

CITY OF MILWAUKIE
PLANNING COMMISSION MINUTES
TUESDAY, OCTOBER 14, 1997

COMMISSIONERS PRESENT

Michael Smith, Chair
Bryan Cosgrove
Tim Havel
Pat Lent
Chuck Stoudt
Terry LaRocque

STAFF PRESENT

Maggie Collins,
Com. Dev. Dir.
Susan Heiser,
Senior Planner
Shirley Richardson,
Hearings Reporter

COMMISSIONERS ABSENT

None

1.0 CALL TO ORDER

The meeting was called to order at 6:37 p.m.

2.0 PROCEDURAL QUESTIONS

Maggie Collins noted that Staff had presented a stream-lined procedure guide for the conducting of quasi-judicial hearings by the Planning Commission. The Chair will be utilizing this new guide tonight.

3.0 INFORMATION ITEMS

3.1 City Council Minutes -- September 16, 1997

4.0 PLANNING COMMISSION MINUTES -- September 23, 1997

Tim Havel moved to approve the minutes of September 23, 1997, as corrected. **Terry LaRocque** seconded. MOTION CARRIED 5-0 with one abstention. Bryan Cosgrove was not at that meeting.

5.0 PUBLIC COMMENTS -- None.

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6.0 PUBLIC HEARINGS

- 6.1 Applicant: Blazer Homes, Inc.
Property Owner: Geni Figini
Location: South of Lake Road, East of Oatfield Road
Proposal: Continuation of 9/9/97 hearing for approval to create a six-lot subdivision
File Number: S-97-01

Chair Smith re-opened the public hearing on File Number S-97-01, an action to allow for the creation of a six-lot subdivision. The Application must be consistent with the City of Milwaukie Zoning Ordinance and Comprehensive Plan. The criteria to be addressed are found in Section 17.16.090 of the Milwaukie Zoning Ordinance.

Chair Smith asked if there were any conflicts of interest or ex-parte contacts to declare. There were none. He asked if any member of the Planning Commission visited the site; six hands were raised. No one who visited the site spoke to anyone at the site or noted anything different from what is indicated in the Staff Report. No one in the audience challenged the impartiality of any Commission member or the jurisdiction of the Planning Commission to hear this matter.

STAFF REPORT

Susan Heiser reviewed the Staff Report with the Commission. The Applicant has requested approval of a zoning map amendment and a preliminary plat approval for a six-lot subdivision. The rezoning and subdivision request were reviewed at the September 9th Planning Commission hearing, and at that time it was decided to forward the zoning map amendment to City Council. That request will be heard at the City Council's October 21st meeting.

The Commission also decided to continue the subdivision request to allow the Applicant an opportunity to address questions regarding traffic management and the lack of on-site parking.

The Applicant has submitted a traffic study prepared by Lancaster Engineering. It states that low volumes of traffic generated by the subdivision would not cause operational problems on Lake Road. Also included in the study are traffic counts for Lake Road and queuing information for traffic turning left onto Oatfield Road. The study found that during peak evening traffic, this intersection could be blocked 6 times for 10-40 seconds before a turning movement could be made. Northbound traffic entering Lake Road from this development will operate at a

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level of service of B in the morning and a level of service of C in the evening. This is well within acceptable service levels.

Several alternative traffic control methods are also reviewed in the study for this intersection. These include a four-way stop, a traffic circle or other device, restricting access onto Lake Road to right-turn only, and providing a connection from Guilford Road from the east. The study concludes that these alternatives are not warranted because the proposed two-way stop at this intersection will not result in operational problems and will produce an adequate level of service. Staff recommends that the Planning Commission accept the findings of the traffic study.

The Applicant believes that they have adequately addressed the City's parking requirements by providing parking spaces that are required by the Zoning Code. At the September 9th hearing, the Applicant indicated that they propose to provide 4 on-site parking spaces for each residence; two in the garage and two in the driveway. Additional on-street parking can be provided if the sidewalk along the east side of 35th Court could be removed and replaced with parking.

As an alternative design, the City Engineer and Planning Staff suggested that the sidewalk be maintained on the east side and be removed from the west side. The fire turn lane could be moved over 10 feet to provide parking on the east side. This would allow for 4 on-street parking spaces. The locations of driveways on the lots would need to be restricted to ensure there is ample curb space for vehicle parking. The fire turn around would still need to be marked, "No Parking." This proposal has been approved by the Fire Marshall.

Additional comments were received this morning from the Lake Road Land Use Committee. These comments have been forwarded to the Applicant's Engineer for clarification and both the Land Use Committee's comments and the responses to those comments have been submitted to the Commissioners for review.

The City Engineer has reviewed both documents and finds that he is in agreement with Mr. Lancaster's assumptions and findings in the traffic study. There are no other issues with this proposal.

Staff feels the Application demonstrates the project's compliance with the necessary subdivision and zoning criteria. Staff recommends approval of S-97-01.

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QUESTIONS FROM THE COMMISSIONERS

Tim Havel noted that on Exhibit #1, the reference was miscited as Exhibit #2.

Tim Havel asked for clarification on the levels of service as indicated in the traffic report. **Susan Heiser** stated that Mr. Lancaster was present tonight to answer questions about the traffic report.

Tim Havel noted that Sue Trotter voiced concerns as to whether the traffic calculations took into consideration the traffic coming onto Lake Road from Oatfield Road (freedom of taking a right-hand turn on the red light). **Susan Heiser** stated that she has talked with the traffic engineers about these issues and they indicated that the report did consider free right-hand turns at that corner.

Terry LaRocque asked if the proposed Lake Road Multimodal Connections Plan standard for 300 feet between access points has been met? **Susan Heiser** stated that this standard is required "when feasible." The Planning Commission needs to make the finding that in this case it is not feasible. **Mr. LaRocque** noted that the proposed distance for this Application is 265 feet between access points and could require a 10% variance from the standard.

Charles Stoudt asked if the proposed design change had been reviewed by the South Metro Fire Marshall's Office? **Susan Heiser** stated that it had been reviewed and found to have the same dimensions as the previous turn-around. There were no other concerns.

Charles Stoudt asked if there were any other traffic studies done on Lake Road? **Susan Heiser** stated that the only other traffic information about Lake Road are traffic counts done as part of the Lake Road Multimodal Plan. They are not peak hour counts, they are daily average traffic.

Pat Lent asked how far this application is into the 120 day clock rule? **Susan Heiser** stated that the time limit would not be up until December. It was suggested that Staff provide clock information in the Staff Report.

CORRESPONDENCE -- None.

APPLICANT PRESENTATION

Speaking: Ken Sandblast, Compass Engineering, 6564 SE Lake Road, Milwaukie

Mr. Sandblast stated that he is representing the Applicant, Blazer Homes. He complimented Staff on a very good job of summarizing the issues. As a result of the concerns raised about the access onto Lake Road and on-site parking issues, Exhibit #3, Traffic Study by Lancaster Engineering, has been completed. Exhibit #4, Striping Plan, is also a result of the concerns raised. This gives everyone an idea where the existing pavement is on the north side of Lake Road and along the south side of Lake Road. This Exhibit represents current pavement and striping configuration.

Mr. Sandblast stated that he did get the memo from the Lake Road Land Use Neighborhood Association and has responded to the issues. The Applicant has contacted the Fire Marshall for review of the turn-around and the proposed turn around plan has been approved for construction.

The on-site parking requirements are satisfied as proposed. Staff's recommendation for on-site parking and the original proposal are both acceptable configurations for the Applicant. The Planning Commission may choose which alternative is most acceptable.

QUESTIONS FROM THE COMMISSIONERS

Terry LaRocque noted that there is a jog in the road along the western lots. It tapers back on the south end to a different right-of-way width. Will this road be widened at some point or if the City has no use for this right-of-way could this access land be considered for vacation to the applicant? **Mr. Sandblast** stated that in the original subdivision configuration, the right-of-way matched the one to the west. Because of this, the plat was revised to match what the dimensions are now. The reason this road tapers back is because Staff did not see the need to take any additional right-of-way (more than 60 feet) after that point. These jogs in the road do not interfere with the Applicant meeting the requirements of the Lake Road Multimodal Plan.

Speaking: Tom Lancaster, Principal, Lancaster Engineering, Union Station, Portland

Mr. Lancaster stated that level of service is a measurement of congestion and delay at an intersection. Based on delay of traffic, the traffic is rated A-F; A is a short delay and F is the longest delay. With Lake Road and 35th, the delay on

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Lake Road is not calculated (this is free-flowing traffic). The delay is calculated from the side street (35th Avenue), on the north and south as motorists try to enter and turn left or right onto Lake Road. The calculated level of service at this intersection is B in the morning and C in the evening.

Pat Lent asked if these calculations are different for a left-hand turn and a right-hand turn? **Mr. Lancaster** explained that it does make a difference. In this case, on 35th Court, there is only one lane. All of the traffic is calculated in that lane, percentages are taken of the right turns and the left turns, and based on those percentages and volumes an overall average delay is figured on this single lane. An individual car making a right turn will have less delay than a car making a left turn.

Chair Smith asked what was an acceptable level of service? **Mr. Lancaster** stated that most cities and counties look for a level of service D or better for a signalized intersection.

Charles Stoudt asked Mr. Lancaster to point out the level D service area. **Mr. Lancaster** pointed out the area on the map.

Pat Lent asked if the figures on Page 3 include utility vehicles, garbage trucks, delivery trucks, etc. **Mr. Lancaster** stated that all the vehicles going in and out of a subdivision are included and that figure is divided by the number of houses in a subdivision. This volume number includes everything.

TESTIMONY IN FAVOR -- None.

QUESTIONS OR COMMENTS -- None.

TESTIMONY IN OPPOSITION -- None.

ADDITIONAL COMMENTS FROM STAFF -- None.

QUESTIONS FOR CLARIFICATIONS

Terry LaRocque asked what classification of road was Lake Road? **Susan Heiser** stated that it was an arterial road.

Charles Stoudt noted that the Lake Road Multimodal Study indicates that the Lake Road/Oatfield area's level of service is D and is projected to E at the year

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2015. He asked why this is inconsistent with the numbers being used now? **Mr. Lancaster** indicated that the LOS he is presenting is only for the 35th Court and Lake Road intersection. City Engineer, **Jim Brink**, stated that the Lake Road and Oatfield intersection is listed as a level D and projected to E for the year 2015 in the Transportation System Plan. The Plan also proposes that a continuous right-turn lane be developed as a capital improvement project in order to assist in solving the flow problems. This is a separate project, a Multimodal improvement, and does not affect this Application.

DELIBERATION AMONG COMMISSIONERS

Chair Smith closed the public portion of the hearing and opened the meeting to discussion among the Commissioners.

Bryan Cosgrove stated that he was not in favor of eliminating the sidewalk on the west side. **Susan Heiser** pointed out the proposed sidewalk and alternative configuration.

Terry LaRocque stated that he is in favor of parking in lieu of the sidewalks. There needs to be on-street parking for this development. He stated that he will be voting in favor, but he does not like this development. This is a private street coming off a arterial, and it is poor planning. He realizes that the Applicant's options for development are limited, but he would not like to see this type of development continue. He stated he is very concerned that there will be many accidents and possible fatalities there.

Pat Lent does not like the idea of giving up sidewalk for cars. She too, feels the access point is a dangerous and hazardous situation.

Tim Havel stated he would not like to take away a walkers refuge, just because of poor development planning. He would be comfortable with putting the sidewalks in, knowing that people probably will be parking on the street anyway.

Charles Stoudt stated that he feels he is forced to chose between pedestrian or on-street parking needs. This is not a good situation. He hopes in the long-run, alternative mechanisms for transportation will be effective in reducing reliance on on-street parking. He would like to see consideration given to a third alternative that would give utilization of both the need for pedestrian use and on-street parking.

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Bryan Cosgrove stated that the applicant has met the criteria. He feels that every development project should require sidewalks. He is not in favor of eliminating sidewalks on one side of the street.

Michael Smith stated that he is in favor of the no-sidewalk in lieu of on-street parking alternative. He will be voting in favor.

Bryan Cosgrove moved to eliminate condition #10 from File Number S-97-01. **Tim Havel** seconded. MOTION FAILED 3-3. Charles Stoudt, Michael Smith, and Terry LaRocque were in opposition. Motion failed due to lack of majority.

Bryan Cosgrove moved to approve S-97-01 based on the findings in the Supplemental Staff Report and subject to the conditions contained in Exhibit 1. **Terry LaRocque** Seconded.

Pat Lent wanted on record that she approved of the subdivision because of the need for infill, but she is in opposition of this development design because of Condition #10.

MOTION CARRIED 5-1; Tim Havel was in opposition.

5.2 Applicant: North Clackamas Parks and Recreation District
 Property Owner: City of Milwaukie
 Location: SE 40th and Harvey Streets
 Proposal: Community Service Overlay and Comprehensive Plan
 Amendment for park facilities at Water Tower Park
 File Numbers: CSO-97-06 and CPA-97-04

Chair Smith opened the public hearing on File Number CSO-97-06 and CPA-97-04, an action to improve the existing park facilities at the Water Tower Park. The Application must be consistent with the City of Milwaukie Zoning Ordinance and Comprehensive Plan. The criteria to be addressed are found in Section 101.3, and 321.10 of the Zoning Ordinance.

Chair Smith asked if there were any conflicts of interest or ex-parte contacts to declare. There were none. He asked if any member of the Planning Commission visited the site; three hands were raised. No one who visited the site spoke to anyone at the site or noted anything different from what is indicated in the Staff

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Report. No one in the audience challenged the impartiality of any Commission member or the jurisdiction of the Planning Commission to hear this matter.

STAFF REPORT

Susan Heiser reviewed the Staff Report with the Commission. The Water Tower Park is an .96 acre neighborhood park located at the north-east corner of SE 40th Avenue and Harvey Street. It is in the Ardenwald Neighborhood District. The site is surrounded on the north, east, and west by single-family residences. The site is currently developed with a small play area and aging concrete walkway, and dominated by the City water tower. A concrete platform exists in the south-west corner of the site.

The Community Service Overlay zone provides for the review of various types of public and private facilities. The Staff Report outlines the Plan's compliance with the Zoning Code. In addition to the Community Service Overlay proposal, City staff is also requesting that the Planning Commission decide to amend the City's Comprehensive Plan by recommending adoption of the Water Tower Park Master Plan as an ancillary document.

The Ardenwald Neighborhood Association provided comments and recommend approval of this Application. The City Fire Marshall and City Engineer have reviewed the Application and have recommended approval.

The Park is also a well site. Because of this, there are use restrictions that must be maintained; water protection codes prohibit pets within 100 feet of the wells and require that no pesticides or herbicides be used at the site. These restrictions have been included as Condition #4.

Staff has found that the Water Tower Park Master Plan meets the criteria for Community Service Overlay and Comprehensive Plan Amendment approval.

QUESTIONS FROM THE COMMISSIONERS

Tim Havel asked that Staff review the exhibits for reference consistency within the report.

Pat Lent voiced concerned about the removal of trees on the site. She asked if the apple trees were being removed because of the maintenance involved with the fruit? **Susan Heiser** stated that the fruit from these trees cause a litter problem.

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Pat Lent asked for more information about what type of bicycle parking is proposed? **Susan Heiser** stated that whatever is provided will have to comply with the zoning codes.

Charles Stoudt asked if this is the place with radio towers? He voiced concern about an access road that was required for the radio towers and whether the landscaping for this road would be consistent with the Park District's landscaping. **Susan Heiser** stated that there is an agreement with the Parks and Recreation District to do the landscaping portion in compliance with the conditions of approval in the antenna application.

CORRESPONDENCE -- None.

APPLICANT PRESENTATION

Speaking: Dianne Campbell, North Clackamas Parks and Recreation District

The Water Tower Master Plan process began last March. There were three meetings; two of which were held in conjunction with Ardenwald and Lewelling Neighborhood Associations. Their input was incorporated and three concepts were created. The plan chosen by the citizens was shown to the Commissioners.

