 sq. ft.	5.4 spaces per 1,000 sq. ft.
Day care	2 spaces per 1,000 sq. ft.	3.5 spaces per 1,000 sq. ft.
Commercial Services (includes repair shops)	2.8 spaces per 1,000 sq. ft.	5.1 spaces per 1,000 sq. ft.

Since the actual uses in these buildings is currently unknown, in the interim the minimum parking requirement for all of the GMU uses proposed can roughly be averaged to 3 spaces per 1,000 sq. ft for determining the likely parking requirement. This average takes into account the low parking intensive uses (Office, Retail and Day Care) with the high parking intensive uses (Eating and Drinking Establishments and Personal/business services).

Additionally, the entire site qualifies the 20% parking reduction of 19.605.3.B.2.b since the site is in close proximity to public transit. SE 32nd Avenue is served by the #75 (Cesar Chavez/Lombard) bus that operates with 15-minute or better service most of the day. Bus stops are located at both the intersection of SE Hillside Court and the intersection with SE Meek Street.

A total of 352 on-site parking spaces are proposed. These parking spaces will be adequate to serve the development based on the following site-specific factors:

- **Reduced Parking Requirement for Affordable Housing.** The ITE Parking Manual, 5th Edition shows an average parking rate for Affordable Housing (ITE category 223) of 1.3 spaces/unit compared to a parking rate of 1.7 spaces per unit for typical market rate Multifamily Mid-Rise Housing (ITE category 221). This equates to affordable housing requiring approximately 25% fewer parking spaces than market rate housing.

This reduced need for parking is consistent with what HACC has found with the properties it owns and manages. The low-income populations that HACC serves have very limited access to personal vehicles due to the high cost of ownership and maintenance of a vehicle. Additionally, many lower income residents are seniors or people living with physical ailments who have difficulty driving their own car. A recent survey of the Manor residents found that only 36% of the residents reported driving in the past week. This same surveyed population was found to be very dependent on other modes of transportation such as Tri-Met (37%), carpooling (40%), and taxi or ride-share (11%). As such there is strong case to be made that a 25% parking reduction should be applied to all of the proposed affordable housing which include all the buildings on Lots B, C, D, F, G and K.

- **Shared Parking between Commercial and Residential Uses.** The small commercial businesses proposed for Buildings A2 and E1 will have peak parking demands that will not coincide with the peak parking demands of the multi-family units. Exhibit F demonstrates the potential peak parking demands from the ITE Manual of several small commercial business, such as an office,

a coffee shop, a casual dining restaurant, and a shopping center. As shown in this table, the majority of commercial business experience their peak demand during the daytime, typically between the hours of 9 am and 5 pm. Exhibit F also compares the peak demand hours of the commercial uses to multi-family residential housing, which experiences its peak parking demand in the evening and nighttime hours, typically from 10 pm to 7 am according to the ITE. Therefore, the case can be made that the two uses can share parking spaces since the peak parking demands are near opposites.

Additionally, the type of commercial uses proposed for the development are specifically selected to be uses that would attract residents of Hillside and the surrounding neighborhood as customers. Therefore, it is likely that a large percentage of the customers that patronize these businesses will walk or bike to them, further reducing the need for additional parking spaces dedicated to the commercial businesses.

Finally, both of the commercial ground floors will front onto SE 32nd Avenue, a public street that will include 19 on-street parallel parking spaces that would be available to serve the commercial uses. It is suggested that parking restrictions, such as a 2-hour limit during the daytime be added to these spaces to help foster their use as short-term parking serving the commercial businesses.

- **Additional On-Street Parking within the Development Site.** A total of 137 on-street parking spaces will be developed within the new street network that includes Dwyer Street, Hillside Court, Meek Street, SE 28th Avenue, SE 29th Avenue, and SE 31st Avenue. The Milwaukie Zoning Code does not allow on-street parking to count toward minimum or maximum parking requirements, but in this case these parking spaces are interior to the site and will not be convenient for anyone other than the residents and guests of Hillside. There are other jurisdictions in the region including Hillsboro³, Gladstone⁴, Clackamas County⁵ and Lake Oswego⁶ who allow on-street parking to count toward on-site parking requirements establishing a precedent for recognizing the functional use of the spaces.

It should be noted that the 19 on-street parking spaces on SE 32nd Avenue have not been included in the 137 total on-street spaces available to serve the residential units. As described above these spaces on SE 32nd Avenue will be allocated toward the commercial uses during the day but will still be available for resident parking during the night.

³ Section 12.50.340 of the Hillsboro Code states: "If a development includes construction or reconstruction of public streets to provide additional on-street parking, off-street parking may be reduced by 1 off-street space for each constructed on-street space if the new on-street parking is configured consistent with existing on-street parking."

⁴ Section 17.48.030.f of the Gladstone Code states: "On-street parking may count towards fulfilling up to one-quarter of the off-street parking requirements where on-street parking is allowed and the applicant can demonstrate that on-street parking is available. On-street parking must be available on the subject site's frontage in order to be credited towards the off-street parking requirement."

⁵ Section 1015.02.D.2.b of the Clackamas County Code states: "In commercial and industrial zoning districts, available permitted on-street parking spaces on a development's street frontage may be counted toward required parking."

⁶ Section 50.05.004.9.a.iii of the Lake Oswego Code/Downtown Design District states: "Existing on-street parking along the property frontage shall be used to calculate parking requirements."

- **Transportation Demand Measures to Reduce Vehicle Use.** The physical form of the development is designed to encourage the use of walking, biking, and transit. Additional measures will be implemented on the site to further encourage the use of alternate means of transportation. It is assumed that these measures will help to reduce the residents' reliance on individual vehicles, which will further reduce the need for parking spaces. TDM measures that are currently under consideration by HACC are listed below. The final TDM program will be provided with the Final Planned Development application.
 - Bicycle Facilities: Provide an on-site bicycle repair station.
 - Bicycle Maintenance Services: Bring in mobile maintenance service several times annually.
 - Wayfinding Station: Provide on-site kiosk or information center with multi-modal wayfinding information and transit information.
 - TDM Coordination: Designate an on-site TDM Coordinator (can be property manager) offering multi-modal and wayfinding information, rideshare matching, walking/biking group coordination.
 - TDM Communication: Distribute transit, wayfinding, and other TDM informational materials to new residents as they move in and annually to all residents.
 - Bicycle Share Program: Provide private or public bicycle share memberships to on-site residents and establish a bike-share station on-site.
 - E-Scooter Share Program: Create a designated space on site for shared scooters.
 - Dedicated Ride-Share Spaces: Designate some on-site parking spaces for the use by programs like Uber and Lyft.

As shown on Exhibit E, the combination of the affordable housing reduction, the shared parking for the commercial uses and the on-street parking spaces in the interior of the site will result in all of the minimum parking requirements of the multifamily housing and commercial uses being met, with an additional surplus of 52 parking spaces above the required minimums. The combination of the on-site parking and the additional 137 on-street parking spaces results in an overall functional parking rate of 0.82 spaces per unit. The strong emphasis on walking, biking, transit, and a robust TDM program will further reduce resident's reliance on vehicles allowing the parking spaces proposed to adequately serve the needs of the development.

19.606.1 Parking Space and Aisle Dimensions. *The dimensions for required off-street parking spaces and abutting drive aisles shall be no less than in Table 19.606.1.*

Response: The parking areas shown on the Planned Development plan have been laid out conceptually based on the standards of Table 19.606.1 using a 9-ft wide and 18-ft long parking space. Full compliance with these standards will be show at the time of development.

19.606.2.C Perimeter Parking Lot Landscaping. *The perimeter landscaping of parking areas shall meet the following standards.*

1. *Dimensions.* The minimum width of perimeter landscape areas are shown in Table 19.606.2.C.1.
2. *Planting Requirements.* Landscaping requirements for perimeter buffer areas shall include one tree planted per 30 lineal ft of landscaped buffer area. The remainder of the buffer area shall be grass, ground cover, mulch, shrubs, trees, or other landscape treatment other than concrete and pavement.

Response: The perimeter parking lot landscaping adjacent to the right-of-way in the GMU zone have been designed at 4-ft wide, consistent with Table 19.606.2.C.1 for Downtown Zones. In the R1 zone the perimeter parking lot landscaping buffers adjacent to the right-of-way have been designed at 8

feet. The parking lots on Lots K and F, which are the only parking areas abutting another property have been designed with a 6-ft buffer.

3. *Additional Planting Requirements Adjacent to Residential Uses.* In addition to the planting requirements of Subsection 19.606.2.D.2, all parking areas adjacent to a residential use shall have a continuous visual screen in the landscape perimeter area that abuts the residential use. The screen must be opaque throughout the year from 1 to 4 ft above ground to adequately screen vehicle lights.

Response: The buffer along the northern edge of the site, adjacent to the R7 zoning is proposed at 15-ft wide and will be planted with trees and tall shrubs that will help obscure views and absorb sounds to protect the privacy of the neighboring houses. This lush landscape buffer will also serve to meet this parking lot planting standard.

D. Interior Parking Lot Landscaping

1. *General Requirements.* Interior landscaping of parking areas shall be provided for sites where there are more than 10 parking spaces on the entire site.
2. *Required Amount of Interior Landscaped Area.* At least 25 sq ft of interior landscaped area must be provided for each parking space. Planting areas must be at least 120 sq ft in area and dispersed throughout the parking area.
3. *Location and Dimensions of Interior Landscaped Areas.*
 - a. Interior landscaped area shall be either a divider median between opposing rows of parking, or a landscape island in the middle or at the end of a parking row.
 - b. Interior landscaped areas must be a minimum of 6 ft in width.
4. *Planting Requirements for Interior Landscaped Areas*
 - a. For divider medians, at least 1 shade or canopy tree must be planted for every 40 linear ft. Trees shall be planted at evenly spaced intervals to the greatest extent practicable.
 - b. For landscape islands, at least 1 tree shall be planted per island. If 2 interior islands are located contiguously, they may be combined and counted as 2 islands with 2 trees planted.
 - c. The remainder of any divider median or landscape island shall be grass, ground cover, mulch, shrubs, trees, or other landscape treatment other than concrete and pavement.

Response: Interior parking lot islands in compliance with these standards have been shown in all of the parking lots proposed in the Planned Development, as illustrated on Figure MP 2.2. Full compliance with these standards will be show at the time of development.

19.608.2 - Number of Loading Spaces. The ratios listed below should be the minimum required unless the Planning Director finds that a different number of loading spaces are needed upon reviewing the loading needs of a proposed use.

- A. *Residential Buildings.* Buildings where all of the floor area is in residential use should meet the following standards:
 1. Fewer than 50 dwelling units on a site that abuts a local street: no loading spaces required.
 2. All other buildings: 1 loading space.
- B. *Nonresidential and Mixed-Use Buildings.* Buildings where any floor area is in nonresidential uses should meet the following standards:
 1. Less than 20,000 sq. ft. of total floor area: no loading spaces required.
 2. 20,000 to 50,000 sq. ft. of total floor area: 1 loading space.
 3. More than 50,000 sq. ft. of total floor area: 2 loading spaces.

Response: These standards required to calculation of required loading spaces to be is based on the individual lots and building, Proposed Buildings B2 and C1 will be entirely residential use and will contain more than 50 dwelling units, so each of these buildings will require one loading space.

