

PLANNING COMMISSION MINUTES
TUESDAY, FEBRUARY 11, 1997

COMMISSIONERS PRESENT

Michael Smith, Chair
Bryan Cosgrove
Tim Havel
Terry LaRocque

COMMISSIONERS ABSENT

Pat Lent

STAFF PRESENT

Maggie Collins,
Com. Dev. Dir
Dan Pava,
Senior Planner
Shirley Richardson,
Hearings Recorder

1.0 CALL TO ORDER

Chair Smith called the meeting to order at 6:37 p.m.

2.0 PROCEDURAL QUESTIONS -- None.

3.0 CONSENT AGENDA

3.1 Planning Commission Minutes -- January 28, 1997

Tim Havel moved to approve the minutes of the January 28, 1997, as corrected. Bryan Cosgrove seconded. MOTION CARRIED 3-0 with one abstention. Terry LaRocque was not at that meeting.

4.0 PUBLIC COMMENT -- There were no members of the public in attendance at the work session.

5.0 PUBLIC HEARINGS -- None.

The following item was heard out of agenda order:

9.2 Town Center Area Task Force Report -- Guest Speaker, Maggie Dickerson

Clackamas Regional Center Area Plan Report

CITY OF MILWAUKIE PLANNING COMMISSION

MINUTES OF February 11, 1997

Page 2

Chair Smith introduced Maggie Dickerson, Clackamas County Planner, who was here tonight to give the Commissioners an update on the Clackamas Regional Center Area Plan.

Ms. Dickerson posted maps of the Clackamas Regional Center area. The area is generally bounded by the County line, 82nd Avenue, and I-205 Freeway. Most of the area is zoned high density. The boundary of the Regional Center has not yet been defined.

Page 5 of the Plan document shows a map of the Metro 2040 geography. Two concepts are being reviewed, the Regional Center and a Transit Corridor. The Corridor is narrow with a lot of general commercial zoning.

The target of the County is to achieve a change to the Comprehensive Plan and Zoning Ordinance for the study area that is consistent with Metro 2040. The Urban Renewal District in this area may also be modified along with the Capital Improvements Plan which is tied into the Comprehensive Plan. All of these plans get changed as a result of this process.

Currently the County is going out to the public with a series of choices, which are alternatives and preliminary recommendations. They are looking for feedback from the public on a range of concepts. In terms of land use, the draft plan themes were purposely different so the public could see something different between the three alternatives. The final plan will reflect public input.

The Regional Center area currently has 19,000 jobs; the target is to increase this figure by 17,000 jobs. There are about 4,000 housing units; the target is to add 3,500 housing units. With increases in transit ridership, it translates to about a 40% increase in auto trips.

The plan includes a series of land use alternatives and recommendations. Major issues are summarized in this area that is dealing with retail, housing, and office.

Preserving low and moderate housing stock is a unique issue to the study area. There is a lot of low and moderate housing stock just off the 82nd Avenue corridor. There are about 15 mobile home parks. There is pressure on the County to expand the depth of the retail zoning into that area. The retail would reduce that housing stock.

Special study areas were reviewed. These areas had particular problems or opportunities. The Clackamas Town Center is about a 100-acre site, and 69 acres of this site is circulation system and parking lot. The County is assuming that 69 acres is available for redevelopment, assuming the parking is replaced with structures. This is a key-opportunity site.

CITY OF MILWAUKIE PLANNING COMMISSION

MINUTES OF February 11, 1997

Page 3

The Top of Scott golf course has recently changed ownership. There has been a lot of pressure for many years on the County to change the zoning. A special study was done of office space and it was determined that the chances of expanding the office market is better if they start with development of existing office areas.

The Fuller Road triangle was reviewed. A consultant was hired to do some analysis of future land uses. Because of the light-rail alignment, this location has been looked at as a real developable site. It has previously been looked at as low and moderate income housing. The area is about 75% owner-occupied. A special study was done and one of the key things that was found was that these houses (cinder block, ranch-style houses) are market valued at \$135,000 each. At \$8 or \$9 a square foot, the only thing that this residential property can convert to is general commercial or retail commercial. Retail commercial is not what was planned for this sector. In the alternatives, a lot of R-10 was left in the plan. In the areas of change, mixed use with a high percentage of retail was recommended.

The golf course area and the Fuller Road area are two of three areas that will provide for about half of the housing and employment goals. The third area is located around Sunnybrook Road and is currently zoned office. This will continue to develop as an office area. There is a portion of this land that is owned by the County Development Agency which is an urban renewal agency in the area.