There are no sidewalks on Harvey or 40th. There are concrete blocks that extend to the water tower and down to the play area. The proposed improvements include:

- Replacement and realignment of the existing on-site walkway and demolition of the concrete structure at the south-west corner of the site
- Planting of vegetation around the existing utility cabinet
- Construction of sidewalks on Harvey Street to the water tower and back out to 40th Avenue (Skateboard and Roller-blade usage on sidewalks)
- Installation of picnic tables, bike racks, and benches
- Creation of a new play structure that incorporates a tot-lot and an area for older children (elementary school ages)
- Creation of a basketball area under the water tower
- Removal of apple trees on the eastern border of the site and replacement of the trees with columnar maples (2.5 inch caliper)
- Installation of underground irrigation and a drinking fountain

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Ms. Campbell stated that there are two main reasons for removal of the apple trees. One, it is a nuisance when there are apples everywhere, and two, apples attract bees. It is not good when you have bees swarming and there are children around.

QUESTIONS FROM THE COMMISSIONERS

Pat Lent asked if there would be restroom areas at the park? **Ms. Campbell** stated that this is a neighborhood park. It is designed for neighbors to walk to the park, stay for a while and go home. Chemical toilets will be provided June through August if the park is chosen as part of a parks program site.

Pat Lent asked if there will be restrictions for skateboarders and roller-bladers. **Ms. Campbell** said skateboarding and roller-blading is allowed.

Pat Lent asked for clarification on the type of bicycle racks that will be provided. **Ms. Campbell** stated that four racks are proposed, there can be as many as the Planning Commission wants. The type of rack will be dictated by compliance with the City's zoning codes.

Pat Lent asked if the apple trees were in good condition and if they could be replanted elsewhere? **Ms. Campbell** stated that the trees are very large and it would be difficult to replant them.

Terry LaRocque stated that he really liked the park design; he asked if this was a Thom Kaffun design? **Ms. Campbell** said yes.

Tim Havel stated that he also likes the design. He asked if there had been consideration about putting pads around the center columns in the play area? **Ms. Campbell** stated that consideration has been given to putting padding around the diagonal arms and the columns to cushion any contact with them.

Charles Stoudt asked if there will be waste receptacles in the park? **Ms. Campbell** stated that waste receptacles will be provided.

Bryan Cosgrove asked what the national standard is for a neighborhood park? **Ms. Campbell** stated that they are typically between 1-5 acres. This one is on the smaller side.

Pat Lent asked if the new trees will be replaced in the same location of the removed trees? She quoted from Condition #1, "...These trees shall be replaced with an equal number of new trees, (Columnar Maples - 2 1/2 inch caliper), which may be located elsewhere on the site..." **Ms Campbell** stated that the trees will be replaced as close to the same location as possible and will provide shade for the area.

TESTIMONY IN FAVOR -- None.

QUESTIONS OR COMMENTS -- None.

TESTIMONY IN OPPOSITION -- None.

ADDITIONAL COMMENTS FROM STAFF -- None.

QUESTIONS FOR CLARIFICATIONS -- None.

REBUTTAL TESTIMONY FROM APPLICANT -- None.

DELIBERATION AMONG COMMISSIONERS

Chair Smith closed the public portion of the hearing and opened the meeting to discussion among the Commissioners.

Tim Havel suggested adding a Condition #7, "The Applicant shall investigate safety devices for the water tower columns; such devices may include padding, painting, or other features as necessary to meet City requirements."

It was suggested that Condition #1 be amended to eliminate the end of the second sentence; "...These trees shall be replaced with an equal number of new trees, (Columnar Maples - 2 1/2 inch caliper).

Tim Havel moved to approve CSO-97-06 for the Water Tower Park Master Plan improvements based on the findings and subject to the amended conditions in the Staff Report. **Terry LaRocque** seconded. MOTION CARRIED 6-0.

Bryan Cosgrove moved to recommend to City Council for the adoption of the Water Tower Master Plan as an ancillary document to the Milwaukie Comprehensive Plan. **Tim Havel** seconded. MOTION CARRIED 6-0.

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- 6.3 Applicant: City of Milwaukie
Property Owner: N/A
Location: N/A
Proposal: A Comprehensive Plan Amendment to adopt the Regional Center Master Plan as an ancillary document to the Comprehensive Plan.
File Number: CPA-97-01

Chair Smith opened the public hearing on File Number CPA-97-01, an action to approve the final draft Regional Center Master Plan and to recommend that the adoption of the Plan as an Ancillary Document to the Milwaukie Comprehensive Plan.

Maggie Collins reported that Staff is requesting continuation of this hearing until the October 28, 1997, meeting. She asked that the memo dated October 14, 1997, that was submitted to each of the Commissioners this evening be entered into the record. This memo is a correction to one of the illustrations in the October 1997 draft Regional Center Master Plan. The illustration for Figure 9 is incorrect; the illustration replaces the one in the document. The final version of the illustration will be incorporated in the Regional Center Master Plan draft presented at the October 28th Planning Commission meeting.

Terry LaRocque moved to continue the hearing for File Number CPA-97-01 to October 28, 1997. **Bryan Cosgrove** seconded. MOTION CARRIED 6-0.

7.0 WORKSESSIONS -- None.

8.0 DISCUSSION ITEMS

Public Service Building Exit. **Terry LaRocque** asked if there had been any progress on his question about the safety of the wall along Monroe Street as you exit the site. **Maggie Collins** stated that an investigation has been started by the Police Department and Public Works Department. A full report will be submitted as soon as the investigation is done.

Thomason Signs. **Charles Stoudt** asked about the Thomason signs and code enforcement and whether there was zoning related to balloons. The balloons are creating a danger to the adjacent habitat and causing a nuisance. **Maggie Collins**

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actions that the City could do rests with the City Manager and City Council. There will be a discussion of options on this issue within the next couple of months and Council action will be taken at that time. Staff will come back with a report.

Sandwich Signs. Pat Lent asked about the compliance of a copy machine repair company off Monroe that has a large sandwich sign on a wall. Maggie Collins stated that staff will investigate the sign and report back to the Commission.

9.0 OLD BUSINESS

9.1 Light Rail Study Update -- No Report

10.0 OTHER BUSINESS

10.1 **Transit Choices for Livability Program Presentation**

Speaking: Jan Shearer, Tri-Met, 710 NE Holiday, Portland 97232

A year ago, Tri-Met launched an outreach and planning effort to involve citizens in preparing a plan for transit expansion over the next ten years. Transit choices for Livability (TCL) gives the public an opportunity to design and shape transit service in their own community. Tri-Met has set aside funds to try to change the way they do business.

Tri-Met's service in the past years has been basically directed to the downtown Portland area. Buses gather riders in the outlying areas and are sent to downtown. If you needed to go to another suburb, you have to go downtown and go back out. This has proven to be very inefficient; this is not the way that the region wants to have their transit needs met. There needs to be more service in the outlying areas, service between suburbs, and other alternatives to automobile use.

The first transit choice areas were Beaverton, Hillsboro, Oregon City, and Gresham. Out of the area meetings, a proposal for a different kind of service was drawn up. The region had agreed to what would be the priority. Oregon City asked for additional amenities to increase ridership; Beaverton wanted some sort of shuttle service for the large employers; and Gresham wanted regular service extended to light rail.

The remaining 18 jurisdictions are now wanting to be included in this process. A Phase II has been added to the experiment. The 18 jurisdictions have been

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divided into four quadrants: NE Cluster (Fairview, Wood Village, Troutdale, Gateway, Gresham); SW Cluster (Tigard, Tualatin, Sherwood, Durham, King City, Lake Oswego, West Linn, Beaverton); SE Cluster (Milwaukie, Johnson City, Gladstone, Clackamas Town Center, Happy Valley, Oregon City, unincorporated Clackamas County) and NW Cluster (Forest Grove, Cornelius, Hillsboro, unincorporated Washington Co.).

She encouraged the City to make their voices heard through the SE Cluster meeting. Citizens are being asked to help design transit service that fits the future of their local community and the region. Tri- Met will offer planning tools and options from which to choose, including innovative new ways to deliver transit service. The planning effort will be accomplished through community workshops and other services guided by a 30-member regional advisory committee. The representatives for the SE Cluster are Mayor Jill Thorn, West Linn; Mayor Craig Lomnicki, Milwaukie; Dr. Mike Nichols, Lake Oswego; Denny DeSoto, North Clackamas Chamber Executive Director; Paul Koch, Oregon City; Mike West, North Clackamas Citizens Activists; and Alice Nealy, City of Milwaukie.

Jan Shearer noted that if the Commissioners knew of anyone who needs additional service, wants a change in service; or has suggestions for service, please have them visit one of these Cluster meetings and participate.

The three phases include: Phase I (Defining the choices -- September 1996-May 1997); Phase II (Strategy for the Future -- September 1997 - March 1998); and Phase III (Strategy Adoption -- May 1998). Local jurisdictions point to the need for transit expansion to meet Metro 2040 growth management strategies. Tri-Met will have ongoing discussions with the local governments, as well as business and community leaders, to define the type of service necessary to help preserve the region's livability.

10.2 **Historic Resources Commission Report** -- No Report

10.3 **Clackamas Regional Center Area Plan Report** -- No Report

10.4 **Community Development Department Report**

Position Changes. **Maggie Collins** informed the Commissioners that Stacy Lawson resigned; Friday was her last day. She has taken a planning position in California. The City is currently recruiting for an Assistant Planner.

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Planning Commission Training -- **Maggie Collins** reminded the Commissioners of the Planning Commission Training scheduled for Monday, November 10, 1997. The City is inviting the planning commissioners of Oregon City and Happy Valley to join in this training. The dinner meeting will be held at the Public Safety Building at 6:00 p.m. **Pat Lent** noted that she will not be able to attend that meeting, but would appreciate a set of materials if they are available.

11.0 Next Meeting -- October 28, 1997

11.1 CPA-97-03/ZA-97-03/ZC-97-03 -- Regional Center Implementation Phase I

11.2 CSO-97-09/TPR-97-10 -- Providence Milwaukie Hospital

Terry LaRocque moved to adjourn the meeting of October 14, 1997. **Bryan Cosgrove** seconded. MOTION PASSED UNANIMOUSLY. The meeting adjourned at 9:15 p.m.



Michael Smith, Chair

Shirley Richardson, Hearings Reporter

AGENDA
MILWAUKIE PLANNING COMMISSION
 Milwaukie City Hall, 10722 SE Main
 Tuesday, October 14, 1997
 6:30 pm

		ACTION REQUIRED
1.0	Call to Order	
2.0	Procedural Questions	
3.0	Information Items City Council Minutes: September 16, 1997 (upon approval by Council)	Information Only
4.0	Planning Commission Minutes: September 23, 1997	Motion Needed
5.0	Public Comment This is an opportunity for the public to comment on any item not on the agenda	
6.0	Public Hearings	
6.1	Applicant: Blazer Homes Property Owner: Geni Figini Location: South of Lake Road, East of Oatfield Road Proposal: Continuation of 9/9/97 hearing for approval to create a six-lot Subdivision File Number: S-97-01	Discussion and Motion Needed
6.2	Applicant: North Clackamas Parks and Recreation District Property Owner: City of Milwaukie Location: SE 40 th and Harvey Streets Proposal: Community Service Overlay and Comprehensive Plan Amendment for park facilities at Water Tower Park File Numbers: CSO-97-06/CPA-9704	Discussion and Motion Needed
6.3	Applicant: City of Milwaukie Property Owner: N/A Location: N/A Proposal: A Comprehensive Plan Amendment to adopt the Regional Center Master Plan as an ancillary document to the Comprehensive Plan File Number: CPA-97-01	Discussion and Motion Needed
7.0	Worksession - None	
8.0	Discussion Items	Review and Decision
9.0	Old Business	
9.1	Light Rail Study Update	Information Only
10.0	Other Business/Updates	
10.1	Transit Choices for Livability Program Presentation - Jan Shearer	Information Only
10.2	Historic Resources Commission Report	Information Only
10.3	Clackamas Regional Center Area Plan Report	Information Only

11.0	Next Meeting - October 28, 1997	
11.1	CPA-97-03/ZA-97-03/ZC-97-03 - Regional Center Implementation Phase I Public Hearing	
11.2	CSO-97-09/TPR-97-10 - Providence Milwaukie Hospital Public Hearing	

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.** EACH HEARING STARTS WITH A BRIEF REVIEW OF THE STAFF REPORT BY STAFF. THE REPORT LISTS THE CRITERIA FOR THE LAND USE ACTION BEING CONSIDERED, AS WELL AS A RECOMMENDED DECISION WITH REASONS FOR THAT RECOMMENDATION.
2. **CORRESPONDENCE.** THE STAFF REPORT IS FOLLOWED BY ANY VERBAL OR WRITTEN CORRESPONDENCE WHICH HAS BEEN RECEIVED SINCE THE COMMISSION WAS PRESENTED WITH ITS PACKETS.
3. **APPLICANT'S PRESENTATION.** WE WILL THEN HAVE THE APPLICANT MAKE A PRESENTATION, FOLLOWED BY:
4. **PUBLIC TESTIMONY IN SUPPORT.** TESTIMONY FROM THOSE IN FAVOR OF THE APPLICATION.
5. **COMMENTS OR QUESTIONS.** COMMENTS OR QUESTIONS FROM INTERESTED PERSONS WHO ARE NEITHER IN FAVOR NOR OPPOSED TO THE APPLICATION.
6. **PUBLIC TESTIMONY IN OPPOSITION.** WE WILL THEN TAKE TESTIMONY FROM THOSE IN OPPOSITION TO THE APPLICATION.
7. **QUESTIONS FROM COMMISSIONERS.** WHEN YOU TESTIFY, WE WILL ASK YOU TO COME TO THE FRONT PODIUM AND GIVE YOUR NAME AND ADDRESS FOR THE RECORDED MINUTES. PLEASE REMAIN AT THE PODIUM UNTIL THE CHAIR PERSON HAS ASKED IF THERE ARE ANY QUESTIONS FOR YOU FROM THE COMMISSIONERS.
8. **REBUTTAL TESTIMONY FROM APPLICANT.** AFTER ALL TESTIMONY, WE WILL TAKE REBUTTAL TESTIMONY FROM THE APPLICANT.
9. **CLOSING OF PUBLIC HEARING.** THE CHAIR PERSON WILL CLOSE THE PUBLIC PORTION OF THE HEARING. WE WILL THEN ENTER INTO DELIBERATION AMONG THE PLANNING COMMISSIONERS. FROM THIS POINT IN THE HEARING WE WILL NOT RECEIVE ANY ADDITIONAL TESTIMONY FROM THE AUDIENCE, BUT WE MAY ASK QUESTIONS OF ANYONE WHO HAS TESTIFIED.
10. **COMMISSION DISCUSSION/ACTION.** IT IS OUR INTENTION TO MAKE A DECISION THIS EVENING ON EACH ISSUE BEFORE US. DECISIONS OF THE PLANNING COMMISSION MAY BE APPEALED TO THE CITY COUNCIL. IF YOU DESIRE TO APPEAL A DECISION, PLEASE CONTACT THE COMMUNITY DEVELOPMENT DEPARTMENT DURING NORMAL OFFICE HOURS FOR INFORMATION ON THE PROCEDURES AND FEES INVOLVED.

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
Bryan Cosgrove
Tim Havel
Terry LaRocque
Pat Lent, Vice-Chair
Charles Stoudt

Community Development Department Staff:

Maggie Collins, Community Development Director
Dan Pava, Senior Planner
Susan Heiser, Senior Planner
Jeanne Garst, Office Assistant
Marcia Hamley, Office Assistant
Shirley Richardson, Hearings Reporter

CITY OF MILWAUKIE
COMMUNITY DEVELOPMENT DEPARTMENT
SUPPLEMENTAL STAFF REPORT

Date: October 7, 1997
File Nos.: S 97-01

Application: Preliminary Plat Approval for Lake Road Estates - a 6 lot
Subdivision.

Applicant: Blazer Homes

Property Owner: Geni Figini

Location: South side of SE Lake Road, Milwaukie, OR 97222
Tax Lots 1400 & 1600 of Tax Map 1 1E 36 DC (See Exhibit 2)

PROPOSAL:

The applicant has requested a Zoning Map Amendment to rezone a 1.18 acre site from R-10 (10,000 sq. ft. minimum lot size) to R-7 (7,000 sq. ft. minimum lot size) and for Preliminary Plat approval for a six lot subdivision in the R-7 District.

RECOMMENDATION:

That the Planning Commission approve S 97-01, based on the staff report findings and subject to the conditions contained in Exhibit 1.