Proposed Buildings A2 and E1 will be mixed-use buildings with a floor area of more than 50,000 sq. ft. for each building, so each of these buildings will also require two loading spaces. The combined total is six loading spaces between these four buildings. However, because all of these lots and buildings will be developed in compliance with the Planned Development, a modification using Section 19.311.3 is requested to allow the loading space requirement to be applied site-wide allowing some of these buildings to share loading spaces. Additionally, some of the required loading spaces are proposed to be provided in the street instead of on individual lots so that they can better serve more than one building.

Figure MP 1.6, the Vehicle Circulation Plan shows where the proposed loading spaces will be located. A dedicated loading area will be provided in front of buildings C and H (the Manor). An on-street loading space will be provided on SE 31st adjacent to the northwest corner of Lot E, which can serve the buildings on Lot D, E, and F. A second on-street loading space is provided on SE 31st adjacent to the southeast corner of Lot D which can serve the buildings on Lots A, B, D, and E.

19.608.3 - Loading Space Standards. *Loading spaces shall be at least 35-ft long and 10-ft wide and shall have a height clearance of at least 13 ft. Loading areas shall be provided on the site and be separate from parking spaces.*

Response: All of the loading spaces described above will meet the loading space standards. A modification is included as part of the Planned Development to allow these spaces to be located in the street instead of on individual lots to allow them to serve more buildings.

19.609.2.A - Quantity of Bicycle Parking Spaces. *The quantity of required bicycle parking spaces shall be as described in this subsection. In no case shall less than 2 spaces be provided.*

1. *The number of bicycle parking spaces shall be at least 10% of the minimum required vehicle parking for the use.*
3. *Multifamily residential development with 4 or more units shall provide 1 space per unit.*

Response: For each of the residential buildings proposed on the site the minimum number of bicycle parking spaces required will be the same as the number of units. For the commercial uses proposed on the ground floor of buildings A2 and E1 the number of bike parking spaces will be determined by the uses in each building, but in no case will there be less than two spaces for each use. Based on these minimum requirements over 510 bicycle parking spaces would be required on the site, which exceeds the amount that is likely to be used.

Based on the resident populations in HACC's other properties (including the Hillside Manor) many residents of affordable housing are elderly or disabled and not likely to use bicycles for transportation. Additionally, the existing bicycle network surrounding the site at this time is not well developed, making travel by bicycle a less attractive option. A Central Milwaukie Bikeway Concepts plan is currently in development and if adopted, will greatly improve the bicycle connections surrounding the site, but is still years away from full development. HACC fully supports the development of this enhanced bike network through the Hillside site, however, even with this future bike connection a reduction to on-site bike parking is still supportable based on anticipated bicycle usage of the residents. Therefore, a Modification through the Planned Development review is requested to reduce the minimum number of required bicycle parking spaces on the site to 0.75 spaces per unit which would bring the total number of spaces down to 375 spaces required to serve the residential units plus the additional spaces to serve the commercial uses.

These bicycle parking spaces will be provided in bike rooms inside of the buildings as well as in clusters around the site. Figure MP 1.7 the Pedestrian Circulation Plan shows where concentrations

of bike racks will be provided, with several rack located around the exterior of buildings A2 and E1 to serve the future commercial uses in these buildings.

19.609.2.B - Covered or enclosed bicycle parking. *A minimum of 50% of the bicycle spaces shall be covered and/or enclosed (in lockers or a secure room).*

Response: Bicycle parking for the new multi-family buildings will be partially provided in combined bike storage rooms inside the buildings assuring that at least 50% of the bike parking spaces will be covered.

19.609.4 – Bicycle parking location. *Bicycle parking facilities shall be located within 50 ft of the main building entrance or closer to the entrance than the nearest non-ADA designated vehicle parking space and dispersed for multiple entrances.*

Response: As shown on Figure MP 1.7, the Pedestrian Circulation Plan, the concentrations of bicycle parking locations will be dispersed throughout the site to be convenient to all of on-site amenities and gathering spots. Additionally, bike parking will be provided within 50 feet of the all of proposed buildings.

LAND DIVISION STANDARDS

The following section describes the standards that apply to the 9-lot subdivision included in the Final Planned Development application and demonstrates how the proposed lot pattern complies with the standard of Title 17.

17.28.040.A - Size and Shape. *Lot size, width, shape, and orientation shall be appropriate for the location and the type of use contemplated. Minimum lot standards shall conform to Title 19.*

Response: The proposed lot pattern is shown on the Preliminary Plat Figure MP 4.01. Additionally, Tables III-4 and III-5 above show how each of the lots can comply the applicable size and dimensional standards of the R1 and GMU zones of Title 19, which will be applied to the lots. The size and shape of the lots was primarily dictated by desire to create a street grid that is more rectilinear to improve overall site circulation and safety. The deviations in this grid-pattern are generally in response to the existing development on the site that will remain including the Manor building and surrounding parking and the open space area in the northwest corner. Additionally, the need to connect the new streets into the existing street network that surrounds the site skewed the grid pattern. Each of the lots are an appropriate size to develop with multi-family buildings while also providing open space amenities and adequately meeting the development standards such as parking, pedestrian circulation, and landscaping.

17.28.040.B – Rectilinear Lots Required. *Lot shape shall be rectilinear, except where not practicable due to location along a street radius, or existing lot shape. The sidelines of lots, as far as practicable, shall run at right angles to the street upon which the lots face. As far as practicable, the rear lot line shall run parallel to the street.*

Response: As described above, the desire to redevelop the streets in a 90-degree grid pattern will result in the majority of the proposed lots being rectilinear. The location of the Manor tower and surrounding parking, which will remain on the site, results in Lots H, C and K (Parcel 1 of PP 2020-026 and Lots 3 and 8) being skewed and not having right angles on all corners. Additionally, new SE 29th Avenue will need to connect to the existing right of way in the neighborhood to the north, creating irregular angles in Lots G and K (Lots 7 & 8). Except for these variations, the side and rear lot lines will run parallel to the new streets as much as practical.

17.28.040.C - Limits on Compound Lot Line Segments. *Changes in direction along side and rear lot lines shall be avoided. Cumulative lateral changes in direction of a side or rear lot line exceeding 10% of the distance between opposing lot corners along a given lot line may only be permitted through the variance provisions of MMC Subsection 19.911. Changes in direction shall be measured from a straight line drawn between opposing lot corners.*

Response: The only lot line in the development that includes changes in direction is the rear lot line of Lot K (Lot 8). This lot line backs up the Manor and the open space tract (Lot J/9) both of which are existing features of the site with boundaries that follow the slope of the existing site topography. Though Lot K/8 will feature a compound lot line on the rear, the change in direction will not exceed the 10% requirement and this standard is met.

17.28.040.D - Adjustments to Lot Shape Standard. *Lot shape standards may be adjusted subject to Section 19.911 Variances.*

Response: No adjustments to the lot shape standards are anticipated with this plat, so this standard does not apply.

17.28.040.E - Limits on Double and Reversed Frontage Lots. *Double frontage and reversed frontage lots should be avoided, except where essential to provide separations of residential development from railroads, traffic arteries, or adjacent nonresidential uses, or to overcome specific disadvantages of topography and orientation.*

Response: Several of the lots included in the subdivision will comprise of full city blocks with frontages on all four sides. Therefore, Lots A, B, C, D, E, and G (Lots 1, 2, 3, 4, 5, 6 and 7) will all be technically considered double frontage lots. Through Section 19.311.3 a modification is requested to allow double frontage lots because the proposed subdivision represents a unique situation where full-sized, urban-scale blocks are being created.

17.28.040.F - Measurement of Required Frontage. *Pursuant to the definition and development standards contained in Title 19 for frontage, required frontage shall be measured along the street upon which the lot takes access.*

Response: As shown in Tables III-4 and III-5 all of the proposed lots will exceed the minimum frontage requirement of R1 and GUM zones.

Additional Land Division Development Standards of Chapter 17.28. The other development standards of Title 17 apply to the proposal and include:

- **17.28.010 Conformity of Subdivision** - which requires subdivisions to comply with the development plans of the City, take into consideration any preliminary plans and conform with state laws. Compliance with this standard will be addressed with the submittal of the subdivision application.
- **17.28.020 Public Facility Improvements** – which requires subdivisions to comply with Chapter 19.700, which is addressed below to show how the Final Planned Development conforms with these standards.
- **17.28.030 Easements** – which addresses easements over utility lines and watercourses, neither of which are necessary with this proposal since all utilities will be located in the right of ways and there are no watercourses on the site.
- **17.28.080 Public Open Spaces** – which addresses the dedication of areas for schools, parks and playground for public use. Although all of the open space areas will be open to the residents of the neighborhood, none of these require dedication to the public, since they will be owned and maintained by HACC.

INFRASTRUCTURE

The following section describes the standards that will apply to the streets and utilities proposed in the Planned Development. This section shows general compliance with Chapter 19.700 - Public Facility Standards and Requirements and the applicable requirements of Chapter 13.

19.708 Transportation Facility Requirements

19.708.1.D General Street Requirements and Standards in Non-Downtown Zones. *Development in a non-downtown zone that has frontage on a street section is subject to the requirements of the Milwaukie Public Works Standards, which implements the street design standards and right-of-way dedication requirements. The following general provisions apply to development that is not in any of the downtown zones:*

1. *Streets shall be designed and improved in accordance with the standards of this chapter and the Public Works Standards. ODOT facilities shall be designed consistent with State and federal standards. County facilities shall be designed consistent with County standards.*
2. *Streets shall be designed according to their functional classification per Figure 8-3b of the TSP.*

Response: The streets in the Planned Development have been designed to take into account the Public Works Standards and the anticipated functional classifications of each street. The majority of the streets proposed are new streets so they are not currently shown in the TSP, but they have been designed based on their connections to the existing roadway network, the anticipated traffic, and how many units they will typically serve. The street designs that are proposed are as follows and street sections illustrating these streets can be found on Figure MP 2.6:

- **SE Meek Street:** A Neighborhood Street with an approximately 54-ft right-of-way. Two options for developing this street have been shown based on the level of participation by the owners of the Murphy site to the south. If the Murphy site grants permission to develop a portion of the new street on their site, then Meek Street will be developed as a 3/4 street with at least a 20-ft driving surface allowing two travel lanes, parking, a bike lane, and a sidewalk on the north side.

If the Murphy site is not willing to allow a portion of the new street on their site (until they are ready to redevelop) then Figure MP 1.9 shows an alternate configuration for Meek Street. In this version, the on-street parking, curb-returns and bike lane have been removed to allow the full 20-ft wide driving surface entirely on the Hillside site. Later, when either an agreement with the Murphy site is reached, or they develop their half of the street, the 14 on-street parking spaces and bike lane can be added back in to the north side of the street.

- **SE Hillside Court:** A Local Street with a right-of-way that varies between 68 feet (adjacent to Lots B and D) and 60 feet (adjacent to Lots C and H). The east end of this street will be developed as a Living Street with a number of traffic calming devices including wider sidewalks, decorative paving near the intersections and planters to de-emphasize the vehicle roadway. These measures will help transition the street into the public plaza located between buildings A and E and allow the street to function as a community gathering space during special events. The northern sidewalk of this portion of street is 20-ft wide and envisioned to function like a boardwalk.