Poor access around the Johnson Creek interchange offers little opportunity for change. There are about 40 houses south of there that were built in the 50's. Again, land prices are high so redevelopment to commercial is difficult.

There are several related transportation projects currently in the process of acquiring land and completing final engineering. The projects are the I-205 frontage road which connects into an expanded 92nd Avenue, Sunnyside Interchange, extension of Sunnybrook, widening Sunnyside out to 122nd, and a series of parallel roads. After 50% development, transportation changes will include Johnson Creek Interchange, Causey overcrossing, Monterey overcrossing and an increase to five lanes, a Sunnybrook Road extension, and the increase to 7 lanes on 82nd Avenue.

Ms. Dickerson was asked to get more information on what will happen at the joint Railroad/Harmony Road/Lake Road intersection and Sunnybrook/Harmony intersection. The Commissioners thanked Maggie Dickerson for the informative presentation.

6.0 WORKSESSIONS

6.1 Video: Back from the Brink--Saving America Cities by Design

Maggie Collins stated that on October 18, 1996, the Oregon Architectural Foundation, Portland AIA Chapter, aired a video on OPBS that focused on urban renewal strategies. Three cities are highlighted in this video, Portland being one of these cities. The film shows some local sites. **Maggie Collins** noted that this video will help the Commissioners in their worksessions on urban design and planning.

This video addressed some of the promising ideas and strategies in three very different places. These places prove it is possible to begin to get at the some of the most intractable problems facing cities. Two of the cities highlighted; Chattanooga, Tennessee, and Suisun City, California, had to come back from near death. The third, Portland, Oregon, had to figure out how to deal with success. Visiting these three cities, two seeking growth and the third trying to manage it, all struggling for the quality of life, ultimately turned to the community. Each place seemed to know they had to re-establish a sense of community and then restore pride. This is being done with good design, solid planning, and active citizen involvement.

Portland learned from the start that "place" matters and "downtown" matters. In the late sixties, parking lots were sprouting up all over downtown. Historic buildings were being lost. The connection between the downtown and the neighborhoods was ending. With the help of citizens, the private sector and the public sector, decisions were made: to stop tearing down historic homes; get people out of their cars; to put a lid on the number of parking spaces in the downtown; to tear up a freeway close to the waterfront; and bring the City back to the waterfront. Highway dollars were used to fund light rail. Pedestrian use was first, public transportation second, and the car third. Portland has become a more compact city, maintaining the quality of life, and a desirable urban place.

To make the downtown more pedestrian friendly, it was landscaped with trees, transit shelters, and public art. There are improved connections between sidewalks and buildings and between the buildings and pedestrians. Streets are more hospitable. Amenities were installed; brick on the transit mall, granite curb cuts, nice shelters to stand under while waiting for the bus. This is the human infrastructure needed in order to have people want to be downtown. Design guidelines were developed. Values were defined. The Planning Commission reviews all buildings in the downtown for consistency with the guidelines. The government created an environment where business could thrive. The Portland Development Commission has laid out a 20-year plan to redo part of the riverfront. This development has occurred including housing, corporate headquarters, hotels, restaurants, etc. This effort was done in cooperation with private business developers and the community as a whole.

The goal was to create neighborhoods with a sense of community, place, and belonging. This was a key to economic vitality, not only downtown, but throughout the City. Portland actively encouraged development of more interesting and diverse communities through mixed-use. A full spectrum of housing was built, with attention to great urban

amenities and practical amenities. A good city neighborhood is a variety of uses and housing types; single-family residences, apartment buildings, schools, grocery store, and the corner bus stop. You don't need a car in order to get what you need. With a strong downtown comes strong neighborhoods.

Six years ago Suisun City was a small town (25,000 people), with economic, social, and environmental problems; very much on the brink of disaster. The channel in the center of town was severely polluted, filled with silt. The waterfront was inaccessible, crowded with dilapidated warehouses. A residential apartment complex was overrun by drug dealers. City Hall was in a trailer. In 1986, Suisun City was voted the worst place to live in the San Francisco Bay Area. Part of the town was like a war zone and the rest was a dilapidated old town decaying at a tremendous rate.

Suisun City decided they had to change, had to bring themselves back. They replaced the trailer that housed city services with a new City Hall. It would be in the historic downtown, right in the heart of the city's troubled neighborhoods, looking out on crumbling docks and dying channel. A structure was built that they could be proud of, something that the community could build on.