BACKGROUND:

This proposal was first considered by the Planning Commission at their September 9, 1997 public hearing. At that meeting, the Commission decided to forward the Zoning Map Amendment request to the City Council with a recommendation of approval. This request is scheduled for the October 21, 1997 City Council hearing.

The Commission also decided to continue the Subdivision request to the October 14th hearing in order to allow the applicant an opportunity to address the Commission's questions regarding traffic management and the lack of off-site parking.

DISCUSSION:

At the September 9, 1997 hearing, the Planning Commission raised concerns regarding potential safety hazards for traffic trying to access 35th Court from Lake Road and vice versa. Additionally, the Commission felt that the Fire Department requirement, for no on-street parking, had not been properly considered and mitigated in terms of the need for additional parking for these homes. As requested by the Commission, the applicant has provided information to address these issues.

Traffic Management

The applicant has submitted a Traffic Study, dated September 30, 1997 and prepared by Lancaster Engineering, for consideration (Exhibit 3). This study has been reviewed by the City Civil Engineer and found to be acceptable (Exhibit 5). The study states that the low volume of traffic generated by this subdivision would not cause operational problems on Lake Road. The study contains traffic counts for Lake Road and queuing information for traffic turning left on to Oatfield Road. It indicates that during peak evening traffic, this intersection was blocked six times for ten to 40 seconds. This would cause an approximate 40 second delay for cars waiting to turn left from the subdivision on to Lake Road. This delay would be infrequent given that there is a four percent (4 %) chance that a car would attempt to make this maneuver during the time when the intersection is blocked. The study also estimates that northbound traffic entering Lake Road from this development will operate at a level of service B in the morning and level of service C in the evening. This is well within acceptable service levels.

Additionally, the traffic study reviews several alternative traffic control methods for the intersection. These include a four-way stop, a traffic circle or other device, restricting access on to Lake Road to right turns only, and providing a connection from Guilford Drive to the east. The study concludes that these alternatives are not warranted because the proposed two-way stop at this intersection will not result in operational problems and would produce an adequate level of service. This is primarily due to the low volume of traffic generated by this project. Staff recommends that the Planning Commission accept the findings of this traffic study.

Parking Mitigation

The applicant has provided their response to the Planning Commissions concerns regarding the need to provide additional subdivision parking (Exhibit 4). The applicant believes that they have adequately addressed the City's parking requirements by providing the two off-street parking spaces required by Zoning Code Section 503.3(A)(1). At the September 9, 1997 hearing, the applicant indicated that they intend

to provide four on-site parking spaces for each lot, two in the garage and two in the driveway.

In addition to their proposal, the applicant suggests that on-street parking could be provided if the sidewalk along the east side of 35th Court could be removed and replaced with parking. In reviewing this proposal, the City Civil Engineer has made an alternative recommendation (Exhibit 5). This alternative recommends widening the street from 24 feet to 32 feet in width and providing sidewalk only on the east side of 35th Court. This would allow for 3 to 4 on street parking spaces. The locations of the driveways on the lots would need to be restricted in order to ensure that there is ample curb space for vehicle parking. Additionally, fire turn around would still be marked for "No Parking." Staff's preferred alternative is pictured in Exhibit 6. This alternative has been included as recommended condition of approval No. 10 (Exhibit 1).

CONCLUSION:

The applicant has provided information for Planning Commission consideration regarding the outstanding issues identified at the September 9, 1997 public hearing. Staff analysis of this proposal is detailed in the staff report dated August 28, 1997 and further reviewed herein. Staff recommends that the Planning Commission approve Subdivision S-97-01, to allow 6 lots, based on the following findings and the conditions of approval contained in Exhibit 1.

FINDINGS FOR SUBDIVISION S-97-01

1. The Applicant is proposing a 6 lot subdivision on property zoned R-7 (Exhibit 3). This subdivision will include lots ranging in size from 7,054 to 9,308 square feet in area. The surrounding area is residential in character and is zoned R-10, R-7 and R-5.
2. The proposed Subdivision is consistent with Land Use Objective 4, Policies of Milwaukie's Comprehensive Plan, in that it maintains the single family scale of surrounding development.
3. The proposed Subdivision is consistent with the Lake Road Multimodal Connections Plans standards for access management and pedestrian connections. The project also complies with the requirement for 300 feet between assess points to the extent feasible.

CITY OF MILWAUKIE COMMUNITY DEVELOPMENT DEPARTMENT

STAFF REPORT - Blazer Homes S 97-01

October 7, 1997

Page 4

4. The proposed lots will meet all the requirements of the R-7 (Single Family Residential, 7,000 Square Foot Minimum) Zoning District including standards for width, depth, area and setbacks.
5. The preliminary plat (Exhibit 3) meets all of the submission requirements of Section 17.16 of the Subdivision Ordinance.
6. Section 1303.3 (Solar Design Standards) of the City Zoning Ordinance requires that 80% of the lots in a new development be solar oriented (north/south orientation of lots). Of the six lots proposed, four have a north-south orientation. The other two lots are approximately 65 x 92 feet and are large enough to so that building construction can take advantage of solar access.
7. Subdivision S 97-01 requires review through a Minor Quasi-Judicial process as per Section 17.16.090 of the City's Subdivision Ordinance. This section refers to the process described in Section 1011.3 of the City's Zoning Ordinance. Public Notice has been issued in accordance with the provisions of Section 1011.3.
8. Deed restrictions have not been proposed. If any are intended they must be submitted for staff review prior to final plat approval.

EXHIBITS:

1. Recommended Conditions of Approval
2. Tentative Subdivision Plat Map
3. Traffic Study by Lancaster Engineering - September 30, 1997
4. Applicant's Supplemental Application Materials - October 3, 1997
5. Civil Engineer Memo - October 3, 1997
6. Parking Plan Alternative

EXHIBIT 1

CONDITIONS OF APPROVAL FOR S 97-01:

COMMUNITY DEVELOPMENT

1. Subdivision approval is effective only upon final approval of ZC 97-01.
2. Lot configuration shall be as indicated on Exhibit 3. The final plat shall identify that Lots 1, 2 and 6 be prohibited from having driveway access on Lake Road.
3. Submittal of the final plat shall follow all requirements of Section 17.20 of the City Subdivision Ordinance. The final plat submittal shall include timelines and plans for construction and completion of required improvements. This submittal must occur within one year of this preliminary plat approval.
4. If deed restrictions are proposed, they must be provided to City staff for review, prior to final plat approval.

PUBLIC WORKS

5. Public street improvements will be required along the entire frontage of Lake Road in accordance with the provisions of the Lake Road Multimodal Connection Plan. Improvements shall include curb and gutter, sidewalk, storm drainage and appurtenances.
6. Access to all lots within the subdivision shall be from the new street (35th Court). No access shall be permitted directly from Lake Road.
7. The applicant shall be required to extend sewer, water and storm drainage services to serve the site. The applicant will be required to obtain a 10 foot wide easement over an adjacent property to connect required storm drains in 35th Court with the storm drainage facility with in Guilford Court or Oatfield Road. This easement must be deeded to the City for installation and maintenance purposes.
8. All utilities must be installed underground. Full construction plan, including an erosion control plan and grading plan, must be submitted to the City of Milwaukie Engineering Department for review and approval prior to commencing any subdivision improvements. Erosion control measures must be in place before disturbing any ground.

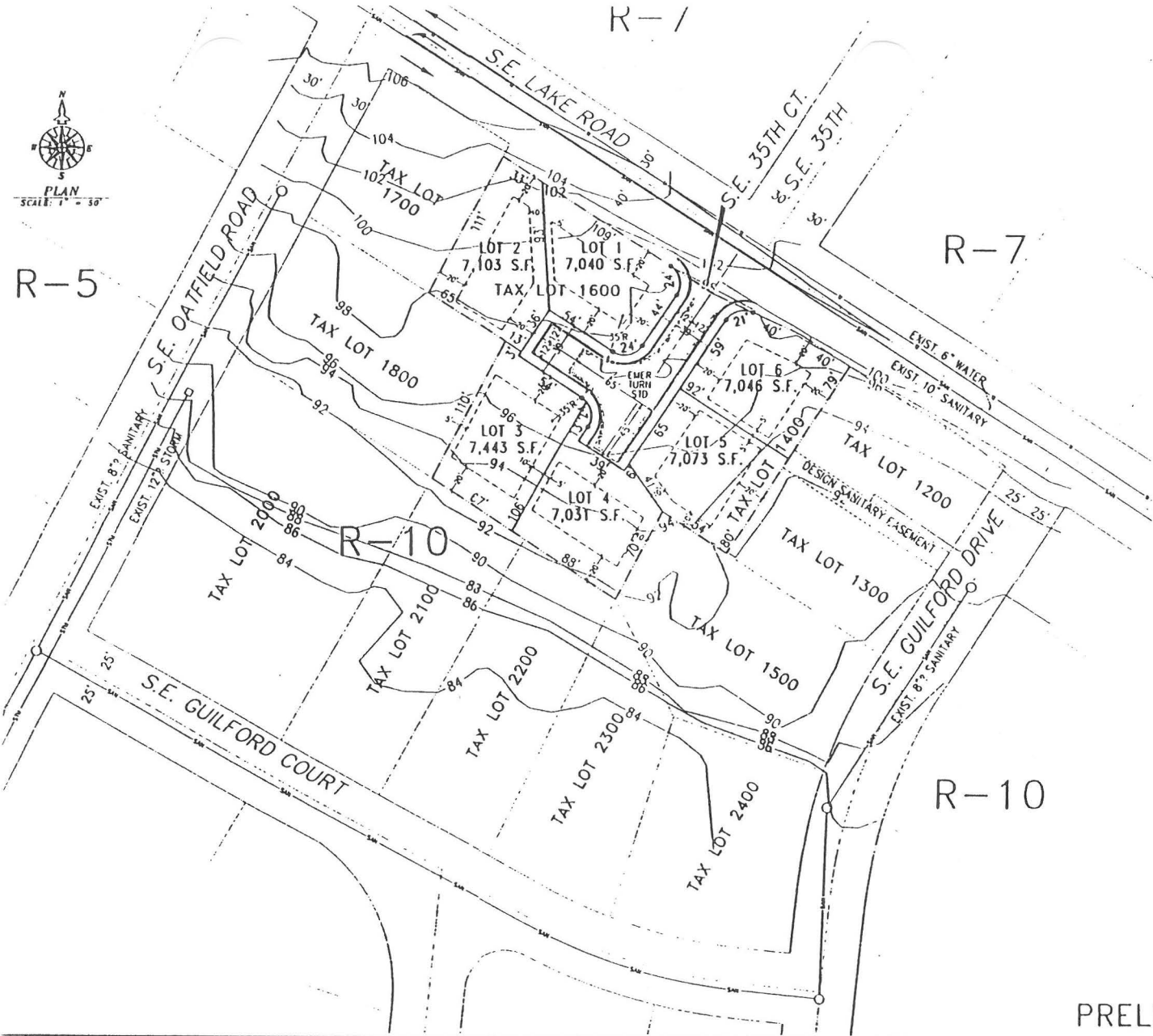
9. The applicant must provide street lights. A street light plan must be submitted to the Engineering Department. for review and approval.
10. The applicant shall provide sidewalk only along the east side of 35th Court. All other sides of the street shall have rolled curbs. Driveway access to Lots 1, 4, and 6 shall be on the rights side of the lot and driveway access to lots 3, and 5 shall be from the left.

SOUTH METRO FIRE

11. Fire Department access shall be provided and maintained in the subdivision so there is a minimum unobstructed width of 20 feet.
12. The applicant shall provide a turn around which complies with Fire Department standards.
13. The fire flow requirements for the site shall be met. This includes the provision of a fire hydrant along the Lake Road frontage of the subdivision so that the maximum distance between fire hydrants does not exceed 500 feet..
14. The Fire Department turn around shall be clearly marked with red striping and red letters, or with signs which indicate "NO PARKING - FIRE LANE - TOW AWAY ZONE."



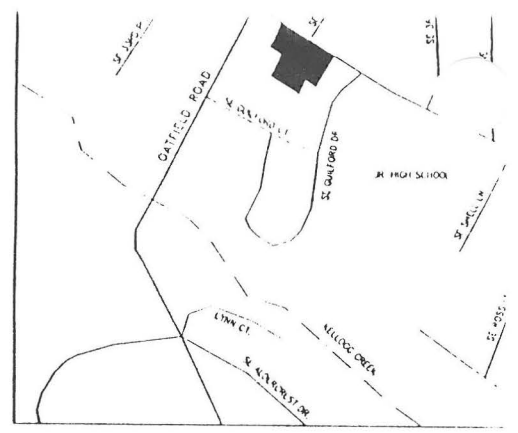
R-5



R-7

R-10

R-10



VICINITY MAP
SCALE: 1" = 400'

LEGAL: 15-1E-360C, TAX LOTS 1200, 1400, 1600
 SIZE: TAX LOT 1200 - 0.12 OUT OF 0.26 ACRES
 TAX LOT 1400 - 0.10 ACRES
 TAX LOT 1600 - 0.96 ACRES
 = 1.18 TOTAL ACRES

ZONING: CURRENT R-10, REQUESTING CHANGE TO R-7

- NOTES:
1. NO PROPOSED DEED RESTRICTIONS
 2. FRONTAGE IMPROVEMENTS TO LAKE RD COMPLETED AT TIME OF SUBDIVISION CONSTRUCTION.
 3. NO ADJACENT PARCELS UNDER SAME OWNERSHIP
 4. TOPOGRAPHY DATA SOURCE, CITY OF MILWAUKIE

REC
AUG
CITY CLERK

EXHIBIT "B"
PRELIMINARY SUBDIVISION PLAN

1	PLAN REVISIONS DUE TO RIGHT-OF-WAY WIDTH
---	--

DRAWN BJS DESIGNED KLS CHECKED BDG
 SCALE 1" = 50' DATE APR 1997

COMPASS CORPORATION
 ENGINEERING SURVEYING PLANNING
 5545 S.E. LAKE ROAD
 (503) 533-0993 PHONE
 FAX: (503) 533-0994

BLAZER HOMES
 17152 S.W. UPPER BOONES FERRY ROAD
 DURHAM, OREGON 97224
 PHONE: 598-3992

BLAZER COURT
 OATFIELD/LAKE ROAD
 MILWAUKIE OREGON

City of Milwaukie Community Development Department

Title: Tentative Plat Submitted by: Applicant Date: Aug 7, 1997 # Pages: 1
 File Numbers: ZC 97-01 S97-01 Applicant: Blazer Homes Exhibit #: 2





COPY

September 30, 1997

Ken Sandblast
Compass Corporation
6564 SE Lake Road
Milwaukie, OR 97222

Dear Mr. Sandblast:

As you requested, we have completed an in-depth traffic study of the proposed Lake Road Estates development on Lake Road near 35th Avenue in Milwaukie. The access to the development will be from the south side of Lake Road. The new access, 35th Court, will be slightly offset from 35th Avenue to form a four-leg intersection.

A manual turning movement traffic count was made in September, 1997, at the intersection of Lake Road and 35th. The counts were made from 7 to 9 AM and from 4 to 6 PM. It was found that the peak traffic hours are from 7 to 8 AM and from 4:45 to 5:45 PM.

The trips that would be generated by the proposed six-lot subdivision were estimated based on trip rates in the *TRIP GENERATION* handbook, Fifth Edition, published by the Institute of Transportation Engineers. The trip rates for land-use code 210, *Single-Family Detached Housing*. The trip rates are based on the number of occupied dwelling units.

During the morning peak hour there will be a total of four trips, with one entering the site and three exiting. During the evening peak hour there will be a total of six trips, of which four will be entering the site and two exiting.

To determine the level of service that will result from the subdivision, a capacity analysis was made using the 1994 *HIGHWAY CAPACITY MANUAL*, Special Report 209, published by the Transportation Research Board. With the existing three-way intersection at Lake and 35th, the traffic entering Lake from 35th is currently operating at level A in the morning peak and level C in the evening peak.

City of Milwaukie Community Development Department

Title: Traffic Study Submitted by: Applicant Date: 9.30.97 # Pages: 17
File Numbers: S 97-01 Applicant: Blazer Homes Exhibit #: 3



Ken Sandblast
September 30, 1997
Page 2

When the access to the development is constructed, forming a four-way intersection, southbound traffic from 35th will continue to operate at level A in the morning and level C in the evening. Northbound traffic entering Lake Road from the development will operate at level B in the morning and level C in the evening. This is well within the minimum level of service standard of D or better. The primary reason for the relatively high levels of service despite moderately high traffic volumes on Lake Road is the very low traffic volume expected to be generated by the proposed subdivision.