- **SE Dwyer Street:** A Local Street with a 60-ft right-of-way. This street will include a 34-ft wide roadway with parking on both sides, a 6-ft sidewalk and a 7-ft wide planter strip.
- **SE 32nd Avenue:** This existing street is classified as a Collector Street in the TSP. New on-street parallel parking will be constructed along the west side of this street for the entire site frontage providing 19 new parking spaces and a bus turnout. These improvements will require the existing curb and sidewalk to be moved to the west and reconstructed with a 6-ft wide sidewalk and an 8-ft wide planter strip. A dedication along this frontage is anticipated to accommodate the new sidewalk corridor and planter strip within the right-of-way.
- **SE 31st Avenue:** A Local Service Street with a 42-ft right-of-way consisting of a 22-ft wide roadway, 6-ft wide sidewalk and 4-ft wide planter strip.
- **SE 29th Avenue:** This street is classified in the TSP as a Multi-Use Connector. It is proposed as a Local Street with a 60-ft right-of-way consisting of a 34-ft wide roadway with parking on both sides, a 6-ft sidewalk and a 7-ft wide planter strip. This street will terminate at the north end with a 24-ft radius cul-de-sac turnaround for vehicle use. North of the cul-de-sac the street will be blocked by removable bollards that will prohibit vehicle access into the neighborhood to the north but will still allow access for emergency vehicles pedestrians and bicycles.
- **SE 28th Avenue:** A Local Street with a 52-ft wide right-of-way. This street will include a 34-ft wide roadway. The east side of the street will include a 6-ft wide sidewalk and a 7-ft wide planter strip. The west side of the street, adjacent to the boundary of the property and the railroad line will have a 5-ft wide planter strip but no sidewalk.

3. *Street right-of-way shall be dedicated to the public for street purposes in accordance with Subsection 19.708.2.*

Response: It is anticipated that all of the streets within the development will be public and therefore dedicated to the City in accordance with 19.708.2 as part of the platting process.

4. *The City shall not approve any development permits for a proposed development unless it has frontage or approved access to a public street.*

Response: It is anticipated that the streets will be dedicated to the public as part of the platting process, which will occur before development permits for the lots are applied for. Therefore, all lots will have frontage at the time of development.

5. *Off-site street improvements shall only be required to ensure adequate access to the proposed development and to mitigate for off-site impacts of the proposed development.*

Response: The only off-site street improvements anticipated are the improvements to SE 32nd Avenue described above.

6. *The following provisions apply to all new public streets and extensions to existing public streets.*

a. *All new streets shall be dedicated and improved in accordance with this chapter.*

b. *Dedication and construction of a half-street is generally not acceptable. However, a half-street may be approved where it is essential to allow reasonable development of a*

property and when the review authority finds that it will be possible for the property adjoining the half-street to dedicate and improve the remainder of the street when it develops. The minimum paved roadway width for a half-street shall be the minimum width necessary to accommodate 2 travel lanes pursuant to Subsection 19.708.2.

Response: The majority of the streets proposed will be new public streets and therefore will be dedicated through the platting process. No half-streets are proposed, however, a few 3/4 streets are proposed. Meek Street will be a 3/4 street, which will be completed when the Murphy property to the south is developed. Additionally, during Phase 1 Hillside Court and SE 29th Avenue will be constructed as 3/4 streets and then completed with the future phases of development. Because these streets are interior to the development site it will be possible to improve the remainder of these streets with the future phases of development. These 3/4 streets are proposed to be constructed with a rolled asphalt curb on the unfinished side to allow for easy future construction of the finished curb and sidewalk. All of the 3/4 streets will include at least a 20-ft wide roadway to allow for emergency vehicle access.

- 7. Traffic calming may be required for existing or new streets. Traffic calming devices shall be designed in accordance with the Public Works Standards or with the approval of the Engineering Director.*

Response: Traffic calming devices are voluntarily being added to the Living Street section of Hillside Court, including a narrowed driving surface and landscaping planters that will help define this street as an extension of the pedestrian plaza to the east. These devices will be designed in accordance with the Public Works standards.

- 8. Railroad Crossings. Where anticipated development impacts trigger a need to install or improve a railroad crossing, the cost for such improvements may be a condition of development approval.*

Response: No railroad crossings will be required on the site.

- 9. Street Signs. The City shall install all street signs, relative to traffic control and street names, as specified by the Engineering Director. The applicant shall reimburse the City for the cost of all such signs installed by the City.*

- 10. Streetlights. The location of streetlights shall be noted on approved development plans. Streetlights shall be installed in accordance with the Public Works Standards or with the approval of the Engineering Director.*

Response: The design of street signs and lighting will be done as part of the Final Planned Development submittal and will comply with all applicable Public Works Standards.

19.708.1.E. Street Layout and Connectivity

- 1. The length, width, and shape of blocks shall take lot size standards, access and circulation needs, traffic safety, and topographic limitations into consideration.*
- 2. The street network shall be generally rectilinear but may vary due to topography or other natural conditions.*

Response: The new street network proposed with the Planned Development will create a rectilinear grid that will improve traffic safety while assuring that all of the lots will have their access and circulation needs met. All interior street intersections have been designed with a 20-ft curb radius to assure that a large trash truck or fire truck can maneuver through the site, while still slowing traffic to provide safer conditions for bikes and pedestrians. The curb radius for the two intersections at SE 32nd Street have been designed with a 30-ft curb radius.

3. *Streets shall be extended to the boundary lines of the developing property where necessary to give access to or allow for future development of adjoining properties.*
4. *Permanent turnarounds shall only be provided when no opportunity exists for creating a through street connection. For proposed land division sites that are 3 acres or larger, a street ending in a turnaround shall have a maximum length of 200 ft, as measured from the cross street right-of-way to the farthest point of right-of-way containing the turnaround. Turnarounds shall be designed in accordance with the requirements of the Public Works Standards.*
5. *A street with a permanent turnaround may serve no more than 20 lots.*

Response: SE 29th Avenue is proposed with a permanent cul-de-sac turnaround at the end of an approximately 250-ft street length (measured from the intersection with SE Dwyer Street). North of the turnaround the street will continue through the northern property line of the site to provide a connection for emergency vehicles, bicycles, and pedestrians. This access will be controlled with removable bollards.

This 24-ft radius turnaround will only serve Lots G and K, though no vehicle access to Lot G is proposed off this length of street. The turnaround will be striped with no parking so that it will function properly as a turnaround.

This turnaround is proposed, because access into the single-family residential neighborhood to the north would create cut-through traffic that would exit onto SE 32nd Avenue at an unsafe intersection with SE Balfour Street. The Traffic Impact Study (Appendix B) provided a comparative analysis of the development with 29th Avenue as both a roadway and a bikeway. The study found that a vehicular connection between the site and SE 29th Avenue would not significantly improve or degrade the performance of the surrounding transportation system compared with providing only a bicycle/pedestrian connection. It is estimated that only a small percentage of vehicles from the northern neighborhood would consider using the site as a cut-through to SE 32nd, since it would offer no real benefit to travel times and 29th Avenue is currently a narrow, under-improved street that is difficult to navigate. Finally, the majority of the lots to the north are already developed and do not need this additional access to provide connectivity for future development.

Because there is no need or desire to continue SE 29th Avenue through to the north a modification through the Planned Development will be requested to develop a permanent turnaround at the terminus of this street and to have the length of the dead end be longer than 200 feet.

It should be noted that the right of way for SE 31st Avenue has also been extended to the north property line of the site to allow for any future development that may occur on the lots to the north. The constructed street improvements will not be extended to this property line, but this dedication of right of way will leave this as an option in the future. If necessary, a one-foot control strip can be placed at the end of this right of way as part of the platting process.

19.708.1.F. Intersection Design and Spacing.

1. *Connecting street intersections shall be located to provide for traffic flow, safety, and turning movements, as conditions warrant.*
2. *Street and intersection alignments for local streets shall facilitate local circulation but avoid alignments that encourage nonlocal through traffic.*

3. *Streets should generally be aligned to intersect at right angles (90 degrees). Angles of less than 75 degrees will not be permitted unless the Engineering Director has approved a special intersection design.*
4. *New streets shall intersect at existing street intersections so that centerlines are not offset. Where existing streets adjacent to a proposed development do not align properly, conditions shall be imposed on the development to provide for proper alignment.*

Response: The new intersections throughout the development have been designed to meet these standards by aligning all of the streets to a 90-degree grid. SE Dwyer Street is being moved north so that the intersection with SE 32nd Avenue, which serves as one of the main entrance/exits for the development, will better align with the street across SE 32nd Avenue. The main exception to the grid is where SE 29th Avenue must align to the centerline of the existing right of way to the north.

5. *Minimum and maximum block perimeter standards are provided in Table 19.708.1.*
6. *Minimum and maximum intersection spacing standards are provided in Table 19.708.1.*

Response: The streets in the development will be classified as follows:

- Local Streets: SE 28th Avenue, SE 29th Avenue, SE 31st Avenue, Dwyer Street, Hillside Court
- Neighborhood Street: Meek Street
- Collector: SE 32nd Avenue

The majority of the intersections within the neighborhood are spaced between 200 and 275 feet apart, which meets the minimum and maximum distance between intersections for both Local and Neighborhood Streets. The two intersections proposed on 32nd Avenue (at Dwyer and at Meek) will be spaced approximately 600 feet apart that meeting the requirements for Collector Streets. The average block perimeter within the development is 1,100 feet with will not exceed the maximum block perimeter for any street classification.

As described above, SE 29th Avenue is proposed as a bike and walkway and not a through street for vehicles. The current block perimeter of SE Dwyer/29th/Balfour/32nd is larger than the current maximum block perimeter but will be getting smaller with SE Dwyer Street being moved to the north. Additionally, the through connection of 29th Avenue for bicycles, pedestrians and emergency vehicles will bring this block closer to meeting conformance with this standard than the current situation.

19.708.2 Street Design Standards. *Table 19.708.2 contains the street design elements and dimensional standards for street cross sections by functional classification.*

Response: Figure MP 2.6 shows the street sections proposed for all the new streets in the Planned Development which will comply with the standards of Table 19.708.2. It should be noted that the streets proposed as Local Streets (SE 28th Avenue, SE 29th Avenue, SE 31st Avenue, Dwyer Street, Hillside Court) will have a 20-ft wide shared travel lane/bike lane that will be adequate to serve the proposal since the volume of traffic on these streets and the travel speeds will be relatively low.

19.708.3 Sidewalk Requirements and Standards. *Goals, objectives, and policies relating to walking are included in Chapter 5 of the TSP and provide the context for needed pedestrian improvements. Figure 5-1 of the TSP illustrates the Pedestrian Master Plan and Table 5-3 contains the Pedestrian Action Plan. Americans with Disabilities Act (ADA) requirements for public sidewalks shall apply where there is a conflict with City standards.*

Response: Figure MP 1.7 shows the Pedestrian Circulation Plan for the Planned Development. All of the proposed new streets will include sidewalks meeting the width requirements of Table 19.708.2. All proposed sidewalks will be located within the public right-of-way and will be constructed to Public Works Standards.

19.708.4 Bicycle Facility Requirements and Standards. *Bicycle facilities include bicycle parking and on-street and off-street bike lanes, shared lanes, bike boulevards, and bike paths. Goals, objectives, and policies relating to bicycling are included in Chapter 6 of the TSP and provide the context for needed bicycle improvements. Figure 6-2 of the TSP illustrates the Bicycle Master Plan, and Table 6-3 contains the Bicycle Action Plan.*

Response: Figure MP 2.6 shows the proposed street sections and how bicycle traffic will be accommodated on each of the new streets. Because of the low volume of traffic and the slow travel speeds on the proposed streets bicycles will share travel lanes with the vehicle traffic. The exception to the is SE 32nd Avenue, a Neighborhood Street where there will be a dedicated bike lane.