City Hall could have been placed on the other side of Suisun City, but it would not deal with the cancer in the community and develop the potential of their waterfront. A comprehensive city-wide redevelopment plan was developed. A director of redevelopment was hired to deal with the apartment complex and the waterfront asset. Suisun City realized that quality design was the key in restoring the sense of place. They wanted to make the town center the heart of the whole community. The waterfront area was the unique opportunity to focus the energy of the entire district.

In 1989, Suisun City bought the apartment complex. With the cooperation and consent of the tenants, they offered to subsidize their rent for four years anywhere in northern California. The way was then cleared to tear down the Crescent Apartments and sell the land to a developer willing to build a totally new residential community based on design guidelines that would help to create a renewed sense of community. The developer built a neighborhood with front-yard orientation including front porches to bring people out to the front of the house. There were pockets for parking; no streets lined with cars. The architecture goes with the old town, so as they transitioned into that part of town, it is very consistent with the overall plan.

The City, committed to having a true mixed-income community, redesigned and revitalized low income housing next door to the new development. The goal was to keep a low to moderate income project in the middle of the showcase project, blending so that new buyers are confident that the neighborhoods will not deteriorate. This was done by design. Features were built in so that residents have taken pride of ownership. Crime was reduced by 34%.

CITY OF MILWAUKIE PLANNING COMMISSION

MINUTES OF February 11, 1997

Page 6

Residential redevelopment and a new City Hall was not enough to save Suisun City. They needed businesses and jobs. The City became its own redevelopment agency, building on its strength. It bought substantial amounts of land on the waterfront. To encourage small business, a shopping and trade complex was built. The shopping mall atmosphere matched the historic atmosphere of the downtown. The buildings were oriented towards the water. The City provided design services and incentives for main-street businesses to improve their storefronts. To rehabilitate the waterfront, the City ripped out the old warehouses, dredged the harbor and cleaned up the park that divided the streets. A marina was built along with a City plaza, and a waterfront promenade and rehabilitated a historic train station.

The City prepared the land for new businesses. They offered architectural design services, low-interest loans, infrastructure, and reduced red tape. Changes in zoning and other incentives encouraged entrepreneurs to live above their stores like the old days.

In 1969, Chattanooga, Tennessee, was dying economically and environmentally. It was named the most polluted city in America. People had to turn their headlights on at mid-day to cut through the murk. The death rate in Chattanooga from bronchitis and other respiratory illnesses was more than 20% higher than the national average for metropolitan areas.

Chattanooga knew they had to begin by cleaning up. Environmental controls and the decline of manufacturing industries helped clear the air. Once the pollution was controlled, a host of fundamental problems remained; a dying downtown, a stagnant economy, and a social fabric long torn by race and class. In the mid seventies, concerned business and community leaders formed a new organization dedicated to the rebirth of the City; it was called Chattanooga Venture. By 1984, the Venture had organized Vision 2000 which involved thousands of citizens in the process of deciding what they wanted Chattanooga to be. Everyone was invited to the table, many for the first time to become part of the total community decision making process.

The Vision 2000 process resulted in 40 ambitious goals for the City. Many of the goals reflected an understanding that Chattanooga would have to marry the resources of the public and private sector. Riverfront downtown planning and design created a physical vision for the City and the development agency helped to build it. A unique combination of government, corporate, and foundation money paid the bills.

The idea was to reconnect people with the Tennessee River. Chattanooga was born on the waterfront as a river trading post. The community history and manufacturing area started here. In revitalizing the community, the riverfront was one of the areas they focused on first. The return to the River has helped reunite the City with its past and

helped insure its future. The redevelopment of the waterfront has become the engine for economic rebirth.

The Tennessee aquarium attracts more than a million visitors a year, making Chattanooga one of the best places to visit in the South. The aquarium was built with private money and the surrounding plaza was largely public, and the land was assembled by River Valley Partners. This was a catalytic project to bring other private investment into the area. These improvements extend four or five blocks beyond the project.

The 100-year old Walnut Street Bridge gave the City a way to reach back to recapture an important link with its past. It connects downtown with the City's isolated north shore. Once derelict and ready to be torn down, Chattanooga rallied to save it. It is the longest pedestrian bridge in the world. The public participation was overwhelmingly supportive of the restoration project and convinced the City to put up the sub-cost.

Economically, shops were drawn to the north end of the bridge. People responded to stores with soul. By focusing on design elements that reinforce a sense of community, Vision 2000 made it possible for Chattanooga citizens to be actively engaged in their City's design and planning process. It brought ordinary citizens together with architects, planners, business, and civic leaders to lead Chattanooga back from the brink. They designed a couple of parks/open spaces rather than designing a city. The City is back on its feet and confident it will grow.