There is an additional traffic operations issue that must be considered. One block to the west of the subdivision is the signalized intersection of Oatfield Road. Although there is an existing left-turn lane for westbound traffic on Lake Road which is turning left onto Oatfield, this left-turning traffic sometimes forms a queue which extends back to the east, potentially blocking the access to the development.

To determine the likelihood that the development might be blocked by westbound traffic queues, the site was observed during the peak traffic hours. During the morning peak hour the left-turn queue did not ever extend back to the east as far as 35th.

During the evening peak hour, the queue did extend far enough to the east to occasionally block the 35th Avenue intersection. It was found that the intersection was blocked six times during the evening peak hour. The time of blockage ranged from ten seconds to 40 seconds, with an average of 22 seconds. This means that if a car from the subdivision approached Lake Road during the peak hour intending to turn left just as the intersection began to be blocked by a westbound queue, the car could conceivably be delayed as long as 40 seconds while waiting to turn left.

However, this situation is unlikely to occur. Only one car is projected to turn left from the subdivision during the evening peak hour. The probability that this car will arrive at the intersection at the beginning of a queue blockage is very small. In fact, the probability of the car arriving during any of the six queue blockages during the peak hour is small (approximately four percent, based on the total time of blockage during the peak hour). If this car did happen to arrive during a queue blockage, it would simply wait until the queue cleared during the next left-turn signal green interval, then turn onto Lake Road at the first available gap.

Ken Sandblast
September 30, 1997
Page 3

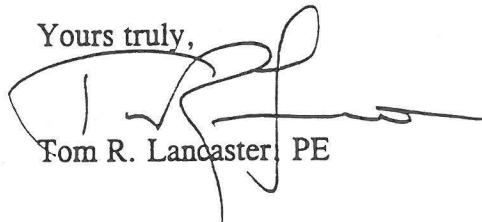
Several alternative traffic control methods for the intersection of Lake and 35th were considered. Because of the low traffic volumes on the existing north leg of 35th and the proposed south leg of 35th, none of the standard warrants for a traffic signal or four-way Stop are met or even closely approached. Because a two-way Stop will produce an acceptable level of service, there appears to be no need to consider a traffic circle or any other unusual type of traffic control device. Installing signs to require all traffic entering Lake Road from the south leg to turn right could be considered if the level of service were poor or if the intersection were frequently blocked by traffic queues, but in this case the level of service will be adequate and blockages will be infrequent.

The alternative of providing a connection from 35th Court east to Guilford Drive was also considered. Due to the absence of a significant operational problem at 35th and Lake, there does not appear to be strong reason to construct a connection to the east. In addition, a connection to the east would create two very closely spaced intersections on Guilford which could themselves result in operational problems. For these reasons, a connection to the east is not recommended.

Overall, based on the level of service analysis and the queuing observations, there are unlikely to be any significant level of service or operational problems as a result of the proposed development. This is due primarily to the small size of the development and the resulting low trip generation.

If you have any questions regarding this analysis, please let me know.

Yours truly,



Tom R. Lancaster, PE

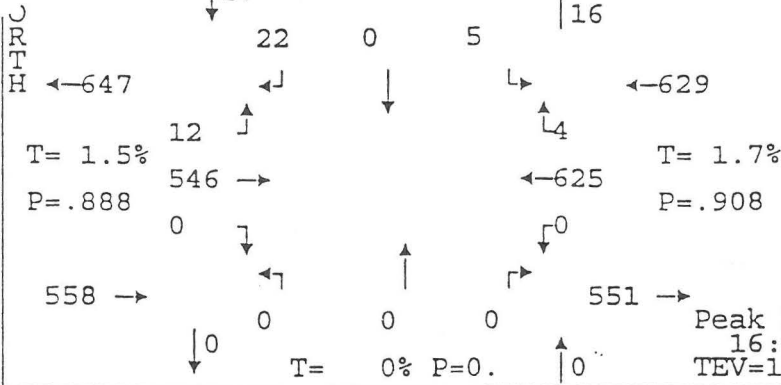


INTERSECTION TURN MOVEMENT COUNT SUMMARY REPORT
LAKE ROAD AT 35TH AVENUE

14192

T= 3.6% P=.75

DATE OF COUNT: 09/16/97
DAY OF WEEK: Tue
TIME STARTED: 16:00
TIME ENDED: 18:00



TEV=TOTAL ENTRY VOLUME
T=%TRUCKS BY APPROACH
P=PHF BY APPROACH

DMRC

Peak Hour
16:45-17:45
TEV=1214

Traffic Smithy
(503) 641-6333

TIME PERIOD FROM - TO	EAST BOUND			SOUTH BOUND			NORTH BOUND			WEST BOUND			ALL
	↓	→	↑	←	↓	↘	←	↑	↗	↓	←	↑	
16:00-16:05	0	33	1	0	1	0	0	0	0	0	44	1	80
16:05-16:10	0	37	1	1	0	0	0	0	0	0	35	1	75
16:10-16:15	0	46	2	2	0	0	0	0	0	0	41	0	91
16:15-16:20	0	43	0	2	1	1	0	0	0	0	62	1	110
16:20-16:25	0	54	0	3	1	0	0	0	0	0	45	0	103
16:25-16:30	0	39	1	4	0	1	0	0	0	0	44	0	89
16:30-16:35	0	38	1	1	0	1	0	0	0	0	62	0	103
16:35-16:40	0	53	3	1	0	0	0	0	0	0	50	1	108
16:40-16:45	0	35	2	2	0	0	0	0	0	0	39	0	78
16:45-16:50	0	38	0	1	0	0	0	0	0	0	51	1	91
16:50-16:55	0	51	0	3	0	0	0	0	0	0	62	0	116
16:55-17:00	0	43	1	2	0	0	0	0	0	0	40	0	86
17:00-17:05	0	37	2	3	0	0	0	0	0	0	47	0	89
17:05-17:10	0	39	0	4	0	0	0	0	0	0	50	0	93
17:10-17:15	0	38	0	0	0	1	0	0	0	0	62	2	103
17:15-17:20	0	53	3	1	0	0	0	0	0	0	56	0	113
17:20-17:25	0	51	0	3	0	3	0	0	0	0	52	1	110
17:25-17:30	0	44	1	0	0	0	0	0	0	0	49	0	94
17:30-17:35	0	42	0	2	0	0	0	0	0	0	56	0	100
17:35-17:40	0	56	3	1	0	0	0	0	0	0	53	0	113
17:40-17:45	0	54	2	2	0	1	0	0	0	0	47	0	106
17:45-17:50	0	48	2	1	0	0	0	0	0	0	37	0	88
17:50-17:55	0	54	1	2	0	1	0	0	0	0	56	0	114
17:55-18:00	0	41	2	2	0	1	0	0	0	0	41	1	88
Total Survey	0	1067	28	43	3	10	0	0	0	0	1181	9	2341
PHF	0	.9	.6	.61	0	.31	0	0	0	0	.92	.33	.930
% Trucks	0	1.4	3.6	2.3	0	10	0	0	0	0	1.6	11.1	1.6
Stopped Buses	0	0	0	0	0	0	0	0	0	0	0	0	0
Peds	0	3	0	0	0	0	0	0	0	0	1	0	0
Hourly Totals													
16:00-17:00	0	510	12	22	3	3	0	0	0	0	575	5	1130
16:15-17:15	0	508	10	26	2	4	0	0	0	0	614	5	1169
16:30-17:30	0	520	13	21	0	5	0	0	0	0	620	5	1184
16:45-17:45	0	546	12	22	0	5	0	0	0	0	625	4	1214
17:00-18:00	0	557	16	21	0	7	0	0	0	0	606	4	1211

=====
 Center For Microcomputers In Transportation
 University of Florida
 512 Weil Hall
 Gainesville, FL 32611-2083
 Ph: (904) 392-0378
 =====

Streets: (N-S) 35th Avenue (E-W) Lake Road
 Major Street Direction.... EW
 Length of Time Analyzed... 15 (min)
 Analyst..... TRL
 Date of Analysis..... 9/26/97
 Other Information..... Existing AM
 Two-way Stop-controlled Intersection
 =====

	Eastbound			Westbound			Northbound			Southbound		
	L	T	R	L	T	R	L	T	R	L	T	R
No. Lanes	0	> 1	0	0	1	< 0	0	0	0	0	> 1	< 0
Stop/Yield			N			N						
Volumes	10	490			430	0				0	0	10
PHF	.91	.91			.91	.91				.91	.91	.91
Grade		0			0						0	
MC's (%)	0									0	0	0
SU/RV's (%)	5									5	5	5
CV's (%)	0									0	0	0
PCE's	1.03									1.03	1.03	1.03

Adjustment Factors

Vehicle Maneuver	Critical Gap (tg)	Follow-up Time (tf)
Left Turn Major Road	5.00	2.10
Right Turn Minor Road	5.50	2.60
Through Traffic Minor Road	6.00	3.30
Left Turn Minor Road	6.50	3.40

 Worksheet for TWSC Intersection

Step 1: RT from Minor Street	NB	SB

Conflicting Flows: (vph)		473
Potential Capacity: (pcph)		797
Movement Capacity: (pcph)		797
Prob. of Queue-Free State:		0.99

Step 2: LT from Major Street	WB	EB

Conflicting Flows: (vph)		473
Potential Capacity: (pcph)		1020
Movement Capacity: (pcph)		1020
Prob. of Queue-Free State:		0.99
TH Saturation Flow Rate: (pcphpl)		1700
RT Saturation Flow Rate: (pcphpl)		
Major LT Shared Lane Prob. of Queue-Free State:		0.98

Step 3: TH from Minor Street	NB	SB

Conflicting Flows: (vph)		1022
Potential Capacity: (pcph)		317
Capacity Adjustment Factor due to Impeding Movements		0.98
Movement Capacity: (pcph)		312
Prob. of Queue-Free State:		1.00

Step 4: LT from Minor Street	NB	SB

Conflicting Flows: (vph)		1022
Potential Capacity: (pcph)		271
Major LT, Minor TH Impedance Factor:		0.98
Adjusted Impedance Factor:		0.98
Capacity Adjustment Factor due to Impeding Movements		0.98
Movement Capacity: (pcph)		267

=====

Intersection Performance Summary

Movement	Flow Rate (pcph)	Move Cap (pcph)	Shared Cap (pcph)	Avg. Total Delay (sec/veh)	95% Queue Length (veh)	LOS	Approach Delay (sec/veh)
SB L	0	267	>				
SB T	0	312	> 797	4.6	0.0	A	4.6
SB R	11	797	>				
EB L	11	1020		3.6	0.0	A	0.1

Intersection Delay = 0.1 sec/veh

Center For Microcomputers In Transportation
 University of Florida
 512 Weil Hall
 Gainesville, FL 32611-2083
 Ph: (904) 392-0378

Streets: (N-S) 35th Avenue (E-W) Lake Road
 Major Street Direction.... EW
 Length of Time Analyzed... 15 (min)
 Analyst..... TRL
 Date of Analysis..... 9/26/97
 Other Information..... Existing PM
 Two-way Stop-controlled Intersection

	Eastbound			Westbound			Northbound			Southbound		
	L	T	R	L	T	R	L	T	R	L	T	R
No. Lanes	0	> 1	0	0	1	< 0	0	0	0	0	> 1	< 0
Stop/Yield			N			N						
Volumes	10	550		620	0					10	0	20
PHF	.93	.93		.93	.93					.93	.93	.93
Grade		0		0							0	
MC's (%)	0									0	0	0
SU/RV's (%)	5									5	5	5
CV's (%)	0									0	0	0
PCE's	1.02									1.02	1.02	1.02

Adjustment Factors

Vehicle Maneuver	Critical Gap (tg)	Follow-up Time (tf)
Left Turn Major Road	5.00	2.10
Right Turn Minor Road	5.50	2.60
Through Traffic Minor Road	6.00	3.30
Left Turn Minor Road	6.50	3.40

Worksheet for TWSC Intersection

Step 1: RT from Minor Street	NB	SB

Conflicting Flows: (vph)		667
Potential Capacity: (pcph)		636
Movement Capacity: (pcph)		636
Prob. of Queue-Free State:		0.97

Step 2: -LT from Major Street	WB	EB

Conflicting Flows: (vph)		667
Potential Capacity: (pcph)		825
Movement Capacity: (pcph)		825
Prob. of Queue-Free State:		0.99
TH Saturation Flow Rate: (pcphpl)		1700
RT Saturation Flow Rate: (pcphpl)		
Major LT Shared Lane Prob. of Queue-Free State:		0.98

Step 3: TH from Minor Street	NB	SB

Conflicting Flows: (vph)		1269
Potential Capacity: (pcph)		235
Capacity Adjustment Factor due to Impeding Movements		0.98
Movement Capacity: (pcph)		230
Prob. of Queue-Free State:		1.00

Step 4: LT from Minor Street	NB	SB

Conflicting Flows: (vph)		1269
Potential Capacity: (pcph)		195
Major LT, Minor TH Impedance Factor:		0.98
Adjusted Impedance Factor:		0.98
Capacity Adjustment Factor due to Impeding Movements		0.98
Movement Capacity: (pcph)		191

=====

Intersection Performance Summary

Movement	Flow Rate (pcph)	Move Cap (pcph)	Shared Cap (pcph)	Avg. Total Delay (sec/veh)	95% Queue Length (veh)	LOS	Approach Delay (sec/veh)
SB L	11	191 >					
SB T	0	230 >	358	11.1	0.2	C	11.1
SB R	22	636 >					
EB L	11	825		4.4	0.0	A	0.1

Intersection Delay = 0.3 sec/veh

Center For Microcomputers In Transportation
 University of Florida
 512 Weil Hall
 Gainesville, FL 32611-2083
 Ph: (904) 392-0378

Streets: (N-S) 35th Avenue (E-W) Lake Road
 Major Street Direction.... EW
 Length of Time Analyzed... 15 (min)
 Analyst..... TRL
 Date of Analysis..... 9/26/97
 Other Information..... Existing + Site, AM
 Two-way Stop-controlled Intersection

	Eastbound			Westbound			Northbound			Southbound		
	L	T	R	L	T	R	L	T	R	L	T	R
No. Lanes	0	> 1	< 0	0	> 1	< 0	0	> 1	< 0	0	> 1	< 0
Stop/Yield			N			N						
Volumes	10	490	1	0	430	0	1	0	2	0	0	10
PHF	.91	.91	.91	.91	.91	.91	.91	.91	.91	.91	.91	.91
Grade		0			0			0			0	
MC's (%)	0									0	0	0
SU/RV's (%)	5									5	5	5
CV's (%)	0									0	0	0
PCE's	1.02			1.10			1.10	1.10	1.10	1.02	1.02	1.02

Adjustment Factors

Vehicle Maneuver	Critical Gap (tg)	Follow-up Time (tf)
Left Turn Major Road	5.00	2.10
Right Turn Minor Road	5.50	2.60
Through Traffic Minor Road	6.00	3.30
Left Turn Minor Road	6.50	3.40

=====
 Worksheet for TWSC Intersection

Step 1: RT from Minor Street	NB	SB
Conflicting Flows: (vph)	538	473
Potential Capacity: (pcph)	739	797
Movement Capacity: (pcph)	739	797
Prob. of Queue-Free State:	1.00	0.99
Step 2: LT from Major Street	WB	EB
Conflicting Flows: (vph)	539	473
Potential Capacity: (pcph)	949	1020
Movement Capacity: (pcph)	949	1020
Prob. of Queue-Free State:	1.00	0.99
TH Saturation Flow Rate: (pcphpl)	1700	1700
RT Saturation Flow Rate: (pcphpl)	1700	1700
Major LT Shared Lane Prob. of Queue-Free State:	1.00	0.98
Step 3: TH from Minor Street	NB	SB
Conflicting Flows: (vph)	1022	1023
Potential Capacity: (pcph)	317	317
Capacity Adjustment Factor due to Impeding Movements	0.98	0.98
Movement Capacity: (pcph)	312	312
Prob. of Queue-Free State:	1.00	1.00
Step 4: LT from Minor Street	NB	SB
Conflicting Flows: (vph)	1028	1024
Potential Capacity: (pcph)	269	270
Major LT, Minor TH Impedance Factor:	0.98	0.98
Adjusted Impedance Factor:	0.99	0.99
Capacity Adjustment Factor due to Impeding Movements	0.97	0.99
Movement Capacity: (pcph)	262	266