19.708.6 Transit Requirements and Standards. *Transit facilities include bus stops, shelters, and related facilities. Required transit facility improvements may include the dedication of land or the provision of a public easement. Goals, objectives, and policies relating to transit are included in Chapter 7 of the TSP. Figure 7-3 of the TSP illustrates the Transit Master Plan, and Table 7-2 contains the Transit Action Plan.*

Response: There are already transit facilities in place that serve the Planned Development site. Two existing TriMet bus stops are located on SE 32nd Avenue; one just north of the intersection with the existing Hillside Court (stop #7342), and the second just north of the intersection with future Meek Street (stop #7349). Based on consultations with Tri-Met designers these two stops will be combined into a single bus stop located between SE Dwyer and SE Meek Streets and enhanced as part of the development.

The new combined stop will include a raised curb/bus platform to facilitate bus loading and a new 4' by 8' transit shelter. Pedestrian access to the stop will also be improved with a new crosswalk and with ADA ramps on both sides of 32nd Avenue, and new refuge islands in the center of the street to calm traffic and prevent cars from pulling around the stopped bus. The new bus stop will be sized for future growth by allowing room for a larger shelter (4' by 12') and a trashcan in the future. The consolidation of the bus stops is anticipated to occur as part of Phase 2 of the development when the bulk of the 32nd Avenue frontage improvements will be constructed. No additional right-of-way dedications should be required to facilitate the new combined stop.

19.709 Public Utility Requirements

19.709.3 Design Standards. *Public utility improvements shall be designed and improved in accordance with the requirements of this chapter, the Public Works Standards, and improvement standards and specifications identified by the City during the development review process. The applicant shall provide engineered utility plans to the Engineering Director for review and approval prior to construction to demonstrate compliance with all City standards and requirements.*

Response: Utility Plans have been provided with the Planned Development application. Generally, all of the existing stormwater, sewer and water lines that server the existing housing on the Hillside site will be removed in phases and replaced with new lines that meet the current design standards. The existing stormwater and sewer disposal lines are located in public utility easements that will be vacated as part of the platting process and all of the new lines will be located within the public right-of-way.

As shown on the plans provided, the new lines will be constructed in accordance with the Public Works Standards of Chapter 13.04 for the water system, Chapter 13.12 for the sewer system and Chapter 13.14 for the stormwater management system as follows:

- Water/Fire Suppression:** Water service for the lots will come from new system of 8-inch lines located the public streets that will connect to both the existing 12-inch water line in SE 32nd Avenue and the existing 12-inch water line in Meek Street. This system will connect to the existing water main in SE 29th Avenue north of the site to create a looped system. The existing Manor building will tie into the system in SE Hillside Court with a new connection to the existing water line that currently serves the building. Expected water system demands from the proposed Master Plan are included as Exhibit G. This loading analysis will be shared with the public works department for their review in relation to capacities of the existing system model. New and existing fire hydrant locations are shown on Figure MP 3.50.
- Sanitary Sewer:** The new sanitary sewer system will tie into the existing 8-inch sanitary sewer line in SE Meek Street. The system will be extended west on Meek Street (to serve Lot C) and north on SE 29th Street (to serve Lot K). Branches off the line in 29th will extending east at SE Hillside Court (serving Lots A, B, D and E) and at SE Dwyer Street (serving Lot D, E, F and G). Additionally, the existing 12-inch sanitary sewer line in SE 32nd Avenue is available to serve Lots A, E, and F. The existing Manor building will tie into this system via a new 10-inch lateral which will connect to a new sanitary main in SE Hillside Court. Expected sanitary flows from the proposed Master Plan are included as Exhibit H. This loading analysis will be shared with the public works department for their review in relation to capacities of the existing system model. Existing and proposed sanitary sewer systems are shown on Figure MP 3.40.
- Stormwater Disposal:** Stormwater quality and detention for the new public streets will be handled with stormwater green street planters that will be located within the planter strips in the new streets. These planters will convey stormwater to a new public stormwater system that will be constructed in all of the new streets and will tie into either the existing 36-inch stormwater disposal line in SE Meek Street, or to the new city stormwater disposal line that is being installed along the railroad right of way. Stormwater disposal from the existing Manor development and the north half of SE 29th Avenue will dispose to the existing 12-inch stormwater disposal line that drains to the north of the property. A Stormwater Report verifying pre- and post-runoff rates has been provided as Appendix C.

It is anticipated that stormwater quality and detention for the parking lots and buildings on the individual lots can be handled on the lots though a variety of options, including:

- Raingardens or stormwater planters;
- Ecoroofs (as a means of impervious area reduction);
- Mechanical systems including cartridge filter vaults and oversized detention pipes with flow control manholes;
- Potentially drywells (feasibility is being investigated by the owner).

Regardless of the stormwater management methods selected, each lot will be required to meet current city code requirements at their time of development. Existing and proposed stormwater facilities are shown on Figure MP 3.30.

These new systems will be constructed in phases that match the three major development phases. The utility connections to the existing houses will be maintained until the buildings are removed from the site. All existing public utility lines that will be abandoned will be left in place and filled with CDF (concrete) if they are more than 7.5 feet below the finished grade. All other utility lines will be

removed. Any public utility easements will be removed from the property as part of the platting process.

Traffic Analysis.

The Transportation Impact Study (TIS) submitted as Appendix B analyzed the potential impact of the proposed Planned Development on the surrounding transportation system. This study found that the proposed development is projected to generate a net additional 110 trips during the morning peak hour, a net additional 105 trips during the evening peak hour. With this additional traffic, all surrounding intersections are expected to continue operating within the City of Milwaukie and ODOT standards under all analysis scenarios except for the intersection of SE Harrison Street at SE 42nd Avenue. This intersection will exceed City standards under background conditions and worsen by one second of delay at full build-out of the Planned Development. However, no mitigation is recommended because the increase in traffic volumes do not meet the threshold to warrant a new signal.

The TIS also found that the surrounding transportation system was generally operating safely. No significant crash patterns were identified at any of the surrounding intersections that would indicate safety concerns. Adequate sight distance is available at the site access at SE 32nd Avenue, ensuring safe and efficient operation at this intersection. Additionally, the realignment of SE Dwyer Street at SE 32nd Avenue will improve the spacing of this intersection, reducing the number of potential conflicts and improving the safety and flow of SE 32nd Avenue.

With regard to the proposed zone change from R3 to R1 and GMU, the TIS providing and analysis of the State Transportation Planning Rule (TPR) and found that under the worse-case development scenario for these zones the system is still capable of supporting the proposed changes to the zoning without any modifications to the City's Transportation System Plan.

SUMMARY OF MODIFIED DEVELOPMENT STANDARDS

Section 19.311.3 allows a modified set of development standards to be created for the Planned Development site. These standards get adjusted through the PD process. The following are the Development Standards that are requested to be modified with this Planned Development proposal. Generally, these modifications address the uniqueness of the site and the development proposed and will help create a consistent development pattern across the site.

- **19.302.4.B.1 – Setbacks in R1.** *Minimum yard requirements for primary structures are 15 feet for the front yard, side yard and street side yard.*
Modification: The front setback for all of the lots in R1 will be reduced from 15 feet to 10 feet. The side and rear setbacks for some of the lots in R1 will be reduce from 15 feet to 5 feet. In no instance will the modifications be along the perimeter of the site. These modifications will allow for the more efficient use of the land, allow the buildings in the R1 to match the look of the buildings on the southern lots zoned GMU, which permits a more urban development pattern allowed outright and create a consistent overall development pattern across the entire site.
- **19.303.4.B.2.b - Height Bonus.** *Buildings in the GMU Zone shall provide a step back of at least 15 ft for any street-facing portion of the building above the base maximum height.*
Modification: This standard will be modified to eliminate the requirement for a step back for buildings over three stories in the GMU Zone. This modification will allow buildings fronting on

32nd Avenue and Meek Street to have a more uniform façade and allow the buildings to be constructed in more affordable manner consistent with the goal of providing affordable housing on the site.

- **19.505.3.D.1 - Private Open Space.** *The development should provide private open space for each dwelling unit. Private open space should have direct access from the dwelling unit and should be visually and/or physically separate from common areas. The development may provide common open space in lieu of private open space if the common open space is well designed, adequately sized, and functionally similar to private open space.*

Modification: The open space areas provided on the individual lots offer a variety of recreational opportunities for diversity of residents, for example a playground for young families on Lot E and an exercise path of Lot J that is popular with seniors. The goal of this modification is to not have these open areas be homogenous in order to meet this requirement. This modification requests that the open space planned for the development as a whole be used to meet the standard of Private Open Space for the lots individually when then are reviewed for development approval.

- **19.505.7.C.3 - Exterior Building Materials.** *Provide a sense of permanence, through the use of certain permitted building materials. Table 19.505.7.C.3 specifies the primary, secondary, and prohibited material types referenced in this standard.*

Modification: This standard will only apply to Buildings A2 and E1, the two mixed-use buildings on the site. To maintain the overall affordability of these buildings this standard will be modified to allow both “finished metal panels” and “fiber-reinforced cement siding and panels” (i.e. Hardie plank) to be used as primary building materials, allowed to cover at least 60% of the applicable building façades.

- **19.605.1 - Minimum Parking Requirements.** *Development shall provide at least the minimum number of parking spaces listed in Table 19.605.1.*

Modification: The total number of parking spaces provided will 489, which will include both on-site parking spaces and parking spaces on the streets that are interior to the site (i.e. all streets except SE 32nd Avenue). This will result in an overall parking ratio of 0.82 spaces per unit which is less that what is required by the parking standards of Table 19.605.1. However, the combination of reductions through the proximity to transit, shared parking between the residential and commercial uses, and the reduced parking needs of affordable housing will assure that this ratio is adequate to serve the site. Additionally, the overall development pattern and the TDM measures proposed will encourage alternative means of transportation and reduce the overall demand for vehicle parking spaces.

- **19.608.3 - Loading Space Standards.** *Loading areas shall be provided on the site and be separate from parking spaces.*

Modification: Some of the loading spaces will be provided on the streets within the development to be more centrally located between the buildings. The total number of required loading spaces provided will be reduced to four since they will be able to be shared between buildings and lots, creating more efficient use of the site.

- **19.609.2.A - Quantity of Bicycle Parking Spaces.** *Multifamily residential development with 4 or more units shall provide 1 space per unit.*

Modification: This requirement would provide more bike parking spaces than are likely to be used in an affordable housing development. A Modification is requested to reduce the minimum number of required bicycle parking spaces to 0.75 spaces per unit for the residential units.

- **17.28.040.E - Limits on Double and Reversed Frontage Lots.** *Double frontage and reversed frontage lots should be avoided.*

Modification: Several lots included in the subdivision will comprise of full city blocks with frontages on all four sides, creating double frontage lots. The proposed subdivision represents a unique situation where full-sized, urban-scale blocks are being created, and therefore double-frontage lots cannot be avoided.

- **19.708.1.E.4 - Street Layout and Connectivity.** *Permanent turnarounds shall only be provided when no opportunity exists for creating a through street connection. For proposed land division sites that are 3 acres or larger, a street ending in a turnaround shall have a maximum length of 200 ft.*

Modification: SE 29th Avenue is proposed to end in a permanent turnaround for vehicles, though it will still provide a through connection for emergency vehicles, bikes and pedestrians. The length of this street will be approximately 250 feet from the intersection with Dwyer Street. This turnaround will help prevent cut-through traffic into the single-family residential neighborhood to the north without compromising the performance of the surrounding street system.

