

STUDY SESSION

**MINUTES
MILWAUKIE CITY COUNCIL STUDY SESSION
SEPTEMBER 27, 2011**

Mayor Ferguson called the study session to order at 5:00 p.m.

Council Present: Mayor Ferguson, Councilors Greg Chaimov, Joe Loomis, and Dave Hedges

Excused: Councilor Mike Miller

Staff Present: City Manager Bill Monahan, Assistant to the City Manager Teri Bankhead, City Recorder Pat DuVal, Library Director Joe Sandfort, Planning Director Katie Mangle, Senior Planner Susan Shanks, and Community Development & Public Works Director Kenny Asher

Media: Molly Harbarger, *The Oregonian*

Board, Commission, and Committee Alternate Program and Appointment Process

Mr. Monahan gave a brief outline of the concerns, and **Mayor Ferguson** summarized the current interview process.

Councilor Hedges was concerned the process had not been followed in the most recent round of interviews and that different people had participated.

Mayor Ferguson discussed the procedure for Public Safety Advisory Committee (PSAC) appointments.

Mr. Monahan did not recommend a background check process without having applicants sign a waiver. The group thought a Council interview of at-large applicants was appropriate.

Library Task Force Update and Library Facility Options

Present: Ed Zumwalt, Scott Churchill, Tom Hogan, Library Director Joe Sandfort, Library Circulation Supervisor Nancy Wittig

The group reviewed its work to date and wanted to ensure the Council felt things were going in the right direction. Results of the first survey would be available shortly.

Mayor Ferguson discussed a recent conversation with Paul Savas about the possibility of sharing a municipal and justice court facility.

Councilor Hedges reported the Neighborhood District Association (NDA) leadership was meeting tomorrow and had some additional thoughts on the format of their meetings.

The group discussed attendance at the League of Oregon Cities (LOC) Conference.

Residential Standards Project Briefing: Multi-Family Development

Present: Planning Commissioners Chris Wilson, Mark Gamba, Clare Fuchs, Lisa Batey, Scott Churchill, Russ Stoll, Planning Director Katie Mangle and Senior Planner Susan Shanks, and Kenny Asher

Ms. Shanks referred to the packet and map of multi-family zones. The community says it wants better design controls and standards for the future. She summarized the

outreach efforts that included surveys and focus groups and addressed the project goals.

Ms. Mangle discussed available land that might be used differently and gave an overview of the application process and design principles that addressed livability, compatibility, safety, functionality, and sustainability. She noted that density targets and goals did not presume a lot of development in neighborhoods.

Ms. Shanks discussed how one might transition between higher and lower density zones. Where and how one might apply transition standards next to a lower density zone? Should multi-family be sensitive when adjacent to a single-family zone?

Councilor Chaimov would appreciate hearing comments from those living in affected neighborhoods.

Mr. Gamba spoke to the apartment building across the street from the Pond House and how it would be more pleasing to use architectural features and perhaps a step back or set back to open up the space.

Mr. Churchill observed there was a good blend of multi-family and historic structures in Portland's NW 23rd Avenue area.

Ms. Batey commented on infill housing and building heights and noted how well she thought some of them worked.

Ms. Fuchs said Washington County dealt with issues through screening and buffering.

Councilor Chaimov liked the idea of transitioning from zone to zone though he would not wish to impose additional requirements if single family residences were in multi-family zones.

Ms. Shanks discussed design elements on all sides of the development and step backs.

Mr. Gamba wanted to keep in mind cottage clusters and row houses. Could the City say in transition areas these were the preferred development-sized lots?

Mr. Churchill discussed context and economic viability. One can achieve massing but was it the right scale? It was important to contextually respect the adjacent property.

Councilor Hedges asked why the City was trying to fit more people into the zones.

Mr. Gamba responded there were no zoning changes; certain areas had been zoned multi-family for decades. Certain standards may make development costly and result in the developers' being more thoughtful and careful.

Ms. Fuchs said it was important that the development looked good.

Councilor Loomis hoped to achieve standards that were palatable to the most citizens.

Councilor Hedges did not like telling people how to live their lives, but high quality development would keep Rockwood out and property values up. He did not wish to see Milwaukie cheapened.

Ms. Shanks commented on the broad spectrum of opinion and finding moderate ground to encourage quality development but not pricing Milwaukie out of the market.

Ms. Fuchs added condos and apartments allow for homeownership and gave younger people a chance.

Ms. Batey observed housing trends indicated people were often renters by choice.

Ms. Mangle commented on the need to acknowledge the existing fabric and development while not precluding further development. She announced the October 20 open house.

Mayor Ferguson adjourned the study session at 7:47 p.m.

Respectfully submitted,

Pat DuVal, Recorder

**MILWAUKIE CITY COUNCIL
STUDY SESSION
SEPTEMBER 27, 2011**

MILWAUKIE CITY HALL

Conference Room
10722 SE Main Street

STUDY SESSION – 5:00 p.m.