Intersection Performance Summary

Movement	Flow Rate (pcph)	Move Cap (pcph)	Shared Cap (pcph)	Avg. Total Delay (sec/veh)	95% Queue Length (veh)	LOS	Approach Delay (sec/veh)
NB L	1	262 >					
NB T	0	312 >	460	7.9	0.0	B	7.9
NB R	2	739 >					
SB L	0	266 >					
SB T	0	312 >	797	4.6	0.0	A	4.6
SB R	11	797 >					
EB L	11	1020		3.6	0.0	A	0.1
WB L	0	949		3.8	0.0	A	0.0

Intersection Delay = 0.1 sec/veh

Center For Microcomputers In Transportation
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 512 Weil Hall
 Gainesville, FL 32611-2083
 Ph: (904) 392-0378

Streets: (N-S) 35th Avenue (E-W) Lake Road
 Major Street Direction.... EW
 Length of Time Analyzed... 15 (min)
 Analyst..... TRL
 Date of Analysis..... 9/26/97
 Other Information..... Existing + Site, PM
 Two-way Stop-controlled Intersection

	Eastbound			Westbound			Northbound			Southbound		
	L	T	R	L	T	R	L	T	R	L	T	R
No. Lanes	0	> 1	< 0	0	> 1	< 0	0	> 1	< 0	0	> 1	< 0
Stop/Yield			N			N						
Volumes	10	550	2	2	620	0	1	0	1	10	0	20
PHF	.93	.93	.93	.93	.93	.93	.93	.93	.93	.93	.93	.93
Grade		0			0			0			0	
MC's (%)	0									0	0	0
SU/RV's (%)	5									5	5	5
CV's (%)	0									0	0	0
PCE's	1.02			1.10			1.10	1.10	1.10	1.02	1.02	1.02

Adjustment Factors

Vehicle Maneuver	Critical Gap (tg)	Follow-up Time (tf)
Left Turn Major Road	5.00	2.10
Right Turn Minor Road	5.50	2.60
Through Traffic Minor Road	6.00	3.30
Left Turn Minor Road	6.50	3.40

Worksheet for TWSC Intersection

Step 1: RT from Minor Street	NB	SB

Conflicting Flows: (vph)	592	667
Potential Capacity: (pcph)	694	636
Movement Capacity: (pcph)	694	636
Prob. of Queue-Free State:	1.00	0.97

Step 2: -LT from Major Street	WB	EB

Conflicting Flows: (vph)	593	667
Potential Capacity: (pcph)	894	825
Movement Capacity: (pcph)	894	825
Prob. of Queue-Free State:	1.00	0.99
TH Saturation Flow Rate: (pcphpl)	1700	1700
RT Saturation Flow Rate: (pcphpl)	1700	1700
Major LT Shared Lane Prob. of Queue-Free State:	1.00	0.98

Step 3: TH from Minor Street	NB	SB

Conflicting Flows: (vph)	1272	1273
Potential Capacity: (pcph)	235	234
Capacity Adjustment Factor due to Impeding Movements	0.98	0.98
Movement Capacity: (pcph)	229	228
Prob. of Queue-Free State:	1.00	1.00

Step 4: LT from Minor Street	NB	SB

Conflicting Flows: (vph)	1283	1272
Potential Capacity: (pcph)	191	194
Major LT, Minor TH Impedance Factor:	0.98	0.98
Adjusted Impedance Factor:	0.98	0.98
Capacity Adjustment Factor due to Impeding Movements	0.95	0.98
Movement Capacity: (pcph)	181	190

=====
 Intersection Performance Summary

Movement	Flow Rate (pcph)	Move Cap (pcph)	Shared Cap (pcph)	Avg. Total Delay (sec/veh)	95% Queue Length (veh)	LOS	Approach Delay (sec/veh)
NB L	1	181 >					
NB T	0	229 >	287	12.6	0.0	C	12.6
NB R	1	694 >					
SB L	11	190 >					
SB T	0	228 >	357	11.1	0.2	C	11.1
SB R	22	636 >					
EB L	11	825		4.4	0.0	A	0.1
WB L	2	894		4.0	0.0	A	0.0

Intersection Delay = 0.3 sec/veh



COMPASS CORPORATION

ENGINEERING - SURVEYING - PLANNING

6564 S.E. LAKE ROAD
MILWAUKIE, OREGON 97222

(503) 653-9093
FAX (503) 653-9095

October 3, 1997

Ms. Susan Heiser
Community Development
City of Milwaukie
6101 S.E. Johnson Creek Blvd.
Milwaukie, OR 97206

RE: Milwaukie File S 97-01 - Supplemental Application Materials

Dear Ms. Heiser:

In addition to the Lancaster Traffic Study provided to you yesterday, the following items are provided to supplement the record in City of Milwaukie File No. S 97-01:

- A. Twelve (12) copies of a 8" x 14" (Labeled "Exhibit 1") illustrating the field surveyed locations of the existing Lake Road pavement edges and turn lane striping. Also included are dimensions of the travel and turn lanes.
- B. On-site Parking. This application involves single-family detached residential lots and as per the City of Milwaukie Code Section 503.3(A)(1), single-family detached residential uses are required to provide for two off-street parking spaces. Each of the six lots proposed will satisfy this requirement. As an alternative to provide additional parking, the sidewalk could be removed from the east side of the local street serving the subject site, namely S.E. 35th Court. This alternative would need to be supported by the City of Milwaukie staff.

If you have any questions or need additional information, please contact our office.

Sincerely,

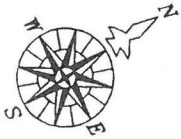
Kenneth L. Sandblast

KLS:a:\3889\parkingltr.doc
cc: Blazer Homes

City of Milwaukie Community Development Department

Title: Supplemental Submitted by: Applicant Date: 10-3-97 # Pages: 2
File Numbers: 597-01 Applicant: Blazer Homes Exhibit #: 4





OATFIELD ROAD

S.E. LAKE ROAD

S.E. 34TH

EXISTING EDGE OF PAVEMENT
LEFT TURN LANE LENGTH = 270'
EXISTING EDGE OF PAVEMENT

S.E. 35TH CT.

S.E. 35TH

S.E. GUILFORD DRIVE

EXHIBIT 1

SURVEYED STRIPING



COMPASS CORPORATION

ENGINEERING SURVEYING PLANNING
6564 S.E. LAKE ROAD (503) 853-8093 PHONE
MILWAUKIE, OREGON 97222 (503) 853-8095 FAX

**EXISTING LAKE ROAD TRAFFIC PATTERN
BLAZER COURT SUBDIVISION
BLAZER HOMES**

SCALE 1" = 60'

MEMORANDUM

TO: COMMUNITY DEVELOPMENT

FROM: Paul Roeger, Civil Engineer *PR*

RE: S-97-01
South Side of Lake Road - East of Oatfield Road

DATE: October 3, 1997

I have reviewed the Traffic Study done for this proposed subdivision by Tom Lancaster and find the report acceptable.

The impact of the subdivision is minimal on Lake Road and the intersection of 35th and Lake Road. Levels of operation are well within acceptable standards. The low volume of traffic generated by this development will not create any traffic operational problems on Lake Road. The maximum wait for traffic exiting the new development is acceptable and would rarely occur.

To address the parking concerns, Public Works recommends widening the street to 32 feet and providing sidewalk on the east side of the street only. This would allow for 3 or 4 on street parking spaces along the east side of the street. Parking would not be permitted on the west side of the street. The turnaround stem to the west could also be widened to 32 feet to allow for one more on street parking space. Driveways on the stem should be limited to the east side of Lots 1 and 3 and to the south side of Lot 2. This would leave a parking space on the north side of the stem at the west end.

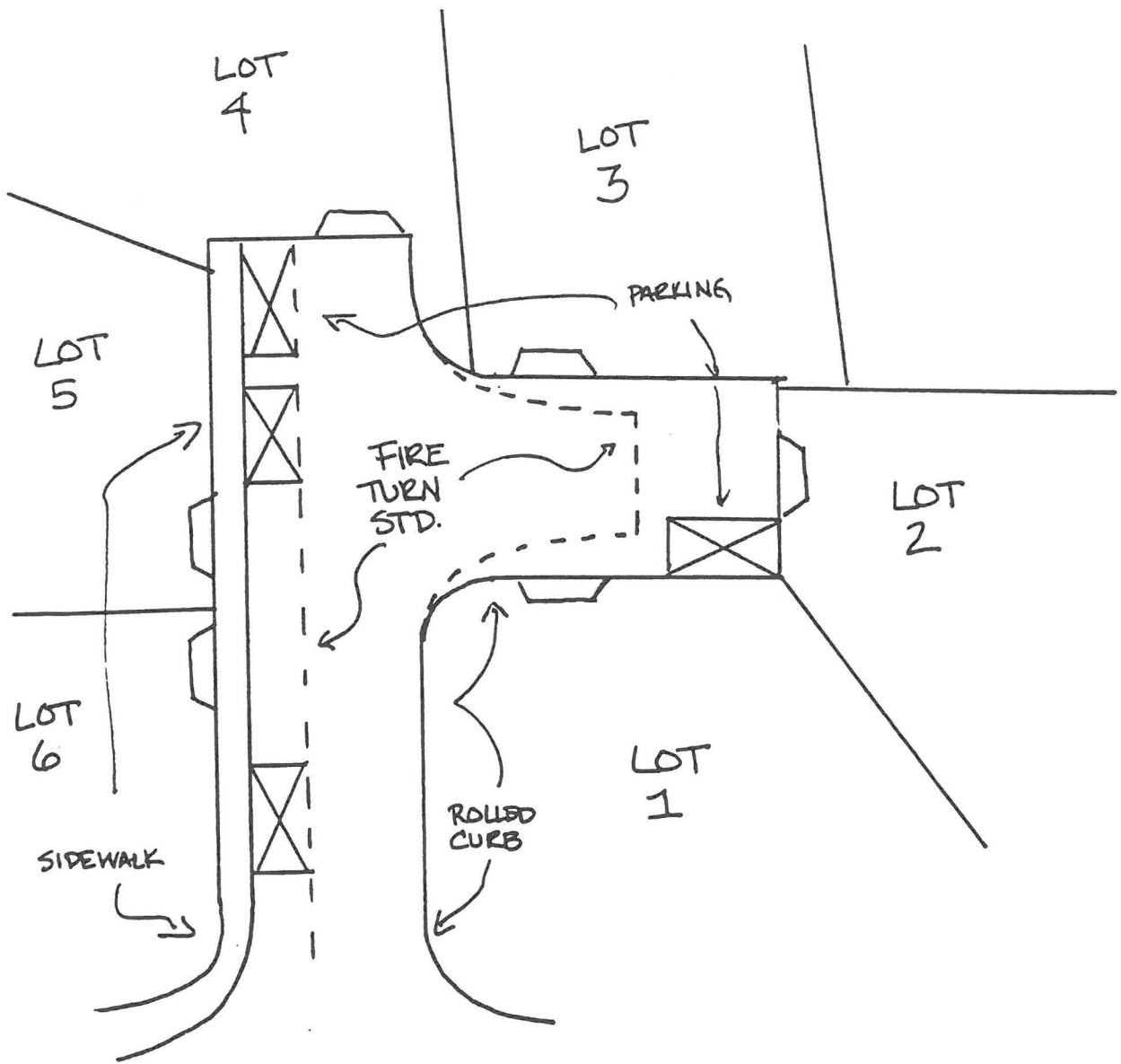
The driveway for Lot 6 is limited to the south side of the street frontage in order to keep it away from the intersection. The driveway to Lot 4 should be on the west side at the end of the street so parking could be along the east curb all the way to the end of the street. The driveway on Lot 5 is not restricted in location.

It is the recommendation of Public Works to approve the subdivision under the above conditions for on street parking and because traffic impact to Lake Road is minimal.

City of Milwaukie Community Development Department

Title: Comments Submitted by: Civil Engineer Date: 10.3.97 # Pages: 1
File Numbers: S97-01 Applicant: Blazer Homes Exhibit #: 5





PARKING PLAN ALTERNATIVE

City of Milwaukie Community Development Department

Title: Alternative Submitted by: Staff Date: 10.7.97 # Pages: 1
 File Numbers: 597-01 Applicant: Blazer Homes Exhibit #: 6



CITY OF MILWAUKIE
COMMUNITY DEVELOPMENT DEPARTMENT
STAFF REPORT

Date: October 7, 1997
File Nos.: CSO-97-06
CPA 97-04

Application: Community Service Overlay and Comprehensive Plan
Amendment - Water Tower Park Master Plan

Applicant: North Clackamas Park and Recreation District

Property Owner: City of Milwaukie

Location: SE 40th and Harvey, Milwaukie
Tax Lots: 12E25DA12600 & 12700 (Exhibit 1)

PROPOSAL

The North Clackamas Parks District is proposing to improve the existing park facilities at the Water Tower Park. Parks are allowed in any Zoning District with the approval of a Community Service Overlay (CSO) permit for the specific improvements. In addition to deciding on the CSO proposal, the Planning Commission must also make a recommendation to the City Council on amending the Comprehensive Plan by adopting the Water Tower Park Master Plan as an ancillary document (Exhibit 2).

RECOMMENDATION

That the Planning Commission; 1) approve the CSO for the Water Tower Park Master Plan improvements; and, 2) make recommendation to the City Council for the adoption of the water Tower Park Master Plan as an Ancillary Document to the Milwaukie Comprehensive Plan.

BACKGROUND

Water Tower Park is an .96 acre neighborhood park located at the north-east corner of SE 40th Avenue and Harvey Street, within the Ardenwald Neighborhood District. The site is surrounded on the north, east and west by single family residences. The park is currently developed with a small play area and an aging concrete walk way. The site is dominated

by the City water tower which was constructed at this site in 1962. A concrete platform, (an identified a safety hazard), exists in the south-west corner of the site.

The Water Tower Park Master Plan proposes the following enhancements:

- Creation of a new play structure that incorporates a tot-lot and an area for older children (elementary school ages);
- Creation of a basket ball area under the water tower;
- Installation of picnic tables and benches;
- Installation of a drinking fountain;
- Installation of bike racks;
- Construction of sidewalks on Harvey Street and 40th Avenue;
- Replacement and realignment of the existing on site walk way;
- Installation of an automatic sprinkler system;
- Planting of vegetation around the existing utility cabinet.
- Removal of five apple trees on the eastern border of the site and replacement of the trees with columnar maples (2.5 inch caliper);
- Demolition of the concrete structure at the south-west corner of the site;

DISCUSSION

The Community Service Overlay (CSO) zone provides for the review of various types of public and private facilities. The Planning Commission has final decision-making authority after a public hearing per the minor quasi-judicial public review procedures, (Zoning Code Sub-section 1011.3). An application may be approved if:

1. The requirements of the underlying zone are met; and,
2. The specific standards for the proposed use are met (Section 321.10).

In permitting a community service use, the Planning Commission may impose suitable conditions which assure compatibility of the use with other uses in the vicinity. Section 321.10 sets standards for miscellaneous uses in the Community Service Overlay. The applicant submitted background materials and findings in support of the application (Exhibit 3).

In addition to the Community Service Overlay proposal, City staff is also requesting that the Planning Commission decide to amend the City's Comprehensive Plan by adopting the Water Tower Park Master Plan as an ancillary document. Comprehensive Plan Amendments are legislative actions which require review by the Planning Commission and recommendation to the City Council for final approval (Zoning Ordinance Sub-

section 1011.5). All Comprehensive Plan Amendments are subject to the criteria found in Chapter 2 (Plan Review and Amendment Process), of the Comprehensive Plan. Staff's review for compliance with the necessary finding is provided below:

Compliance with the Comprehensive Plan

The site is designated Public (P) on the Comprehensive Plan Map. The following Comprehensive Plan polices apply to this proposal:

- 1. Recreational Needs Element, Goal: To provide for the recreational needs of present and future City residents by maximizing the use of existing public facilities.**

The applicant is improving an existing facility to better meet the needs of local residents. The City of Milwaukie identified this as a site for improvement in the 1996-97 fiscal year. The applicant worked extensively with the neighbors to develop the master plan for the park.