Growth can bring challenges. Portland because it has become one of the best places in the country to live, expects more than 500,000 more people in the next 20 years. There may be another half million by the year 2040. The question is how to manage such growth without repeating the mistakes of the past: sprawl, gridlock, loss of community. Growth management is regional and designed to promote city/suburb cooperation and long-range planning. Urban growth management creates areas where development is allowed and encouraged.

6.2 Basic Components of a Mixed Use Zone

Maggie Collins passed out a set of parameters that has been put together by Metro. It is a model of a Mixed-Use Zone and the key elements of a Mixed-Use Ordinance. She asked that the Planning Commission review the document for discussion and input.

Dan Pava posted a Regional Center concept map of the proposed redevelopment areas, based on criteria including: building to land assessed valuation; proximity to major transportation facilities; existing land use patterns and zoning; Metro Functional Plan considerations and designations; the Milwaukie Comprehensive Plan land use map; and vacant lands. Three of the key RCMP planning principles are:

-- Save and expand the grid system

CITY OF MILWAUKIE PLANNING COMMISSION

MINUTES OF February 11, 1997

Page 8

- Connect people to the water
- Keep stability of the neighborhoods

The Commissioners suggested:

- Make use of the river as a planning asset per the Riverfront Concept Plan
- Tie river access to and from the downtown
- Boulevard treatment of McLoughlin
- Diversity in uses and housing options
- Provide bonuses --child care, inclusionary housing, social housing for the elderly,
- Health facilities, etc. in new developments
- Establish parking maximums and explore ways to create shared parking

Page 7

- Storefronts need to be interesting and open to public at street level
- There should be maximum setbacks
- Two to three story building maximum height in CBD area
- Recesses, offsets, interesting facades should be encouraged to create pedestrian friendly places.
- Plant the proper size and species of street trees and related street furniture and accessories to create a pedestrian link between the waterfront and downtown.
- Visual Perception Survey for downtown.
- Height of structure in relationship with street (1.5:1)

Page 11

- Create higher quality accessible open spaces using massing of buildings; courtyards, alleyways, plaza entrances, mix trees with art
- Keep on-street parking in the CBD
- Consider lower parking requirements for downtown residential parking

7.0 DISCUSSION ITEMS -- None

8.0 OLD BUSINESS

8.1 Light Rail Study Update -- No Report

8.2 2040 Study Update -- No Report

9.0 OTHER BUSINESS/UPDATES

9.1 Historic Resources Commission Report -- No Report.

9.2 See beginning of minutes for this item.

CITY OF MILWAUKIE PLANNING COMMISSION

MINUTES OF February 11, 1997

Page 9

9.3 Community Development Report

Maggie Collins informed the Commissioners that an appeal had been filed on the ODOT Application/Mitigation case CU-96-01.

10.0 Next Meeting -- February 25, 1997

10.1 Community Development Report

Terry LaRocque moved to adjourn the meeting of February 11, 1997. **Tim Havel** seconded. MOTION PASSED UNANIMOUSLY. The meeting was adjourned at approximately 10:00 p.m.

Michael Smith, Chair

Shirley Richardson, Hearings Reporter

•

CITY OF MILWAUKIE PLANNING COMMISSION

MINUTES OF February 11, 1997

Page 9

9.3 Community Development Report

Maggie Collins informed the Commissioners that an appeal had been filed on the ODOT Application/Mitigation case CU-96-01.

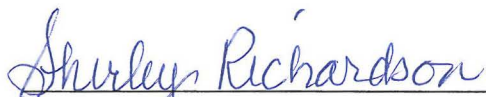
10.0 Next Meeting -- February 25, 1997

10.1 Community Development Report

Terry LaRocque moved to adjourn the meeting of February 11, 1997. **Tim Havel** seconded. MOTION PASSED UNANIMOUSLY. The meeting was adjourned at approximately 10:00 p.m.