IV. LEGAL JUSTIFICATION

APPROVAL CRITERIA FOR FINAL DEVELOPMENT PLAN

The approval criteria for a Final Development Plan are found in Section 19.311.9 of the Milwaukie Municipal Code. The approval authorities may approve, approve with conditions, or deny the Final Development Plan based on the following approval criteria:

A. *Substantial consistency with the proposal approved with Subsection 19.311.6;*

19.311.6 Planning Commission Review of Preliminary Development Plan and Program.

- A. *Conditional approval by Planning Commission. Following the meeting, or any continuance thereof, the Planning Commission shall notify the applicant whether, in its opinion, the provisions of this chapter have been satisfied, or advise of any deficiencies.***

Findings: The Preliminary Development Plan was considered by the Planning Commission at a public hearing on March 23, 2021 and was approved with conditions, therefore, this approval criterion is met.

- B. *Upon approval in principle of the preliminary development plan and program by the Planning Commission, with or without modifications, the owner-applicant must, within 18 months, file with the City a final development plan and program, including a phasing plan if applicable, which serves as an application for a PD Zone change.***

Findings: The approval of the Preliminary Development Plan from the Planning Commission required the Final Development Plan to be submitted by September 24, 2022 in order to meet the 18 month window of approval. This application has been filed within that timeline, so this approval criterion is met.

B. *Compliance with Subsections 19.311.1, 19.311.2, and 19.311.3;*

19.311.1 Purpose. The purpose of a PD Planned Development Zone is:

- A. *To provide a more desirable environment than is possible through the strict application of Zoning Ordinance requirements;***
- B. *To encourage greater flexibility of design and the application of new techniques in land development;***
- C. *To provide a more efficient, aesthetic, and desirable use of public and private common open space;***
- D. *To promote variety in the physical development pattern of the City;***
- E. *To encourage a mix of housing types and to allow a mix of residential and other land uses;***
- F. *To provide an alternative discretionary review process for projects requiring more flexibility than what would be provided through the standard clear and objective development review or land division process.***

Findings: The proposed Planned Development will allow the site to redevelop in a way that is more efficient, practical, and sustainable than the current Hillside Park development. The site will feature a mix of housing types as well as providing both affordable and market rate options. The mixed-use buildings will provide the opportunity to add some small, neighborhood focused commercial uses to the site which will enhance the area. The increase in residential density on the site will be balanced by the abundant recreational amenities and open space opportunities that will include

plazas, playgrounds, and open fields. Additionally, the existing streets and infrastructure will be replaced with a safer and better-connected street network that will feature wide, protected sidewalks, bike lanes, and landscape planters with street trees. The flexibility provided by the Planned Development zone allows the proposal to meet the purpose of the zone by providing a variety of housing choices in a development pattern that will be aesthetically pleasing to both the residents and the neighborhood. This criterion is met.

19.311.2 Use. A planned development approved by the City Council and based on a final development plan and program shall constitute the Planned Development Zone. The PD Zone is a superimposed zone applied in combination with regular existing zones. A PD Zone shall be comprised of such combinations of types of dwellings and other structures and uses as shall be authorized by the City Council, but the City Council shall authorize only those types of dwellings and other structures and uses as will:

A. Conform to the City's Comprehensive Plan;

Findings: The Final Planned Development includes the proposal to change the Comprehensive Plan designation of the site from Medium Density Residential to a combination of High Density Residential and Town Center. The applicable policies of each of these proposed designations are addressed in Section III of this report and the approval criteria for the Zone Change and Comprehensive Plan Amendment are addressed below. The approval criteria show that the type of housing proposed on the site, the adjacency of similar uses and development intensities in the area, and the availability and adequacy of the surrounding street system and utility infrastructure makes the Hillside site able to conform to the policies of each of these new designations and this criterion is met.

B. Form a compatible and harmonious group;

Findings: The entire development will create a harmonious micro-neighborhood that will be characterized by green streets, abundant open space amenities and landscaping that will be consistent throughout the site. This criterion is met.

C. Be suited to the capacity of existing and proposed community utilities and facilities;

Findings: As demonstrated in the Traffic Impact Study submitted with the proposal (Appendix B) the surrounding street network has adequate capacity available to support the increase in density on the site. Additionally, the existing utilities that currently serve Hillside Park will be updated in the process of relocating them to assure that there is adequate capacity to serve all of the future buildings. Services such as school capacity and fire/police protection has found to be available to serve the proposed uses and densities as shown in Section II of this report. Therefore, the site is suited to the proposal and this criterion is met.

D. Be cohesively designed and consistent with the protection of public health, safety, and welfare in general;

Findings: The grid network proposed for the new streets will increase safety in the area by allowing for better visibility at corners and aligning the intersection at SE 32nd and Dwyer Street to the existing street to the east. Public health will be improved by creating an emphasis on walking and outdoor

recreation through the improved pedestrian circulation network and open spaces. Finally, public welfare will be addressed by providing more affordable housing units in the City of Milwaukie, where they are critically needed (as indicated by the City of Milwaukie's Housing Needs Analysis described in detail below). This criterion is met.

E. *Afford reasonable protection to the permissible uses of properties surrounding the site. In addition to residences and their accessory uses, the City Council may authorize commercial and nonresidential uses which it finds to be:*

- 1. *Designed to serve primarily the residents of the planned development or surrounding areas, and***
- 2. *Fully compatible with, and incorporated into, the design of the planned development.***

Findings: The northern edge of the proposed development will protect the privacy of the single-family houses to the north by providing a lush landscape buffer that will be fully planted to screen the surrounding properties. Additionally, all of the buildings along the north edge will be limited to two stories to be compatible with the houses to the north. The connection of SE 29th Street is proposed as a bikeway with temporary access for emergency vehicles, prohibiting cut-through vehicle traffic in the neighborhood to the north. The addition of commercial uses on the ground floor of the buildings facing onto SE 32nd Street will be an amenity to the residents and surrounding neighborhood, and the limitations proposed to the permitted GMU uses will assure that these small commercial businesses will be compatible with the development on the site and the surrounding area. This criterion is met.

19.311.3 Development Standards. *All standards and requirements of this chapter and other City ordinances shall apply in a PD Zone unless adjusted through the PD process. Approval of a PD Zone establishes a modified set of development standards specific to the development.*

Findings: The Development Standards of 19.311.3 are addressed in full in Section III of this report. In this section it was found that the site meets the minimum lot size requirement for the PD Zone and there are no special improvements that will be required. The proposed residential densities will be blended across the site but in no case will they be greater than 20% of what is allowed in the High Density Residential Comprehensive Plan designation (24 dwelling units per acre). Peripheral yards screening adjacent existing developments will be provided where appropriate, primarily along the north property line to screen the residential development to the north and on the west property line to abate noise from the railroad. A number of modifications have been requested to the development standards to address the unique characteristics of the site and to create a more cohesive plan. Overall, the site will include an abundance of Open Space exceeding the one-third requirement for planned developments at the end of the third phase. In summary, all of the Development Standards can be met, and this criterion is met.

C. *The proposed amendment is compatible with the surrounding area based on the following factors:*

- 1. *Site location and character of the area.***

Findings: The location of the site is suitable for the proposed Planned Development and additional residential density because it is located in an area that is well-served by the existing transportation network, utility infrastructure and services. The site has easy access to Highway 99E (McLoughlin Blvd) 1/4 mile east and Highway 224 (Milwaukie Expressway) via SE 32nd Avenue that fronts the site.

Additionally, the site is approximately 1/2 a mile from downtown Milwaukie to the south, so it's in close proximity to commercial retail, parks, and services that will be needed to serve the new residents. Directly across SE 32nd Avenue is a hospital and clinic that can serve the medical needs of the residents. Local schools are in close by and convenient. Finally, the site is located directly on a frequent service bus line. With the proximity of so many necessary services to serve the new housing units the site location is an ideal for the proposed use.

The site sits at the intersection between the Ardenwald, McLoughlin Industrial and Central Milwaukie Planning Area identified in the City's Central Milwaukie Land Use and Transportation Plan. Each of these Planning Areas represents a different set of planning goals and objectives. As such, the overall character of the area represents a mix of uses with no single use dominating the area. The site, which already features multi-family housing, serves as a transition between the higher density uses to the south and the single-family houses to the north. Likewise, the site abuts the railroad line and manufacturing uses to the west. Across SE 32nd Avenue from the site, there is a variety of commercial and medical uses as well as existing multi-family residential housing. Since the general use of the site will not be changing significantly and will still be used predominately for affordable multi-family housing after redevelopment it can be concluded that the proposed Planned Development will continue to be compatible with the character of the area and this criterion is met.

2. Predominant land use pattern and density of the area.

Findings: As described above, there is no predominant land use pattern in the surrounding area since the neighborhood is a mix of residential, commercial, medical, and industrial uses. Additionally, there is not a specific zoning pattern, since every abutting side of the site has a different zoning designation: Low-Density Residential (R7) to the north, Medium to High Residential (R3) to the east, General Mixed Use (GMU) to the south, and North Milwaukie Employment Zone (NME) to the west. As such, changing the zoning of the site from R3 to R1 and GMU is appropriate to recognize that the site sits at a crossroads of many different uses and can continue to serve as a transitional area between them.

The density in the residential areas north and east of the site is currently lower than what is proposed through the Planned Development, however, the property to the south (which is currently vacant) is zoned GMU and has the potential to be developed with much higher densities than what is proposed for the subject site. Proposing a transition of the zoning on the site, with GMU on the south and R1 on the north will help provide a stepped-down density pattern across the site, with the lowest density lots located on the north of the site. Finally, the 9-story, 100-unit Hillside Manor has been located on the site since the 1960s and though this existing building is far taller and denser than what is proposed with the other lots in the Planned Development it does represent an existing land use pattern that is part of the historical character of the area and should be taken into consideration when analyzing the compatibility of the proposal. As shown, the Planned Development will be compatible with the land use pattern and density of the area and this criterion is met.

3. Expected changes in the development pattern for the area.

Findings: The major change anticipated for this area would be the future development of the "Murphy Site" located to the south of the subject site and zoned GMU. This 7-acre site is identified in the Central Milwaukie Land Use and Transportation Plan as an "Opportunity Site", since it's a large, vacant/under-utilized site with high visibility and good access to transportation and services. It is envisioned to be developed with a mix of uses that might including 3- to 4-story multi-family residential buildings, commercial uses, and flex space for light industrial. Giving the wide range of uses and densities that are

permitted for this site it is hard to predict what the final development plan will be. However, by zoning the lower half of the Hillside site GMU and proposing higher-density mixed use buildings for this part of the site it will increase the likelihood that the future use on the Murphy Site will be compatible with the Hillside site. This criterion is met.