- 2. Recreational Needs Element, Objective 1 and 2: Park Classification and Parks and Recreation Master Plan.**

Water Tower Park is classified as a Neighborhood Park, serving the Ardenwald and Lewelling areas. The park is located within a mile of Ardenwald and Lewelling Elementary schools. The park is about an acre.

The City of Milwaukie developed a guide for parks planning within the City in 1990. The proposed master plan is consistent with the City-wide plan. The NCPRD uses this as a guide to acquire and develop parks in Milwaukie. Neighborhood groups, local residents and the City Parks and Recreation Board all participated in the development of this plan.

- 3. Recreational Needs Element, Objective 3, 5, and 6, Intergovernmental Cooperation and Neighborhood, Community Parks and Maximizing Use of Existing Parks.**

The North Clackamas Parks and Recreation District (NCPRD) and the City have a partnership to provide parks and recreation services for the City of Milwaukie. The City owns the parks and the NCPRD operates and maintains the parks.

Water Tower Park serves the needs of the residents of the Ardenwald and the Linwood neighborhoods. The proposed structures on the site will be designed to accommodate the needs of neighborhood residents of all ages. The tot lot play

structures will be upgraded, walking paths and picnic areas will be improved, hard surfaces for hop-scotch, four square and basket ball will be provided under the water tower. These improvements are not designed to increase the usage of the park, but to enhance the site for the current users.

The proposed neighborhood park master plan CSO is consistent with the Milwaukie Comprehensive Plan.

Compliance with the Zoning Criteria

Water Tower Park is located within the R-7 Zoning District. A Neighborhood Park is permitted in the R-7 District with Community Service Overlay approval. The proposal meets all the R-7 development standards as described below:

	R-7 Requirement	Existing	Proposed
Lot size	7,000 sq. ft.	.96 acres	No change
Setbacks -			
Front yard	20 ft.	65 ft	No change
Rear yard	20 ft.	15 ft.*	No change
Side yard	5 ft.	7 ft.	No change
Side yard-40th	20 ft.	13 ft. *	No change
Height	50 ft.	100+ ft. **	No change
Lot coverage	30 % max.	12 %	12.5%
Min. Vegetation	30 % min.	72 %	67 %
Parking	0	0	No change

* Existing non-conforming setbacks.

** A variance has been approved for the water tower.

The proposal also complies with the specific findings for public institutional uses (Section 321.10):

A. Utilities, Streets or other improvements necessary for the facility shall be provided by the agency constructing the use.

Existing utilities are underground, and no new utilities are proposed.

B. When located in or adjacent to an existing residential zone, access should be located on a collector street.

The proposal is for improvements to an existing park located on a local street which does not have access to a collector. The park master plan should not increase the vehicle trips to the site because the park and its facilities are designed for neighborhood use only.

- C. **When located in a residential zone, lot area shall be sufficient to allow required setbacks that are equal to a minimum of two thirds of the height of the principle structure.**

New play equipment will be located away from adjacent properties by at least 2/3 of the play equipment height.

- D. **The height limitation of the zone may be exceeded to a maximum height of 50 feet provided sub-section 321.10C is met.**

No new structures are proposed to exceed 50 feet in height. The play structure would be approximately 8 feet in height and would be the tallest new structure on the site. The existing water tower is currently over 100 feet in height. Variance approval has been granted for this structure.

- E. **Noise generating equipment shall be sound buffered when adjacent to residential areas.**

There will be no new mechanical equipment at the park. Existing water tower equipment has been reviewed as part of a previous application.

- F. **Lighting shall be designed to avoid glare on adjacent residential uses and public streets.**

No lighting is proposed at the park.

- G. **When possible, hours and levels of operation shall be adjusted to make the use compatible with adjacent uses.**

The hours of operation will not change from the existing hours of one half hour after sunrise and one half hour after sunset.

Compliance with Comprehensive Plan Amendment Findings

Comprehensive Plan Chapter 2, Policy 7 of Objective 1 requires all Plan amendments to be evaluated based on the following criteria:

1. Conformance with the Comprehensive Plan, its goals, policies, and spirit.

The document proposed for adoption is consistent with the goals and policies of the Comprehensive Plan Chapter 4 - Recreational Needs Element - in that the document will serve to guide development which will provide for the recreational needs of City residents by maximizing the use of current public facilities. Specifically the proposed amendment is consistent with Objectives 3, 5, and 6 which call for intergovernmental cooperation; the provision of a system of neighborhood and community parks; and maximizing the use of existing parks.

Water Tower Park is classified as a Neighborhood Park which serves the recreational needs of the residents of the Ardenwald and Lewelling Neighborhoods. Improvements will be designed to accommodate the needs of a variety of residents, from the very young to the elderly. Provisions have also been made to serve the needs of the handicapped as well. Sidewalks will be provided around the site and there will be two ADA accessible picnic tables.

2. Public need for the change.

The current Comprehensive Plan does not contain a site plan for Water Tower Park. The adoption of the Water Tower Park Master Plan will provide specific direction for improvements to this public park.

3. Public need is best satisfied by this particular change.

The Water Tower Park Master Plan provides an innovative approach to providing active recreational use on a site encumbered by other public facilities.

4. The change will not adversely affect the health, safety, and welfare of the community.

The Water Tower Park Master Plan will enhance the health, safety, and welfare of the community by providing park improvements which will be available for the use of residents of all ages.

5. The change is in conformance with applicable Statewide Planning Goals.

The Water Tower Park Master Plan is in conformance with State Planning Goals 5 (Open Spaces) and 11 (Public Facilities) - by planning for timely, orderly and efficient development of public facilities by enhancing the City's open space and existing parkland resources.

Neighborhood Association Comment

The Ardenwald Neighborhood District Association Land Use Committee was involved in the development of this plan. They recommend approval (Exhibit 4).

Public Works and Fire Department Comment

Both the City fire Marshal and the City Engineer recommend approval of the proposed park design. Both departments recommend conditions of approval which are included in Exhibit 1 of this report. Because this park is also a well site, there are use restrictions that must be maintained. Water protection codes require that pets be prohibited within 100 feet of the wells and that no pesticides or herbicides be used at the site. These restrictions have been included as condition of approval No. 4.

CONCLUSION

The above findings demonstrate that the Water Tower Park Master Plan, meets the criteria for CSO and Comprehensive Plan Amendment approval. Staff suggests that the Planning Commission: 1) approve Community Service Overlay CSO 97-06 based on the findings listed below and the conditions of approval in Exhibit 1; and, 2) accept the findings listed below for Comprehensive Plan Amendment CPA 97-04, and make recommendation to the City Council for adoption of the Water Tower Park Master Plan as an Ancillary document to the Comprehensive Plan.

FINDINGS FOR COMMUNITY SERVICE OVERLAY CSO 97-06

1. The applicant is proposing improvements to an existing neighborhood park which includes:
 - * A new play structure with tot-lot and an area for older children;
 - * A basket ball area under the water tower;
 - * Picnic tables and benches;
 - * A drinking fountain;
 - * Bike racks;
 - * Sidewalks around and through the site;
 - * New landscaping and an automatic sprinkler system;
 - * Removal of five apple trees on the eastern border of the site and replacement of the trees with columnar maples (2.5 inch caliper);
 - * Demolition of the concrete structure at the south-west corner of the site;

2. The proposed Community Service Overlay is consistent with Comprehensive Plan

guidelines and objectives and complies with the Zoning Ordinance as detailed in the staff report.

3. The applicant met with the Ardenwald Neighborhood District Association, local residents, the Milwaukie Parks and Recreation Board, the Milwaukie City council and received support from each of these groups.

FINDINGS FOR COMPREHENSIVE PLAN AMENDMENT CPA 97-04

1. Conformance with the Comprehensive Plan, its goals, policies, and spirit.

The document proposed for adoption is consistent with the goals and policies of the Comprehensive Plan Chapter 4 - Recreational Needs Element - in that the document will serve to guide development which will provide for the recreational needs of City residents by maximizing the use of current public facilities. Specifically the proposed amendment is consistent with Objectives 3, 5, and 6 which call for intergovernmental cooperation; the provision of a system of neighborhood and community parks; and maximizing the use of existing parks.

Water Tower Park is classified as a Neighborhood Park which serves the recreational needs of the residents of the Ardenwald and Lewelling Neighborhoods. Improvements will be designed to accommodate the needs of a variety of residents from the very young to the elderly. Provisions have also be made to meet the needs of the handicapped as well. Sidewalks will be provided around the site and there will be two ADA accessible picnic tables.

2. Public need for the change.

The current Comprehensive Plan does not contain a site plan for Water Tower Park. The adoption of the Water Tower Park Master Plan will provide specific direction for improvements to this public park.

3. Public need is best satisfied by this particular change.

The Water Tower Park Master Plan provides an innovative approach to providing active recreational use on a site encumbered by other public facilities.

4. The change will not adversely affect the health, safety, and welfare of the community.

The Water Tower Park Master Plan will enhance the health, safety, and welfare of the community by providing park improvements which will be available for the use of residents of all ages.

5. The change is in conformance with applicable Statewide Planning Goals.

The Water Tower Park Master Plan is in conformance with State Planning Goals 5 (Open Spaces) and 11 (Public Facilities) - by planning for timely, orderly and efficient development of public facilities by enhancing the City's open space and existing parkland resources.

Exhibits:

1. CSO 97-06 Recommended Conditions of Approval
2. Location Map
3. Water Tower Park Master Plan
4. Applicant's Supporting Statements for CSO Approval
5. Comments from the Ardenwald Neighborhood District Land Use Committee
6. Comments from the Civil Engineer
7. Comments from the Deputy Fire Marshall

EXHIBIT 1

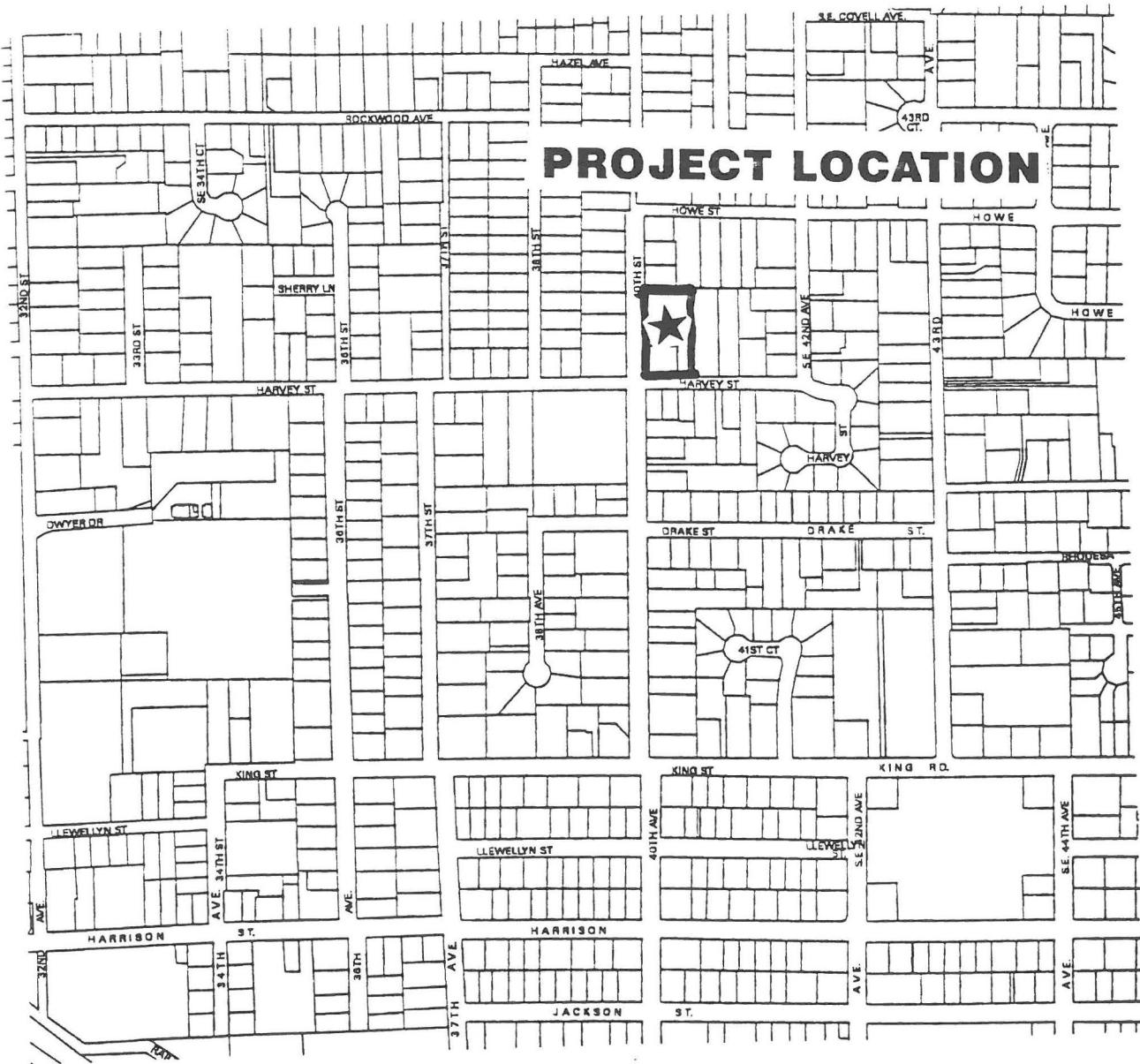
CONDITIONS OF APPROVAL

1. The only trees to be removed as part of this development shall be the five apple trees noted as part of this application. These trees shall be replaced with an equal number of new trees, (Columnar Maples - 2 1/2 inch caliper), which may be located elsewhere on the site. The applicant shall also provide a vegetative screen around the pump house. A landscape plan which identifies the size, type and location of all new landscape materials and addresses site irrigation, shall be submitted to the Community development department for review and approval prior to issuance of a building permit.
2. The applicant shall install a minimum of two bicycle parking spaces in accordance with the standards and specifications of Zoning Code Section 505. Given the recreational nature of the site at least four bicycle spaces should be provided.
3. The shall applicant apply for and obtain a demolition permit to remove the concrete pad in the southwest corner of the site. The applicant shall also obtain a building permit to install the play structures and a plumbing permit to install the irrigation system.
4. The applicant shall comply with the 100 foot exclusions zone requirements for well water protection. This requires that no pesticides or herbicides be used at the site and that "NO PETS ALLOWED" signs posted at the site.
5. The applicant shall provide details for the attachment of basketball hoops onto the existing structure to the Public Works Department for review and approval.
6. The applicant shall submit a complete set of engineered plans for proposed sidewalk and other improvements. A right-of-way permit must be obtained for all work performed within the public right-of-way.

City of Milwaukie Community Development Department

Title: Conditions Submitted by: Staff Date: 10/14/97 # Pages: 1
File Numbers: CPA-97-04 / CSO-97-06 Applicant: No. Clack. Parks & Rec. Dist. Exhibit #: 1





PROJECT LOCATION

City of Milwaukie Community Development Department

Title: Location Map Submitted by: Staff Date: 10/14/97 # Pages: 1
 File Numbers: @PA-9704/CSO-9706 Applicant: No. Clockmas Park & Rec. Exhibit #: 2



WATER TOWER PARK MASTER PLAN

A. Describe Proposal

At the request of the City of Milwaukie City Council, the North Clackamas Parks and Recreation District proposes to create a master plan for improvements to Water Tower Park. This request was made by the City of Milwaukie in the 1996-97 fiscal year due to the existing conditions at Water Tower Park.

Existing Conditions:

The park in its existing condition has a concrete walk that extends north-south on the east end of the property, and north-south on a portion of the west end of the property. There is a small play area in the north-east corner of the park that is quite small, aging and substandard in terms of providing a quality recreation experience. A concrete platform exists in the south-west corner of the park. This platform rises approximately four feet from the ground and is a safety hazard. A survey which illustrates the existing conditions is attached to this application.

Planning Process for Improvements to the park:

The master plan for Water Tower Park includes improvements to the existing amenities. In order to design improvements to the park, the Park District held three public meetings to gather citizen input. Our meetings were held in conjunction with the Ardenwald Neighborhood District Association (NDA). The Lewelling NDA was also invited to join in the planning sessions, as Water Tower Park is located on the border of these two neighborhoods.