Michael Smith, Chair



Shirley Richardson, Hearings Reporter

•

AGENDA
MILWAUKIE PLANNING COMMISSION
 Milwaukie City Hall, 10722 SE Main
 Tuesday, February 11, 1997
 6:30 pm

		ACTION REQUIRED
1.0	Call to Order	
2.0	Procedural Questions	
3.0	Consent Agenda Planning Commission Minutes: January 28, 1997 City Council Minutes: January 7, 1997 (upon approval by Council)	Motion Needed Information Only
4.0	Public Comment This is an opportunity for the public to comment on any item not on the agenda	
5.0	Public Hearings - None	
6.0	Worksession	
6.1	Video: "Back from the Brink--Saving America's Cities by Design" (American Architecture Foundation.	Review and Discussion
5.2	Basic Components of a Mixed Use Zone (Regional Center Planning Team)	
7.0	Discussion Items	
8.0	Old Business	
8.1	Light Rail Study Update	Information Only Information Only
8.2	2040 Study Update	
9.0	Other Business/Updates	
9.1	Historic Resources Commission Report	Information Only Information Only Review and Comment
9.2	Clackamas Regional Center Area Plan Report (Maggie Dickerson, Clackamas County)	

10.0	Next Meeting - February 25, 1997	

The Milwaukie Planning Commission welcomes your interest in these agenda items. Feel free to come and go as you please.

Milwaukie Planning Commission Statement

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

Public Hearing Procedure

1. Staff Report
2. Correspondence
3. Applicant's presentation
4. Public testimony from others in support of application
5. Comments or questions from interested persons who are neither proponents nor opponents
6. Public testimony from those in opposition to the application
7. Questions from the Planning Commission
8. Rebuttal testimony from Applicant
9. Closing of public hearing
10. Commission discussion/action

The Planning Commission's decision on these matters may be subject to further review or may be appealed to the City Council. For further information, contact the Milwaukie Community Development Department office at 786-7650.

Milwaukie Planning Commission

Michael Smith, Chair
Pat Lent, Vice-Chair
Bryan Cosgrove
Tim Havel
Terry LaRocque

Community Development Department Staff

Maggie Collins, Community Development Director
Dan Pava, Senior Planner
Susan Heiser, Senior Planner
Stacy Lawson, Assistant Planner
Diana Myrvang, Public Involvement Coordinator
Jane Leeson, Public Involvement Coordinator
Jeanne Garst, Office Assistant
Marcia Hamley, Office Assistant
Shirley Richardson, Recording Secretary

*****MEMORANDUM*****

**COMMUNITY DEVELOPMENT DEPARTMENT
FEBRUARY 4, 1997**

TO: PLANNING COMMISSION PACKET RECIPIENTS

FROM: JEANNE GARST, CD OFFICE ASSISTANT

RE: JANUARY 28, 1997 PLANNING COMMISSION MINUTES

The minutes of the last Planning Commission meeting were not available at the time of packet distribution. They will be sent out to you as soon as they are available, which should be by the end of the week. Thank you for your patience in receiving this portion of your packet late.



****MEMORANDUM****
Community Development Department
January 29, 1997

TO: Milwaukie City Council

THRU: Dan Bartlett, City Manager

FROM: *MC* Maggie Collins, Community Development Director

RE: Milwaukie Planning Commission WorkPlan

The Milwaukie Planning Commission voted unanimously at its January 14, 1997 meeting to approve the attached workplan for Calendar Year 1997. They further voted to forward it to the Council for review.

Representatives of the Commission will be happy to attend your review session to provide further information.

Cc: C.D. Staff
Planning Commission

**1997 WORK PLAN
CITY OF MILWAUKIE PLANNING COMMISSION**

OBJECTIVE: Explore ways to enhance neighborhood livability by promoting specific urban design concepts for an "established" city.

- ACTIONS/TASKS:**
1. Establish liaison with neighborhood district Land Use Committees
 2. Work to increase pedestrian access systems
 3. Promote specific urban design concepts (criteria and guidelines)

OBJECTIVE: Develop performance standards that promote desired urban design .

- ACTIONS/TASKS:**
1. Improve the effectiveness of the City's Sign Ordinance
 2. Review and recommend code and ordinance changes

OBJECTIVE: Enhance and protect the City's natural resource base.

- ACTIONS/TASKS:**
1. Assist in implementation of an urban forestry program
 2. Review and comment on water quality issues, such as (a) detention and erosion control measures and (b) stormwater runoff issues
 3. Identify and connect urban greenbelt segments

OBJECTIVE: Assist the City Council in implementing the City's Vision Statement.

- ACTIONS/TASKS:**
1. Continue active participation on the Regional Center Steering Committee
 2. Review the Clackamas Town Center Area Plan on a regular basis
 3. Provide timely input into planning studies such as the North Industrial Land Use Study, the Transportation System Plan, etc.
 4. Serve as chief advisors for the City's Periodic Review Program.