D. The need is demonstrated for uses allowed by the proposed amendment;

Findings: The most recent study of housing inventory in the City of Milwaukie was done in 2016 and is presented in the Milwaukie Housing Needs Analysis. Key findings of this study include:

- A comparison of estimated current housing demand to the existing supply identifies a general need for rental units at the lowest price level (p. 35):
 - 30% of all needed units are projected to be multi-family in structures of 5+ attached units;
 - The greatest need for both ownership and rental units is found at lower price points. This reflects the findings that an estimated 37% of Milwaukie households are rent-burdened and currently pay more than 30% of their income towards housing costs.
- There is also a current need for more affordable units. In order for all households, current and new, to pay 30% or less of their income towards housing in 2036, a total of 1,189 rental units affordable at \$900¹ or less are required (p. 35).
- As demand increases, prices rise, and the remaining land within the UGB is developed, denser forms of development and creative reuse of parcels through infill and redevelopment will become necessary (p. 25).

Milwaukie’s findings match similar and more current work done around the region including, Clackamas County Regional Housing Needs Analysis (issued in September of 2019), ECO Northwest’s report “Potential Sources and Uses of Revenue to Address the Region’s Homeless Crisis” (issued in February 2020 to support Metro’s successful Housing Bond measure) and the State of Oregon’s 2016-2020 Consolidated Plan Amendment (issued in 2016, representing the State’s five-year housing and community development planning process required by the United States Department of Housing and Urban Development). All of these studies have found a growing gap between the number of Oregonians who need affordable housing and the availability of affordable homes. This trend has led to destabilizing rent increases, an alarming number of evictions of low- and fixed-income people, increasing homelessness, and serious housing instability throughout Oregon.

The proposed Planned Development will add 400 new units to the existing Hillside Park site, with a large portion of those units being built as affordable housing. This will directly address the public needs identified in the Housing Needs Analysis. Additionally, because the 100 existing residential houses on the site will be replaced with the proposal, no viable housing stock will be taken out of the current housing inventory. Furthermore, the Hillside Park site was identified as “unlikely to redevelop” in the Housing Needs Analysis, meaning that adding density to the site represents an unidentified opportunity to help Milwaukie’s meet its housing needs without removing any available land that was already earmarked for future housing in the study. This criterion is met.

E. The subject property and adjacent properties presently have adequate public transportation facilities, public utilities, and services to support the use(s) allowed by the proposed amendment, or such

¹ \$900 rent cited in the Milwaukie Housing Needs Analysis is based on pre-2016 data. Based on inflation factors the 2020 Low Income Housing Tax Credit available for a one bedroom unit is closer to \$1,100 and is closer to what units in the proposed development will rent for.

facilities, utilities, and services are proposed or required as a condition of approval for the proposed amendment;

Findings: As described in Section III of this report, all of the existing streets and utilities serving the site will be removed and rebuilt to support the proposed new development. These changes will result in streets that are safer for all modes of travel and that align better to the existing street network in the area. The new utilities will be built to meet current development standards and adequate capacity in the existing sewer, storm, and water systems to support the proposed uses has been demonstrated with capacity studies submitted with the application. The site is well served by public transit by the #75 bus that operates along SE 32nd Avenue with two stops along the site frontage. Fire services are provided to the site from the Clackamas County Fire District #1 and police services from the City of Milwaukie Police Department and both these public services are adequate to serve the site. The local school district has capacity available to serve an increase in student population. This criterion is met.

- F. The proposal is consistent with the functional classification, capacity, and level of service of the transportation system. A transportation impact study may be required subject to the provisions of Chapter 19.700;***

Findings: A Transportation Impact Study was included as Appendix B of the application. The TIS found that all surrounding intersections are expected to continue operating within the City of Milwaukie and ODOT standards under all analysis scenarios except for the intersection of SE Harrison Street at SE 42nd Avenue. This intersection will exceed City standards under background conditions and worsen by one second of delay at full build-out of the Planned Development. However, no mitigation is recommended because the increase in traffic volumes do not meet the threshold to warrant a new traffic signal. The TIS also found that the surrounding transportation system was generally operating safely. No significant crash patterns were identified at any of the surrounding intersections that would indicate safety concerns. This criterion is met.

- G. Compliance with all applicable standards in Title 17 Land Division;***

Findings: The applicable standards of Title 17 that apply to the proposed 10-lot subdivision were addressed in Section III of this report. These findings show that the Preliminary Plat (Figure MP 4.01) complies with the minimum lot standards of the R1 and GMU zones and the proposed lots are as regular and rectilinear as possible taking into account the existing development on the site that will remain. This criterion is met.

- H. Compliance with all applicable development standards and requirements; and***

Findings: The applicable development standards and requirements were addressed in Section III of this report, where compliance with the R1 and GMU development standards was demonstrated. In addition, the Site Design Standards of Chapter 19.504, the Building Design Standards of Chapter 19.505, and the Parking and Loading Standards of Chapter 19.600 were addressed for the proposed design. A number of modifications to these standards are requested as part of the Planned Development process and it has been shown that these modifications will result in a more cohesive, efficient, and appropriate design based on the uniqueness of the site and development proposed. This criterion is met.

- I. The proposal demonstrates that it addresses a public purpose and provides public benefits and/or amenities beyond those permitted in the base zone.***

Findings: As shown in the Findings to the criteria for 19.311.9.D above, the City of Milwaukie’s Housing Needs Analysis has identified an immediate need for more multi-family housing and more affordable housing to meet the current and future needs of the population of Milwaukie. By allowing the Hillside site to redevelop the Planned Development can help address this need by adding 400 new units of housing that will be available to a variety of household sizes and incomes. Within the proposed development these new residential units will be sited in a park-like setting that will feature large outdoor recreation areas that will appeal to different populations and age groups. Additionally, all of the new streets and infrastructure will create a safe and well-functioning neighborhood with a strong emphasis on alternate modes of transportation and community gathering. All of these amenities for the future residents will be made possible by allowing the entire site to be designed under a single Planned Development review, allowing for efficient use of the land, a cohesive design across the site, and the modification of standards to better fit the concept for the development and the unique aspects of the site. This criterion is met.

APPROVAL CRITERIA FOR COMPREHENSIVE PLAN AMENDMENT

Changes to the maps of the Milwaukie Comprehensive Plan shall be evaluated against the approval criteria in Subsection 19.902.3.B. A quasi-judicial map amendment shall be approved if the following criteria are met:

- 1. The proposed amendment is consistent with the goals and policies of the Comprehensive Plan, as proposed to be amended.***

Findings: The proposed amendment to the Comprehensive Plan designation of the site will help to facilitate the proposed density, housing type and development pattern for the Hillside site. The proposed development plan aligns with many of the goals and policies of the Comprehensive Plan which are addressed below:

FOSTERING COMMUNITY, CULTURE & BELONGING

GOAL 1.2 - PROMOTE INCLUSION AND DIVERSITY

Policy 1.2.5: *Consider diversity, equity, and inclusion when making land use decisions related to map or text amendments to the Comprehensive Plan and any codes or maps implementing the Comprehensive Plan.*

Findings: The proposed redevelopment of Hillside addresses equity and inclusion by provide hundreds of new affordable housing units for low-income residents.

ENVIRONMENTAL STEWARDSHIP & COMMUNITY RESILIENCE

GOAL 3.2 - WATER QUALITY AND RESOURCES

Policy 3.2.8: *Improve stormwater detention and treatment standards through the use of best available science, technology, and management practices to meet water quality standards and achieve wildlife habitat protection and connectivity goals and standards.*

Findings: The proposed redevelopment will update all of the existing outdated utilities on the site including the stormwater disposal system. The new system will include the use of swales and other above-ground facilities to provide water quality treatment prior to disposal.

GOAL 3.4 - HEALTHY URBAN FOREST

Policy 3.4.2: Pursue the City’s goal of creating a 40% tree canopy through a combination of development code and other strategies that lead to preservation of existing trees and planting of new trees and prioritize native and climate-adapted species, while also considering future solar access.

Findings: The proposed redevelopment plan includes the preservation of existing trees and the significant planting of new trees along the rights-of-way and on individual lots. These efforts will assist the City toward reaching their 40% tree canopy goal and improves the existing conditions at the Hillside site, which currently lacks trees.

GOAL 3.6 - AIR, NOISE, AND LIGHT QUALITY

Policy 3.6.4: Encourage or require building and landscape design, land use patterns, and transportation design that limit or mitigate negative noise impacts to building users and residents, particularly in areas near freeways, regional freight ways, rail lines, major city traffic streets, and other sources of noise.

Findings: The redevelopment plan includes robust landscaping along the western edge of the property that will help mitigate the noise impacts of the adjacent railroad right-of-way and the industrial uses to the west.

GOAL 5.1 - IDENTIFYING, AVOIDING, AND REDUCING HAZARD POTENTIAL

Policy 5.1.3: Encourage and prioritize development in areas with low risk of natural hazards and restrict development in areas with high risk that cannot be adequately mitigated.

Findings: The site contains no natural hazards such as floodplain, landslide hazard or steep slopes so it represents an ideal area to increase density and add more housing units within the City.

GOAL 5.3 - INFRASTRUCTURE AND BUILDING RESILIENCY

Policy 5.3.2: Increase the quality, resiliency, diversity, and redundancy of utility and transportation infrastructure to increase chances of continued service following a natural disaster.

Findings: The proposed redevelopment plan will turn the existing dead-end streets into a connected grid network, allowing multiple points of entry into the neighborhood in the case of a disaster. Additionally, the new water system will be looped into the existing water line to the north creating system that is more resilient if part of the system should fail.

Policy 5.3.5: Prohibit essential public facilities and uses that serve vulnerable populations from being located within areas at high risk of flooding, landslides, liquefaction, and fire, and aim to relocate existing uses in these areas.

Findings: The property contains no know hazards such a risk of flooding or potential landslides so it is an ideal site for affordable housing which would serve potentially vulnerable populations.

GOAL 5.4 - ADAPTATION AND MITIGATION

Policy 5.4.4: Encourage, green infrastructure and development practices.

Findings: The site will be redeveloped with green infrastructure, including streets that include wide sidewalks, bike lanes, planting strips and stormwater swales. Additionally, the development on the site will be built to meet established sustainability goals such as Earth Advantage.

GOAL 6.1 - BUILT ENVIRONMENT

Policy 6.1.5: Create a more energy efficient land use pattern that includes but is not limited to infill and cluster development, neighborhood hubs and increased density.

Findings: The redevelopment is a prime infill opportunity that will result in a more efficient use of the site by converting the single-family and duplex development to multi-family apartments served by streets laid out in an efficient grid pattern.

Policy 6.1.6: Encourage the creation of compact, walkable neighborhoods and neighborhood hubs throughout the city that provide a mix of uses and help reduce transportation emissions and energy usage.

Findings: When completed, the re-envisioned Hillside will serve as a new neighborhood hub, providing compact development, walkable streets, ample open space amenities and a mix of uses.

GOAL 6.2 - TRANSPORTATION AND UTILITY INFRASTRUCTURE

Policy 6.2.1: Increase the quantity, quality and variety of Milwaukie's transit and active transportation options, including trails, bike lanes, and sidewalks.

Findings: The proposed redevelopment will include new streets and open space areas that will encourage the use of transit and alternate transportation options through the use of bike lanes, the continuation of the city bike path through 29th Avenue to the north, wide sidewalks, a new enhanced bus stop and transit plazas.

GOAL 7.1 – EQUITY

Policy 7.1.1: Provide the opportunity for a wider range of rental and ownership housing choices in Milwaukie, including additional middle housing types in low and medium density zones.

Policy 7.1.3: Promote zoning and code requirements that remove or prevent potential barriers to home ownership and rental opportunities for people of all ages and abilities, including historically marginalized or vulnerable populations such as people of color, aging populations, and people with low incomes.