The meetings were announced through the Ardenwald and Lewelling NDAs, flyers were sent to citizens who live in the area around the park, public notices were listed in the Clackamas Review and The Oregonian, and a sign was posted at the site listing meeting information.

The first meeting's intent was to gather information. The citizens were asked to provide input regarding the improvements they would like to see at the park. At the second and third public meetings, staff presented three designs for the citizens to comment on, ask questions, and make recommendations. Of the sketches shown, one was chosen as the recommended design for the improvements to the park. That sketch is attached with this application.

The following is an itemization of the improvements to be made at Water Tower Park. We anticipate that the improvements will cost approximately \$150,000.00.

City of Milwaukie Community Development Department

Title: Master Plan Submitted by: Applicant Date: 10/14/97 # Pages: 2
File Numbers: EPA 97-04 / 950 97-06 Applicant: Ns. Clackamas Parks & Rec. Exhibit #: 3



Proposed Improvements to Water Tower Park:

- Construction of sidewalks on Harvey St. and 40th St.
- Replacement and realignment of the existing walkway.
- Creation of a new play structure that incorporates a tot lot and an area for older children (elementary school ages).
- Creation of a basketball area under the water tower.
- Installation of a drinking fountain.
- Installation of an automatic irrigation system.
- Installation of bike racks.
- Installation of picnic tables and benches.
- Demolition of the concrete structure on the southwest corner of the site.
- Removal of five apple trees on the eastern border of the site and replacement of the trees with columnar maples (2.5 inch caliper).
- Planting of vegetation around existing utility cabinet.

Parking spaces will not be provided (and currently do not exist). This park falls within the "neighborhood park" category according to national standards. Because of its size, (less than an acre) it is a walk-to park primarily used by neighbors within a 1/4 to 1/2 mile radius. Neighborhood parks are intended to encourage walk-to use and are not designed to attract users from other parts of the city or parks district.

B. Address Approval Criteria

- Comprehensive Plan Goals and Policies:

Recreational Needs Element

Goal Statement: To provide for the recreational needs of present and future City residents by maximizing the use of existing public facilities, encouraging the development of private recreational facilities, and preserving the opportunity for future public recreational use of vacant private lands.

The North Clackamas Parks and Recreation District is providing for the needs of the present and future City residents by maximizing the use of the existing Water Tower Park. The park was identified by the Milwaukie City Council as a site to master plan in the 1996-97 fiscal year. Through meetings with the Ardenwald Neighborhood District Association and the neighbors who have an interest in Water Tower Park, a master plan was developed to maximize the existing features of the park. The existing play structure will be upgraded, an existing walking path will be improved and expanded, and the area under the water tower will be utilized for recreation.

Objective #1 - Park Classifications

Water Tower Park is classified as a Neighborhood Park and is located in the Ardenwald neighborhood and also serves a portion of the Lewelling neighborhood. The park is located within a mile of Ardenwald and Lewelling Elementary schools and provides short duration activities (play, leisure time, and walking). The size of Water Tower Park is .96 acre.

Objective #2 - Parks and Recreation Master Plan

1. A parks and recreation master plan was created in 1990 for each sub-area in the City of Milwaukie. The Parks and Recreation District uses the master plan as a guide to acquire and develop parks in the City of Milwaukie.

2. Not applicable.

3. Neighborhood groups have the opportunity to evaluate the adequacy of the recreational facility (Water Tower Park) as a part of the total evaluation of neighborhood needs and priorities. The Milwaukie City Council identified Water Tower Park as a site to master plan in the 1996-97 fiscal year. The Ardenwald Neighborhood District Association, the Lewelling Neighborhood District Association, the Parks and Recreation Board, and local neighbors have been given the opportunity through public master planning meetings to offer their suggestions and concerns regarding the master plan of Water

City of Milwaukie Community Development Department

Title: Applicant's Findings Submitted by: Applicant Date: 10/14/97 # Pages: 5
File Numbers: PA 97-04 RSO-97-06 Applicant: No. Clackamas Parks & Rec. Exhibit #: 4



Tower Park. These groups played a vital role in creating the master plan. A work session was also held with the Milwaukie City Council to receive their input as well.

4. Not applicable.

Objective #3 - Intergovernmental Cooperation

The North Clackamas Parks and Recreation District and the City of Milwaukie are two governmental agencies that have formed a partnership towards providing parks and recreation for the City of Milwaukie. The City of Milwaukie owns the existing parks in the City and the Parks District operates and maintains these parks.

Objective #4 - Private Recreation Opportunities

Not applicable.

Objective #5 - Neighborhood and Community Parks

1. Water Tower Park is located at the corner of SE 40th St. and SE Harvey St.

2. Water Tower Park will serve the recreational needs of the residents of the Ardenwald and Lewelling neighborhoods. Water Tower Park will not contain large, highly structured facilities that will attract users from outside the neighborhood. The structures on the site will be designed to accommodate the needs of the neighborhood. Walking paths, play structures, and a basketball area were requested by the neighbors to provide a place for their children to play.

3. Not applicable.

4. Not applicable.

Objective #6 - Maximization of Existing Parks

Improvements to Water Tower Park will maximize the existing use of the facility by upgrading the existing play structure and paths and by creating a use of the water tower by providing basketball underneath the structure. The park will be designed consistent with its natural features and carrying capacity. The design of the park is intended to upgrade what is already existing and to utilize the space beneath the water tower. These upgrades are not intended to increase usage of the park, but to satisfy the needs of the current users.

–**Policy #1.** The master plan of Water Tower Park will improve access to the park by constructing a continuous walkway from one end of the site to another.

Objective #7 - Riverfront Recreation
Not applicable.

Neighborhood Element:
Neighborhood Area 5

Guidelines #1 - #4 - Not applicable.

Guideline #5 - Recreation

The North Clackamas Parks and Recreation District is providing increased recreational opportunities by implementing the recommendation of the Milwaukie City Council to master plan Water Tower Park in the 1996-97 fiscal year.

Guideline #6, #7 - Not applicable.

City Growth Element:
Objective #7 - Extension of Services

To enable the City to maintain and extend adequate service levels as city growth occurs.

The City will participate and cooperate with the County and affected service districts in planning for and providing the delivery of the full range of urban services.

The North Clackamas Parks and Recreation District operates and maintains the City of Milwaukie parks. The Milwaukie City Council serves as a Neighborhood Parks Advisory Board for the Parks District. A member of the Milwaukie City Council serves on the North Clackamas Parks and Recreation District's Advisory Board. The North Clackamas Parks and Recreation District staff attends the Milwaukie Parks and Recreation Board's monthly meeting in order to ensure cooperation and continual communication regarding parks needs in the City of Milwaukie.

- Zoning Ordinance Sections

1. *Section 302 - Residential Zone R-7*

302.1 Outright uses permitted

Water Tower Park is a community use permitted through the Community Service Overlay process.

302.2 Conditional use permitted

Not applicable.

302.3. Standards

A. Lot size: .96 acre (42,103 square feet).

B. Front yard: (west side of site) No structure is located within 20 feet of property line.

C. Side yard: (north and south sides of site) This site is a corner lot. No structure is located within five or ten feet on the north side yard. (Play structure will be located at approximately thirty feet from the property line.) The side yard abutting the street has no structures within twenty feet of the street.

D. Rear yard: (east side of site) No structure is located within 20 feet of the property line.

E. Yard abutting major street: Not applicable.

F. Off-street parking and loading: no off-street parking will be provided as this is a neighborhood park that is intended to be walked to by the neighborhood.

G. Height restriction: play structure (not a building) will not exceed 2.5 stories or 35 feet, whichever is less.

H. Lot coverage: play structure will not cover more than 30 percent of the total area of the lot.

I. Minimum vegetation: This site is a park and a prominent feature of the park will be vegetation. (At least 30 percent of the site will be vegetation.)

J. Access requirement: This lot abuts two public streets.

2. *Section 321.4 - Authority to grant or deny a community service use*

A.1 The requirements of the underlying zone are met

See section 302 above.

A.2 Specific standards for the uses found in subsections 321.7 - 231.10 are met

321.7 Specific standards for schools

A-J Not applicable.

321.8 Specific standards for nursing or convalescent homes

A-J Not applicable.

321.9 Specific standards for churches, convent, related facility

A-E Not applicable.

321.10 Specific standards for institutions: public/private and other facilities not covered by other standards

A. Not applicable.

B. Access is to a local residential street. This is an existing park. We are not creating any more trips to the park than what already exists.

C. Not applicable.

D. Not applicable.

E. Not applicable.

F. There is no lighting proposed at this park.

G. The hours of operation will be one half hour after sunrise and one half hour after sunset.

A3. The hours and levels of operation of the proposed use can be adjusted to be reasonable compatible with surrounding uses. For solid waste facilities, this shall mean:

a. - h. Not applicable.

Neighborhood Land Use Referral

Date routed:
7/31/97

Tentative Planning Commission hearing
date: 10/14/97

Comments due by:
8/15/97

Application type: Community Service Overlay and Comprehensive Plan Amendment File #(s): CSO-97-06/CPA-97-04

Procedure type: Minor Quasi-Judicial

Applicable City policies and criteria:

Comprehensive Plan: Chapters 1, 2, 4 (Recreation)
Zoning Ordinance: Sections 321, 302
Sign Ordinance: N/A
Subdivision Ordinance: N/A

Applicant: North Clack. Parks & Rec. Dist.
Address: 11022 SE 37th Ave
Milwaukie OR 97222
Phone: 794-8002

Proposal location: SE 40th & Harvey
Reference parcel #: 1 2E 25DA 12600/12700
Zoning: R-7
Proposal: Community service overlay for park facilities at Water Tower Park.

Comments: (attach separate sheet if necessary)

Ardenwald Land Use and Ardenwald Neighborhood Association are in favor of this park - we helped pick out the design. Please thank the City of Milwaukie + Parks + Recreation. In some small way, we hope this will provide some area for the kids to play, skateboard, rollerblade, neighbors meeting neighbors.

Sparon Van Horn
Land Use Chair
Ardenwald/Johnson Creek N.A.

City of Milwaukie Community Development Department

Title: NDA Comments Submitted by: NDA Date: 10/14/97 # Pages: 2
File Numbers: CPA-97-04 / CSO-97-06 Applicant: No. Clackamas Parks & Rec. Exhibit #: 5





**NORTH
CLACKAMAS**
PARKS & RECREATION
DISTRICT

July 1, 1997

Ardenwald Neighborhood District Association
Land Use Committee
Ms. Sharon Van Horn
3011 SE Balfour
Milwaukie, OR 97222

Dear Sharon:

At the May 13, 1997, Ardenwald NDA meeting, the final schematic design for Water Tower Park was presented to the association and citizens who live near the park.

The design is intended to enhance the existing facility by including an updated play structure that incorporates a tot lot and an area for older children (elementary school ages), a path system extending north-south with terminus points on SE 40th St. and SE Harvey St. The area underneath the water tower would encourage skateboarding and rollerblading, and would include basketball hoops. The design also includes picnic tables and benches and the removal of four apple trees on the eastern border of the park. (The trees bear fruit and as a result, attract bees and pose a maintenance problem.)

The citizens who attended this meeting approved the schematic design. They were informed that if agency approval necessitates significant changes to the design, that these changes will be brought before the citizens for their approval.

The North Clackamas Parks and Recreation District is seeking the Ardenwald NDA Land Use Committee's approval of the schematic design presented at the May 13, 1997, meeting. Signing below will indicate the Land Use Committee's approval of the final design.

Sincerely,

Diane Kean Campbell
Diane Kean Campbell
Project Manager

COMMENTS:

SIGNATURES:

Sharon Van Horn, Chair
Ardenwald-Johnson Creek
Neighborhood Association

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City of Milwaukie Community Development Department

Title: _____ Submitted by: _____ Date: _____ # Pages: _____
File Numbers: _____ Applicant: _____ Exhibit #: _____



MEMORANDUM

TO: COMMUNITY DEVELOPMENT

FROM: Paul H. Roeger *JHR*
Civil Engineer

RE: CSO-97-06/CPA-97-04
40th and Harvey
Water Tower Park

DATE: August 8, 1997

Improvements proposed for Water Tower Park will not dramatically affect the public facilities the City now has on the property. Details must be provided to Engineering and Water Operations on any attachments to the existing structure to be sure no damage will occur.

Engineering and Water Operations must also review the proposed drinking fountain connection.

The existing asphalt driveway to the well house in the northeast corner of the property has existing drainage facilities.

Public Works must be provided with a complete set of engineered drawings for the proposed improvements. A right-of-way permit will be required for all work performed within the public right-of-way.

City of Milwaukie Community Development Department

Title: PW Comments Submitted by: Staff Date: 10/14/97 # Pages: 1
File Numbers: CPA-97-04 / CSO-97-06 Applicant: Nb. Clackamas Parks & Rec. Exhibit #: 6



NORTH CLACKAMAS FIRE PREVENTION OFFICE
"SERVING CLACKAMAS CO F.D. #1, CITY OF MILWAUKIE & OAK LODGE FIRE DISTRICT"
11300 SE FULLER RD
Milwaukie, Oregon 97222

Business 655-8537

FAX 655-8880

Voice Mail 655-8537

TO: Susan Heiser, Senior Planner (Milwaukie Community Development)

FROM: Deputy Fire Marshal Mace Childs

SUBJECT: CSO-97-06/CPA-97-04 – Community service overlay for park facilities improvements at Water Tower Park

DATE: August 14, 1997

After careful review the North Clackamas Fire Prevention Office wishes to report that the proposal for improvements at Water Tower Park is not in conflict with the Uniform Fire Code adopted by the City of Milwaukie.

Existing access and firefighting water supply for the site appears to be adequate without improvement.

Please contact me at 655-8537 with any questions or comments.

Sincerely,



Mace Childs, Deputy Fire Marshal

City of Milwaukie Community Development Department

Title: Fire Marshall Memo Submitted by: Staff Date: 8/14/97 # Pages: 1
File Numbers: CPA-97-04 / CSO-97-06 Applicant: No. Clackamas Parks & Rec. Exhibit #: 7

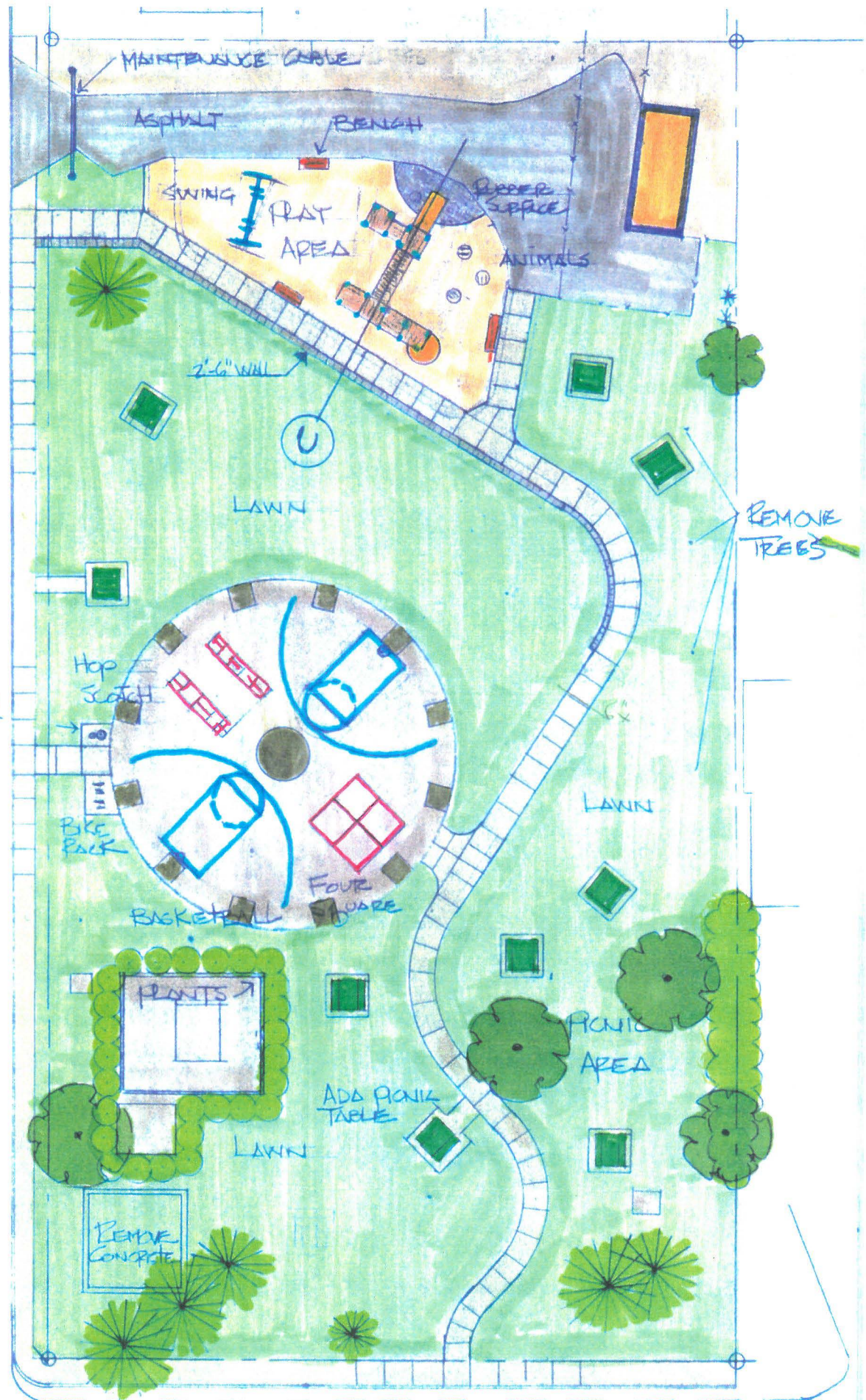


STREET

DRINKING FOUNTAIN

40TH

SE



SE

HARVEY

STREET

CITY OF MILWAUKIE
COMMUNITY DEVELOPMENT DEPARTMENT
STAFF REPORT

Date: October 14, 1997
File No.: CPA-97-01

APPLICATION: REGIONAL CENTER MASTER PLAN
APPLICANT: CITY OF MILWAUKIE
PROPERTY OWNER: NA - LEGISLATIVE

PROPOSAL

In accordance with Section 1011.5.B. of the Milwaukie Zoning Ordinance, the Planning Commission is requested to: 1) Conduct a public hearing to receive comments and public testimony on the Regional Center Master Plan (RCMP); 2) Make a decision regarding the RCMP, based upon compliance with the applicable goals and policies of the Milwaukie Comprehensive Plan; and 3) Prepare a recommendation to the City Council regarding amendment of the Comprehensive Plan by adopting the RCMP as an ancillary document. **Exhibit 1** is the Final Draft of the Regional Center Master Plan.