A light dinner will be served

Discussion Items:

	<u>Time</u>	<u>Topic</u>	<u>Presenter</u>	<u>Page #</u>
1.	5:00 p.m.	Library Task Force Update and Library Facility Options	Joe Sandfort	
2.	6:00 p.m.	Residential Standards Project Briefing: Multi-Family Development	Katie Mangle	1
3.	7:00 p.m.	Adjourn		

Information

Executive Session: The City Council may meet in executive session pursuant to ORS 192.660(2). All discussions are confidential and those present may disclose nothing from the Session. Representatives of the news media are allowed to attend Executive Sessions as provided by ORS 192.660(3) but must not disclose any information discussed. No Executive Session may be held for the purpose of taking any final action or making any final decision. Executive Sessions are closed to the public.

Public Notice

- The Council may vote in work session on non-legislative issues.
- The time listed for each discussion item is approximate. The actual time at which each item is considered may change due to the length of time devoted to the one previous to it.
- The Council requests that all pagers and cell phones be either set on silent mode or turned off during the meeting.
- The City of Milwaukie is committed to providing equal access to information and public meetings per the Americans with Disabilities Act (ADA). If you need special accommodations, please call 503.786.7502 or email ocr@ci.milwaukie.or.us at least 48 hours prior to the meeting.



Agenda Item: 2

To: Mayor and City Council
Planning Commission

Through: Bill Monahan, City Manager

From: Katie Mangle, Planning Director

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

Subject: Residential Development Standards Project Briefing:
Multifamily Development

ACTION REQUESTED

None. This item is for discussion only.

HISTORY OF PRIOR ACTIONS AND DISCUSSIONS

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

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

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

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

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

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

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

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

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

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

BACKGROUND

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

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

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

Need for Multifamily Design Standards

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

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



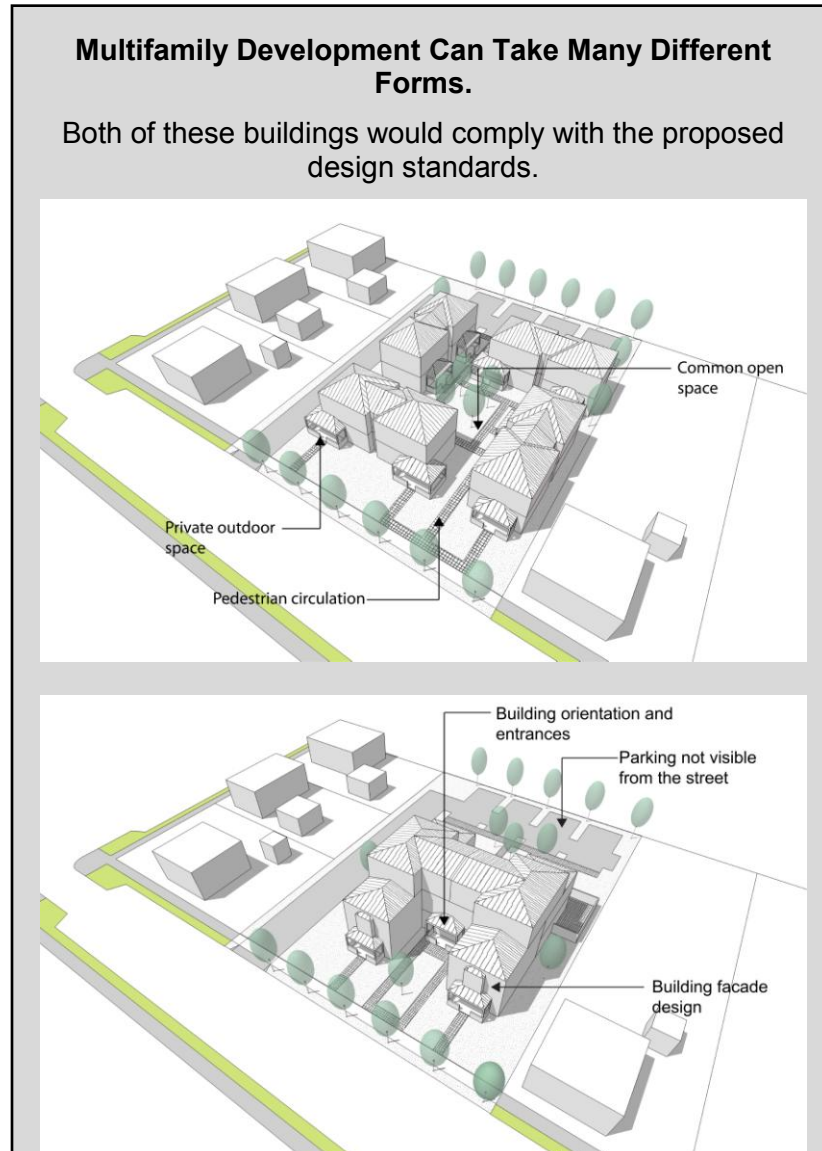
Preliminary Recommendations

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

These design standards would apply in the following situations:

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

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



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

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

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

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

Proposed Review Process

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

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

Next Steps

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

CONCURRENCE

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

FISCAL IMPACT

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

WORK LOAD IMPACTS

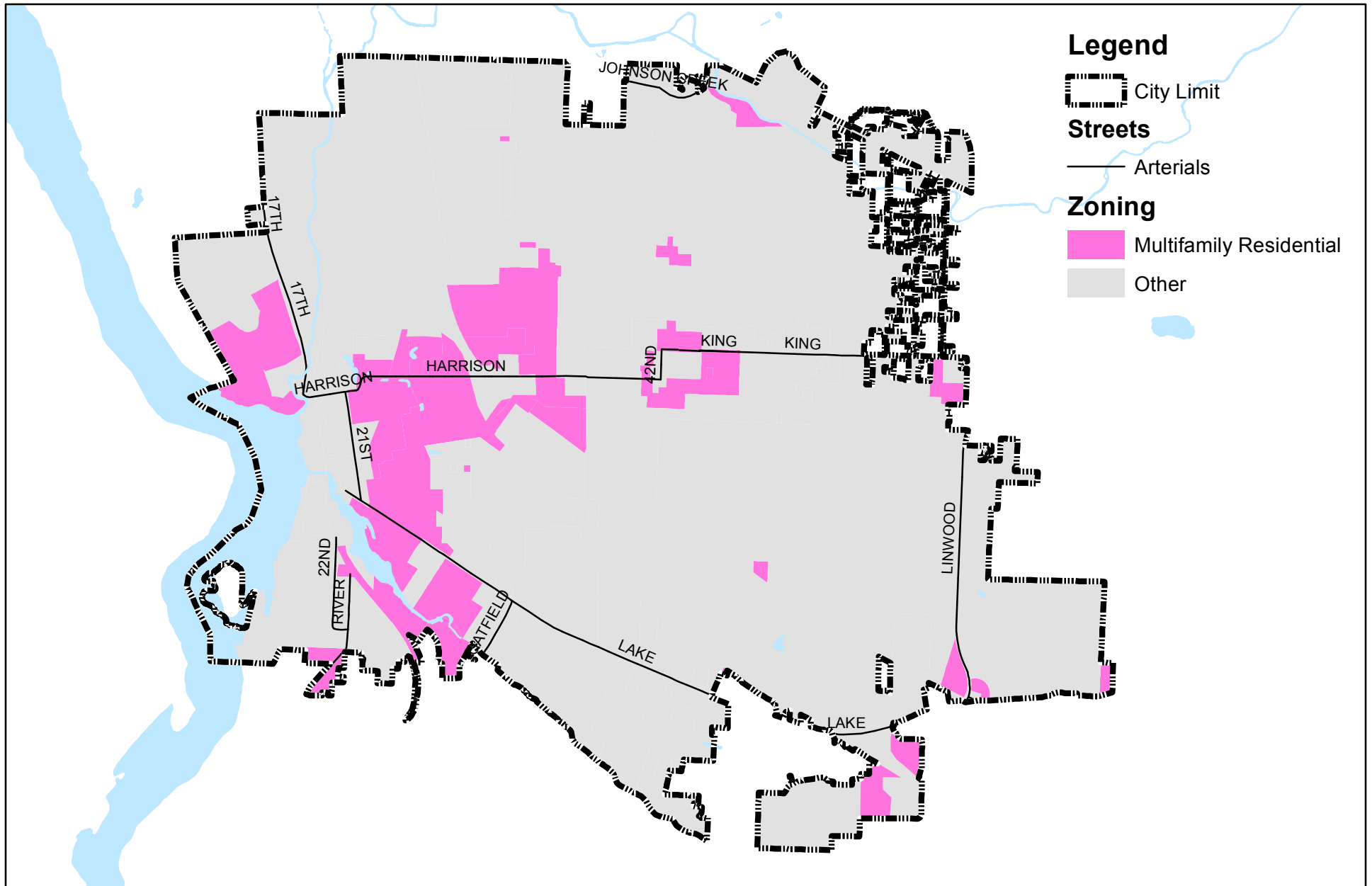
This project is a significant aspect of the Planning Department work load, and will continue to be until proposed amendments are adopted.

ALTERNATIVES

None.

ATTACHMENTS

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



Legend

City Limit

Streets

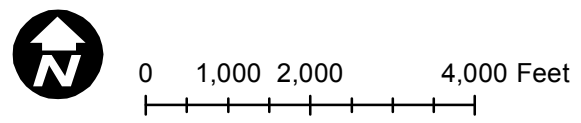
Arterials

Zoning

Multifamily Residential

Other

Multifamily Residential Zones



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

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