Policy 7.1.8: Collaborate with community partners to provide a continuum of programs that address the needs of unhoused persons and families, including temporary shelters, alternative shelter models, long-term housing, and supportive services.

Findings: Hillside will provide a wide mix of housing choices, unit sizes and rental rates that will be both affordable and market rate. This mix will offer housing for people of all ages, abilities and incomes and will help to address the needs of unhoused persons and families in Clackamas County.

CREATING COMPLETE NEIGHBORHOODS

GOAL 7.2 – AFFORDABILITY

Policy 7.2.2: Allow and encourage the development of housing types that are affordable to low or moderate-income households, including middle housing types in low and medium density zones as well as larger apartment and condominium developments in high-density and mixed-use zones.

Findings: The up-zoning of the property to a high-density (R1) zone and a mixed-use (GMU) zone is being done to facilitate the development of apartment buildings that will be affordable to low and moderate-income households.

Policy 7.2.3: Pursue programs and incentives that reduce the impacts that development/design standards and fees have on housing affordability, including modifications to parking requirements, system development charges, and frontage improvements.

Findings: The proposal includes a modification to the parking requirements to reduce the minimum parking required to serve the development. This modification will help the project to provide adequate, but not excessive, on-site parking to help control the costs of the development.

Policy 7.2.5: Expand and leverage partnerships with non-profit housing developers and other affordable housing providers and agencies that preserve or provide new low to moderate income-housing units, create opportunities for first-time homeownership, and help vulnerable homeowners maintain and stay in their homes.

Findings: The Housing Authority of Clackamas County (HACC) represent an affordable housing partner whose mission is to provide more low and moderate income housing opportunities for county residents.

GOAL 7.3 - SUSTAINABILITY

Policy 7.3.8: *Allow for a reduction in required off-street parking for new development within close proximity to light rail stations and frequent bus service corridors.*

Findings: The project site is adjacent to a frequent bus service corridor (32nd Avenue) so the reduction of off-street parking spaces proposed with the redevelopment is consistent with this policy.

GOAL 7.4 - LIVABILITY

Policy 7.4.1: *Implement land use and public investment decisions and standards that:*

- a) *encourage creation of denser development in centers, neighborhood hubs and along corridors; and*
- b) *foster development of accessible community gathering places, commercial uses, and other amenities provide opportunities for people to socialize, shop, and recreate together.*

Findings: The request to change the zoning and Comprehensive Plan designation of the site is appropriate since it will facilitate denser development along a corridor, allowing the site to become a neighborhood hub. The redevelopment plan also includes several large open space areas that will be accessible to the community, offering a variety of amenities that will cater to different ages and interests. These open spaces as well as the small commercial uses proposed along 32nd Avenue will create spaces within the neighborhood to gather, shop and recreate.

GOAL 8.1 - DESIGN

Policy 8.1.4: *Neighborhood Hubs (outside of NMU areas)*

- a) *Provide opportunities for the development of neighborhood commercial services and the provision of amenities and gathering places for residents of the surrounding area.*
- b) *Ensure that new development is compatible with the height, massing and building form allowed by zoning on adjacent residential properties. A hub development need not be identical to the height, massing or form of buildings allowed by nearby zoning for a finding of compatibility.*
- c) *Ensure new development contributes to a pedestrian friendly environment along the property frontage.*
- d) *Encourage development of multi-season outdoor seating areas and pedestrian plazas.*
- e) *Provide for a high level of flexibility in design and incentives to accommodate a variety of start-ups, temporary uses and incremental expansions and explore innovative techniques for waiving or deferring full site development and parking requirements.*
- f) *Provide a process to allow start-up and temporary uses that take advantage of incentives and deferral programs to make a smooth transition to status as a permanent use.*

Findings: The application of the GMU zoning creates the opportunity to add small-scale commercial uses on the site that will offer services to the Hillside residents. The redevelopment plan promotes a stepped-down density and height on the north side of the site, allowing the new buildings to be more compatible to the lower density residential uses to the north. The plan includes pedestrian-friendly amenities and outdoor seating areas throughout.

GOAL 8.2 - LIVABILITY

Policy 8.2.2: *Parking design policies:*

- a) *Establish parking standards that contribute to higher levels of active transportation and increased use of transportation demand management programs to achieve community design patterns that are more sustainable.*

Findings: The requested Modification to the minimum parking standards on the site is consistent with the increase in active transportation infrastructure proposed on the site and will be mitigated through the use of TDM policies by HACC.

Policy 8.2.4: Public space design policies:

- a) Provide clear standards for the design and improvement of public spaces and streets as set forth in design objectives of adopted project plans or special area plans.
- b) Design streets to provide for the equitable allocation of space for different modes including pedestrians, bicycles, and transit.
- c) Provide adequate seating in public spaces where people are intended to gather, with consideration of weather protection as appropriate.

Findings: Though the new open space areas on the Hillside site will be privately owned, they have been designed in a way that is consistent with these policies by emphasizing alternate modes of transportation and providing outdoor seating and weather protection where appropriate.

SUPPORTING ECONOMIC DEVELOPMENT & GROWTH

GOAL 11.1 - CURRENT AND FUTURE ECONOMIC LAND USE

Policy 11.1.8: Facilitate the development of housing that meets the needs of local employees across a wide range of price ranges and housing types in zones that allow residential development.

Findings: The new housing will provide a wide range of housing options that will benefit local employees in need of affordable housing.

Summary Findings: As shown above, the proposed amendment to the Comprehensive Plan designation of the site is aligned with many of goals and policies of the new Milwaukie Comprehensive Plan, which was updated in 2020. The new designations will help to facilitate the redevelopment of the site into a neighborhood hub that will provide a more equitable, livable, sustainable, healthy and efficient use of the Hillside site. This criterion is met.

2. *The proposed amendment is in the public interest with regard to neighborhood or community conditions.*

Findings: The City of Milwaukie’s Housing Needs Analysis has identified an immediate need for more multi-family housing and more affordable housing to meet the current and future needs of the population of Milwaukie. Changing the Comprehensive Plan designation of the site will allow for the development of 400 additional multi-family units on the Hillside site, so it is in the public interest to allow the site to help address this need. Additionally, the project will include updating all of the public infrastructure on the site – both streets and utilities – to be more functional, safe and built to modern standards. This will be an improvement to the current community conditions where the streets in Hillside either dead end or have unsafe connections to the larger transportation network. This criterion is met.

3. *The public need is best satisfied by this particular proposed amendment.*

Findings: Though the Comprehensive Plan includes other sites in the City that could eventually be developed to help meet the need for more multi-family and more affordable housing in Milwaukie, the Hillside site is a great opportunity to immediately start addressing the City’s housing need. The site is owned by HACC who is a willing, eager and experienced developer of low-income housing. The site is an infill site, so its redevelopment will not require the purchase and development of a greenfield site. It is also located in the central part of Milwaukie, so it is close to shopping and services, well-served by transit and has all necessary utilities and infrastructure readily available to it. Changing the designation of the property to allow more density creates an opportunity to satisfy the City’s housing shortage now, so this criterion is met.

4. *The proposed amendment is consistent with the Metro Urban Growth Management Functional Plan and relevant regional policies.*

Findings: The Urban Growth Management Functional Plan is Section 3.07 of the Metro Code. The plan provides tools to meet goals of the 2040 Growth Concept, Metro’s long-range growth management plan for the Portland metropolitan area. Title 7 of this plan calls for the establishment of voluntary affordable housing production goals to be adopted by local governments in order to increase the supply of affordable housing in the region. The following regional policy is relevant to this proposal:

3.07.730 Requirements for Comprehensive Plan and Implementing Ordinance Changes

Cities and counties within the Metro region shall ensure that their comprehensive plans and implementing ordinances:

- a. Include strategies to ensure a diverse range of housing types within their jurisdictional boundaries.*
- b. Include in their plans actions and implementation measures designed to maintain the existing supply of affordable housing as well as increase the opportunities for new dispersed affordable housing within their boundaries.*
- c. Include plan policies, actions, and implementation measures aimed at increasing opportunities for households of all income levels to live within their individual jurisdictions in affordable housing.*

The proposed Comprehensive Plan amendment is consistent with this policy since it represents an action that would increase the opportunity for more affordable housing within Milwaukie. Additionally, no existing affordable housing will be lost with this proposal, so the existing supply of affordable housing will be maintained and increased with the approval of this amendment.

As demonstrated, the proposal is consistent with the Metro Urban Growth Management Functional Plan and this criterion is met.

5. *The proposed amendment is consistent with relevant State statutes and administrative rules, including the Statewide Planning Goals and Transportation Planning Rule.*

Findings: The applicable Statewide Planning Goals are addressed below:

Goal 1: Citizen Involvement. *To develop a citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process.*

Findings: This application is being reviewed through a quasi-judicial process that requires public hearings with both the Milwaukie Planning Commission and City Council. A public notice will be mailed by the City to all adjoining property owners and the application materials will be made available to the public and posted on the City’s website. Additionally, before the application was submitted to the City for review the project team engaged in a multi-year long neighborhood outreach process to solicit public opinion about how the site should redevelop. Because the public will have several opportunities to review and comment on the application, the proposal meets the intent of Goal 1.

Goal 2: Land Use Planning. *To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions.*

Findings: The City of Milwaukie’s Comprehensive Plan guides all land uses actions within the City boundaries and the City’s Zoning Code enforces the policies of Comprehensive Plan. These two adopted documents provide the policy framework that is the basis for all land use decisions in City. The application has demonstrated conformance with the applicable polices of the Comprehensive Plan and Zoning Code in this report and is therefore consistent with Goal 2.

Goal 10: Housing. *To provide for the housing needs of citizens of the state.*

Findings: Goal 10 calls for cities to provide an adequate land inventory and planning regulations to address the identified public need for housing. The City’s Housing Needs Analysis identifies a public need for more multi-family housing and more affordable housing in the City of Milwaukie. This proposal directly addresses these needs by creating the opportunity to add more affordable multi-family housing to an underutilized site that is well-served by all of the necessary utilities and infrastructure. Therefore, this application meets the intent of Goal 10.

Goal 11: Public Facilities and Services. *To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.*

Findings: The proposed amendment to the Comprehensive Plan will not negatively impact public facilities or create service capacity shortfalls. The site is already connected to all of the necessary facilities and services, most of which will be significantly upgraded with this proposal. The construction of additional multi-family housing on the site will not have an impact on public facilities so Goal 11 is met.

Goal 12: Transportation. *To provide and encourage a safe, convenient and economic transportation system.*

Findings: The proposed amendment would not require any major changes to the existing transportation system in the area. The site is served by a network of public streets and highways that have adequate capacity to serve additional multi-family housing units on the site, meeting the intent of Goal 12.

Transportation Planning Rule

The Transportation Planning Rule (TPR) ensures that the transportation system is capable of supporting possible increases in traffic intensity that could result from changes to adopted plans and land-use regulations. The TPR requires local governments to place measures assuring that allowed land uses are consistent with the identified function, capacity, and performance standards of a facility if a change to the comprehensive plan “significantly affects” a transportation facility. As it relates to this application, the TPR defines “significantly affects” as measured at the end of the planning period identified in the adopted transportation system plan:

- *Allow land uses or levels of development that would result in types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;*
- *Reduce the performance of an existing or planned transportation facility below the minimum acceptable performance standard identified in the TSP or comprehensive plan; or*
- *Worsen the performance of an existing or planned transportation facility that is otherwise projected to perform below the minimum acceptable performance standard identified in the TSP or comprehensive plan.*

Findings: The proposal includes changes to the Comprehensive Plan designation of the site to allow a zone change from medium-density residential zoning (R3) to a split of high-density residential (R1) and general mixed-use zoning (GMU). To determine the potential impacts the zone change could have on the surrounding transportation system, the trip generation of the site in the reasonable worst-case development scenario under existing and proposed zoning was estimated as part of the Transportation Impact Study.

The reasonable worst-case development scenario of the site under existing and proposed zoning was selected based on the permitted land uses found in Table 19.302.2 of the code. The land uses selected to represent the worst-case development scenario were single-family housing for the existing R3 zone and multifamily housing for the proposed R1 and GMU zones. These land uses are expected to have the highest trip generation potential and are considered the most trip-intensive land uses of the site.

The maximum allowable density of under the existing R3 zoning is 14.5 dwelling units per acre. Since the subject site is approximately 16 acres, this gives a reasonable worst-case development potential of 232 units under existing R3 zoning. For R1 and GMU zones, the required density is 17.4 units per acre and 50 stand-alone units per acre, respectively. The Hillside plan proposes an average 24.2 units per acre in the proposed R1 zone of the site and 70 units per acre in the GMU zone of the site. Thus, the Hillside development is assumed to be a reasonable worst-case scenario under the proposed zoning.

The TIS found that under this reasonable worst-case development scenario of the site all surrounding intersections are expected to continue operating within the City of Milwaukie and ODOT standards under all analysis scenarios except for the intersection of SE Harrison Street at SE 42nd Avenue. This intersection will exceed City standards under background conditions and worsen by one second of delay at full build-out of the reasonable worst-case development scenario. However, no mitigation is recommended because the increase in traffic volumes do not meet the threshold to warrant a new traffic signal. The TIS also found that the surrounding transportation system was generally operating safely. No significant crash patterns were identified at any of the surrounding intersections that would indicate safety concerns.

As demonstrated in the TIS, the comparison of the reasonable worst-case development scenario shows that the transportation system is capable of supporting the proposed Comprehensive Plan Amendment and zone change and no modifications to the City's TSP are needed. Therefore, the conditions of the Transportation Planning Rule are satisfied.

Summary Findings: As shown above, the proposed amendment to the Comprehensive Plan designation of the site is consistent with the relevant and applicable Statewide Planning Goals and the Transportation Planning Rule and this criterion is met.

APPROVAL CRITERIA FOR ZONING MAP AMENDMENT

Changes to the Zoning Map shall be evaluated against the approval criteria of Section 19.906.2.B. A quasi-judicial map amendment shall be approved if the following criteria are met:

1. ***The proposed amendment is compatible with the surrounding area based on the following factors:***
 - a. ***Site location and character of the area.***
 - b. ***Predominant land use pattern and density of the area.***
 - c. ***Expected changes in the development pattern for the area.***

Findings: The proposed zone change to R1 and GMU is compatible with the surrounding area. The site is located at the intersection of several different land uses and development patterns (industrial, commercial, multi-family housing and single-dwelling housing) so there is not a consistent character or predominant density to the area. As such, the redeveloped property will provide a transition between the commercial uses and higher density housing that could be built on the “Murphy” site to the south under the GMU zoning and the single-dwelling residential neighborhood to the north. The development of the Murphy site is the largest expected change to the development pattern of the area, and the proposed GMU zoning and density for the south half of subject site will match this future development. On the north half of the site, the R1 zoning will offer a stepped-down density and development pattern that is closer in scale to the R7 zoning north of the site, while still allowing sufficient density to warrant the redevelopment. The location of the site is well-suited to more density because it is within a developed street network, is served by a frequent-service bus line and has all the necessary utilities available to serve the site. This criterion is met.

2. ***The need is demonstrated for uses allowed by the proposed amendment.***

Findings: The public need for the Zone Change has been addressed in approval criteria numbers 2 and 3 for the Comprehensive Plan amendment above. In summary, the proposal helps meet an immediate need for more multi-family housing and more affordable housing to meet the current and future needs of the population of Milwaukie. This criterion is met.

3. ***The availability is shown of suitable alternative areas with the same or similar zoning designation.***

Findings: Changing the property from R3 (a multi-dwelling zone) to R1/GMU will not eliminate the possibility of building multi-family housing on the site and will in fact facilitate this. Therefore, it is not necessary for there to be other areas in the City available to support this type of development since the rezoning will not remove any property from the multi-family “land bank” for the City. However, there are other properties in the City that are zoned R3 that are currently under-developed and could support more lower-density multi-family housing if necessary. These areas include:

- Properties located between SE King Road and SE Monroe Street near the intersection of SE 44th Avenue.
- Properties south and east of the project site centered on SE 34th Avenue.
- The property east of the Milwaukie Center on Kellogg Creek Drive.

The existence of these properties shows that there are suitable alternative areas in the City with R3 zoning that could support more development at the allowable R3 intensity and this criterion is met.

4. ***The subject property and adjacent properties presently have adequate public transportation facilities, public utilities, and services to support the use(s) allowed by the proposed amendment, or such facilities, utilities, and services are proposed or required as a condition of approval for the proposed amendment.***

Findings: The Hillside property already has adequate transportation facilities, public utilities and services necessary to serve the site. However, as part of the redevelopment plan the street network and public utilities will be rebuilt to current standards to provide a safer transportation network and modernized

utilities within the Hillside site. These improvements will assure that the adequate infrastructure serving the site will continue to be serviceable long into the future. This criterion is met.

- 5. The proposed amendment is consistent with the functional classification, capacity, and level of service of the transportation system. A transportation impact study may be required subject to the provisions of Chapter 19.700.***

Findings: A Transportation Impact Study was included as Appendix B of the application. The TIS found that all surrounding intersections are expected to continue operating within the City of Milwaukie and ODOT level of service standards except for the intersection of SE Harrison Street at SE 42nd Avenue. This intersection will exceed City standards under background conditions and worsen by one second of delay at full build-out of the Planned Development. However, no mitigation is recommended because the increase in traffic volumes do not meet the threshold to warrant a new traffic signal. The TIS also found that the surrounding transportation system was generally operating safely. No significant crash patterns were identified at any of the surrounding intersections that would indicate safety concerns. As such, the proposed zone change is consistent with the functional classification, capacity and level of service standards of the City's Transportation System Plan and this criterion is met.

- 6. The proposed amendment is consistent with the goals and policies of the Comprehensive Plan, including the Land Use Map.***

Findings: The applicable goals of the Comprehensive Plan were addressed in full in approval criteria for number 1 the proposed Comprehensive Plan Amendment. To summarize, the project is aligned with many of goals and policies of the Milwaukie Comprehensive Plan, because the redevelopment will create a new neighborhood hub that will provide a more equitable, livable, sustainable, healthy and efficient use of the Hillside site. This criterion is met.

- 7. The proposed amendment is consistent with the Metro Urban Growth Management Functional Plan and relevant regional policies.***

Findings: The policies of the Metro Urban Growth Management Functional Plan were addressed in approval criteria number 4 for the proposed Comprehensive Plan Amendment. As demonstrated, the proposal is consistent with Title 7 of this plan which calls for the establishment of voluntary affordable housing production goals to be adopted by local governments in order to increase the supply of affordable housing in the region and this criterion is met.

- 8. The proposed amendment is consistent with relevant State statutes and administrative rules, including the Statewide Planning Goals and Transportation Planning Rule.***

Findings: The applicable Statewide Planning Goals and the Transportation Planning Rule were addressed in approval criteria number 5 for the proposed Comprehensive Plan Amendment. As shown above, the proposal is consistent with goals around Citizen Involvement, Land Use Planning, Housing, Facilities and Transportation. Analysis for the Transportation Impact Study submitted with this application found that the comparison of the reasonable worst-case development scenarios shows that the transportation system is capable of supporting the proposal no modifications to the City's TSP are needed. Therefore, this criterion is met.

APPROVAL CRITERIA FOR PRELIMINARY PLAT

The approval criteria for a Preliminary Plat are found in Section 17.12.040.A of the Milwaukie Municipal Code. The approval authority may approve, approve with conditions, or deny a preliminary plat based on the following approval criteria:

- 1. The proposed preliminary plat complies with Title 19 of this code and other applicable ordinances, regulations, and design standards.***

Findings: Section III of this report demonstrates in detail how the proposed plat complies with the land division standards of Title 17 and the zoning regulations and design standards of Title 19. This criterion is met.

- 2. The proposed division will allow reasonable development and will not create the need for a variance of any land division or zoning standard.***

Findings: The proposed land division will allow for reasonable development on all of the new lots as shown by the Planned Development Master Plan. Because of the uniqueness of this proposal, where the entire street network is being reconfigured to create full-block lots, a Modification to the land division standards is being requested as part of the Planned Development request. Specifically, Section 17.28.040.E limits the creation the double-frontage lots which would prevent the platting of full-block lots with frontage on four sides. This variance is supportable because the reconfiguration of the streets will lead to better connectivity and safety for the surrounding transportation network and full-block lots are appropriate for the large size of the proposed lots and the scale of the development proposed on them. With approval of this modification this approval criteria will be met.

- 3. The proposed subdivision plat name is not duplicative and the plat otherwise satisfies the provisions of ORS 92.090(1).***

Findings: The name of the plat - "Hillside" – has been reviewed and accepted by Clackamas County and reserved for use by the application. As such the plat name has been found to not be duplicative and this criterion is met.

- 4. The streets and roads are laid out so as to conform to the plats of subdivisions already approved for adjoining property as to width, general direction, and in all other respects unless the City determines it is in the public interest to modify the street or road pattern.***

Findings: The newly proposed network of streets in the Hillside plat will convert the existing unconnected street network into an efficient grid that will incorporate and connect to all of the streets surrounding the site. Specifically, the plat will complete the north half of SE Meek Street, change SE 28th, SE 29th and SE 31st to connected through-streets and re-locate the intersection of SE Dwyer Street to be aligned with the street to the east. Each of the right-of-way widths proposed on the plat are based on the anticipated street classification for each new street as described in detail in Section III of this report.

The only exception to this connected grid network is SE 29th Avenue, that will continue into the neighborhood to the north only as a bikeway, pedestrian walkway and emergency route, but will not allow vehicle traffic through. A Modification to Section 19.708.1.E.4 - Street Layout and Connectivity

has been requested as part of the Planned Development to allow this street to be designed in this manner. This modified street has gained conceptual approval by the Planning Commission as part of the Preliminary Planned Development review and had general support from City staff and the adjacent neighborhood. With this approved Modification to the road pattern for the plat this criterion will be met.

5. *A detailed narrative description demonstrating how the proposal conforms to all applicable code sections and design standards.*

Findings: Section III of this report demonstrates how the proposed plat and the anticipated future development on the lots conforms to the applicable code sections and design standards. This criterion is met.

CONCLUSION

As shown in this report, the proposed Final Planned Development, Comprehensive Plan Amendment, Zone Change and Subdivision, allowing the redevelopment of Hillside Park with higher density apartments and mixed-use buildings, can meet all of the relevant approval criteria. The Modifications included with this proposal will create a consistent development pattern across the site and assure the efficient use of the available land. Approval of this Planned Development will help realize the new vision of Hillside as a vibrant mixed-use, mixed-income community that preserves and rebuilds the existing affordable housing, while creating new opportunities for expanding housing options.