RECOMMENDATION

That the Planning Commission approve the final draft Regional Center Master Plan and make a recommendation to the City Council for the adoption of the Plan as an Ancillary Document to the Milwaukie Comprehensive Plan

BACKGROUND

Milwaukie was designated a regional center through the adoption process of the Metro 2040 Growth Concept Map and Regional Urban Growth Goals & Objectives (RUGGO's) in December 1995. In December 1994, the Metro Council passed a resolution to approve the preferred growth

**CITY OF MILWAUKIE COMMUNITY DEVELOPMENT DEPARTMENT
STAFF REPORT -CPA-97-01 RCMP**

October 14, 1997

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alternative associated with the RUGGO's and the Regional Growth Concept Map. Their action was predicated upon over a year of discussion and analysis. The Milwaukie City Council voted unanimously on November 1, 1994, to support designation of Milwaukie as a Regional Center.

The Milwaukie Vision Statement, developed with extensive public involvement and adopted by City Council in June 1995, describes a renewed "Expanded City Center". This community-wide visioning provided a solid foundation for further development of the Milwaukie Regional Center concept. The Community Development Department received a Transportation and Growth Management Grant in 1996 to develop a Regional Center Master Plan for Milwaukie. A Regional Center Steering Committee was convened and a work program approved in September 1996. The Milwaukie Regional Center planning process has two major components: work products developed by the City's Community Development Department staff and a partnership of professional planning consultants, and recommendations provided through a well-organized representational citizen working group process. **Attachment A** shows the Regional Center boundaries relative to the City of Milwaukie.

Public Comment

Public review and comment have been an integral part of the Regional Center Master Plan process. Three citizen working groups involving 35 members of the community met 26 times during 7 months to develop Regional Center guidelines and recommendations attuned to the values and sensibilities of Milwaukie residents and businesses. Two public open houses were held on April 5 and 7, 1997 to foster a broader community dialogue and display work progress. The Planning Commission reviewed a Commercial, Housing and Transportation Working Groups Report at a duly advertised public hearing on June 10, 1997. The Regional Center Steering Committee met 10 times to review work products, and working group progress, and provide guidance to City staff. On August 21, 1997, the Steering Committee agreed to forward the draft Regional Center Master Plan to the Planning Commission and City Council. **Exhibit 2** is a copy of the August 21 Steering Committee meeting notes.

PLAN SUMMARY

The Regional Center Master Plan is organized into 5 chapters, and includes a glossary.

Chapter 1 provides an overview of regional center planning. Eight key planning issues are identified: Urban design/design review; economic development; the need to change land use and development standards; transitions between established neighborhoods and higher density housing; walkable and bikable neighborhoods; quality of place and the role of public places such as streets; infrastructure capacity and needs; and the enhancement and protection of existing natural resources.

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Chapter 2 summarizes the Milwaukie Vision Project and existing conditions. The City Council adopted the Milwaukie Vision Statement on June 20, 1995 as an ancillary document to the Comprehensive Plan. The Vision Statement provides the community values and policy foundation for the Regional Center Master Plan. The 14 objectives established by the three Regional Center Master Plan Working Groups (Commercial, Housing and Transportation), and the three Steering Committee objectives are presented. The Milwaukie Regional Center Design Diagram (Figure 5) shows how the various planning concepts relate to one another.

Chapter 3 contains an analysis of the Metro 2040 Growth Concept, and the Urban Growth Management Functional Plan targets for additional dwelling units and jobs in Milwaukie. Table 2 shows that 1,773 additional dwelling units and 2,119 new jobs are projected in the Milwaukie Regional Center, based on a preliminary analysis of how growth can be accommodated. A land use concept map is included as Figure 12. There is discussion of the means to reach these targets, and Table 5 lists the urban design, land use, economic, and transportation action items necessary to achieve the targets and establish Milwaukie as a Regional Center.

Chapter 4 discusses each of the six distinct subareas in context of existing conditions and vision for the future, applicable working group recommendations, existing and future land uses, and required implementation items. The six subareas are: downtown/civic center/central business district/riverfront; medical services; mixed use area/Harrison Street Corridor; emerging residential/transit station area; established residential; and high-density residential.

Chapter 5 presents an analysis of future regional center growth impacts, and discusses local investment needs, opportunities and related challenges of managing anticipated growth. The Master Plan is based upon projected growth changes over the next 20 years. Land use patterns in Milwaukie are expected to change because of increased population and jobs; an increased demand for intense development; changes in travel habits; and continuation of the trend of increased parking demand.

COMPREHENSIVE PLAN AMENDMENT FINDINGS

All Comprehensive Plan Amendments are subject to the criteria found in Chapter 2 (Plan Review and Amendment Process) of the Milwaukie Comprehensive Plan. Additionally, Section 1011.5 of the Milwaukie Zoning Ordinance sets forth the public notification requirements and decision making requirements for legislative actions.

1. CPA 97-01 is a legislative action (adoption of an ancillary document to the Comprehensive Plan) that has been prepared in accordance with the provisions of Section

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1011.5 of the Milwaukie Zoning Ordinance. Notice of this Planning Commission public hearing was published in the Clackamas Review on October 3 and 10.

2. The Regional Center Master Plan has been evaluated in accordance with Policy 7, Objective 1 from Chapter 2 of the Milwaukie Comprehensive Plan as detailed in Findings 3 through 7.
3. **Conformance with the Comprehensive Plan, its goals, policies, and spirit.** The proposed Regional Center Master Plan is in conformance with the goals, policies and spirit of the Milwaukie Comprehensive Plan.

The Regional Center Master Plan process has been carried out in accordance with the policies related to Objectives #2 and #3, Chapter 1 that encourage broadly based public participation and promote informed public participation in planning decisions. The Plan was accomplished through extensive research and public participation, including three citizen working groups that met in 26 separate meetings, and two joint meetings. There were also two public open houses held.

The Regional Center Master Plan has been developed to be consistent with the Natural Hazards Map #3, the Historic Resources Map #4, and Natural Resource Sites Map #5. The Regional Center Design Diagram and Land Use Concept Map are based, in part, upon the designations used in Comprehensive Plan Land Use Map #7.

The Regional Center Master Plan fosters the Comprehensive Plan Chapter 3 Open Space Goal, because it provides a framework for conserving open space, and protects natural and scenic resources in order to create an aesthetically pleasing urban environment.

The Regional Center Plan seeks to increase density through more compact urban form which minimizes automotive trips and increases opportunities for transit, walking and bicycling, thereby addressing Chapter 3, Objective #2 Local Air Quality, and Policy 3 by encouraging sufficient local employment opportunities to reduce the need for regional or intercity trips.

The Regional Center Master Plan addresses the Comprehensive Plan Chapter 4 Residential Land Use and Housing Element Goal by providing for the maintenance of existing housing, the rehabilitation of older housing, and the development of sound, adequate new housing while preserving and enhancing local neighborhood quality and identity. The Regional Center Master Plan fosters the most basic concept underlying land use policy in Milwaukie by identifying a cohesive and specific area where higher density housing types are to be concentrated distinct from the majority of Milwaukie's single family neighborhoods. The Regional Center Master Plan promotes attainment of Objective #2 Residential Land Use because it identifies the most appropriate areas for

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higher density residential development so that the concentration of people will help support public transportation and major commercial centers. Objective #3, Residential Land Use Design is supported because the Regional Center Master Plan encourages desirable living environment by minimizing the impact of new construction on existing development and assuring that natural open spaces and developed recreational spaces are provided. Objective #4 Neighborhood Conservation is acknowledged in the Regional Center Master Plan because new development and redevelopment are focused into specific subareas appropriate for redevelopment in order to preserve and enhance existing well-defined neighborhoods within the High, Moderate and Medium density residential areas depicted on Map #7. Objective #5 Housing Choice is promoted by the Regional Center Master Plan by encouraging an adequate and diverse range of housing types and optimum utilization of housing resources to meet the housing needs of all segments of the population. Infill housing is recommended in accordance with Policy #1.

The Regional Center Master Plan meets Comprehensive Plan Chapter 4 Economic Base and Industrial/Commercial Goal by addressing Policy #1 under Objective #2 ensuring that there is adequate land available with public services provided to meet the need for economic growth and development. Policy #4 is also promoted because the Regional Center Master Plan investigates opportunities and mechanisms to preserve a mix of site sizes for economic development purposes. Objective #2 is supported as well because the Regional Center Master Plan identifies ways to support a wide range of employment opportunities for Milwaukie citizens. Objective #12 is addressed because the Regional Center Master Plan emphasizes that downtown Milwaukie is a unique commercial center that will contain the major concentration of office and service uses in the City. The Regional Center Master Plan supports Policy #2 that states downtown Milwaukie should be a regional or subregional office and employment center. Objective #13 is promoted by the Regional Center Master Plan which proposes that McLoughlin Boulevard be made more pedestrian friendly, so that it links rather than separates the downtown with the Willamette River.

The Recreational Needs Element of the Comprehensive Plan is supported by the Regional Center Master Plan because existing open spaces are preserved. The Plan recommends that part of the Milwaukie Junior High School campus could become a focal-point downtown park. Objective #6 stresses the need to make maximum use of existing parks, which is fostered by increasing density within the Regional Center plan area.

The Comprehensive Plan Neighborhood Element Goal is to preserve and reinforce stability and diversity in the City's neighborhoods and ensure livability. The Regional Center Master Plan has been developed so that it is sensitive to and acknowledges the Neighborhood Area Guidelines found under Objective #2 Neighborhood Needs.

The Regional Center Master Plan supports Comprehensive Plan Chapter 5 Transportation, Public Facilities and Energy Conservation Goals because it will enable greater reliance on alternate modes of transportation, and encourages more energy efficient land use patterns. It provides for an efficient arrangement of public facilities and services by creating an overall growth strategy to accommodate development in accordance with Policy #1, Objective #1. The Regional Center Master Plan has been developed concurrently with the Transportation System Plan (TSP) and incorporates many of the TSP policies. Enhancements to regional and local transit, and pedestrian amenities are recommended at critical locations. The Regional Center Master Plan has also been developed in coordination with the North Clackamas School District pursuant to Objective #9, and it coordinates with health care planning by considering the important role played by Providence Milwaukie Hospital within the Regional Plan area.

4. **Public need for change.** The City of Milwaukie is located along major transportation routes in the rapidly growing Portland Metropolitan area situated just south of Portland. It has not previously completed a Regional Center Master Plan. Milwaukie was designated a Regional Center through the adoption process of the Metro 2040 Growth Concept Map and Regional Urban Growth Goals & Objectives in December 1995. This action was partly predicated upon the Milwaukie City Council's November 1, 1994, unanimous vote supporting designation of Milwaukie as a Regional Center.
5. **Public need is best satisfied by this particular change.** The population of Milwaukie has grown from 16,379 in 1970 to over 20,000 in 1997, and is projected to increase to nearly 25,000 by 2015. Adopting the Regional Center Master Plan as an ancillary document to the Milwaukie Comprehensive Plan addresses the public need for change by providing a cohesive policy framework that will direct new development, redevelopment and increased density and new jobs into a defined area, in a way that preserves and enhances the City's livability.
6. **The change will not adversely affect the health, safety, and welfare of the community.** The proposed Comprehensive Plan amendment recognizes that growth is occurring in the Portland metropolitan region and that Milwaukie must develop a coherent strategy to accommodate a portion of this growth. The plan recommends strategies to direct growth to specific areas and manage that growth with policies and design guidelines identified by Milwaukie citizens that relate to safety and well-being of the community. The absence of a community-based planning process such as the Regional Center Master Plan could adversely affect the health, safety and welfare of the community because the City could find itself unprepared to respond to development pressures and national market and lifestyle trends.

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7. **The change is in conformance with applicable Statewide Planning Goals.** The proposed Comprehensive Plan amendment is in conformance with applicable Statewide Planning Goals 1 (Citizen Involvement), 2 (Land Use Planning), 9 (Economic Development), 10 (Housing), 11 (Public Facilities and Services), and 12 (Transportation). A public involvement program was established at the beginning of the Regional Center Master Plan project as an integral part of the planning process. The Regional Center Master Plan uses a land use planning process and policy framework to address the interrelated issues of urban growth, including economic development, housing, public facilities and services, and transportation.

8. **Urban Growth Management Functional Plan Compliance.** The Regional Center Master Plan establishes the direction for compliance with the Title 1 Requirements for Housing and Employment Accommodation in the Urban Growth Management Functional Plan because it includes a determination of calculated capacity of housing units and jobs, and addresses how the City can begin to implement the Metro 2040 Growth Concept given the housing and employment target densities for Milwaukie. The Regional Center Master Plan also addresses aspects of the Regional Parking Policy and Accessibility per Titles 2 and 6 of the Urban Growth Management Functional Plan.

CONCLUSION

The findings above demonstrate that the proposed Regional Center Master Plan meets the required criteria for amendment of the Comprehensive Plan. Staff suggests that the Planning Commission make a recommendation for adoption of CPA-97-01, the Regional Center Master Plan, to the City Council, as an ancillary document to the Milwaukie Comprehensive Plan.

EXHIBITS:

Exhibit 1 is the Final Draft of the Regional Center Master Plan

Exhibit 2 is a copy of the August 21 Steering Committee meeting notes.

Attachment A: Regional Center boundaries relative to the City of Milwaukie

Regional Center Master Plan

Steering Committee

August 21, 1997

6:00 PM

Milwaukie Public Safety Building Meeting Summary

Committee Members

Paul Graham, Co-Chair
Terry LaRocque
Don Trotter
Rob Kappa
Jean Schrieber
Bryan Cosgrove
Craig Lomnicki
Carolyn Tomei

Staff

Maggie Collins
Dan Bartlett
Dan Pava
Chris Eaton, Consultant
Jeff Tashman, Consultant
Brenda Bernards, Metro

Other Attendees

Karen O'Dowd -MDDA

1. Co-Chair Graham welcomed everyone and introduced Chris Eaton of W&H Pacific Consultants, who had prepared the Milwaukie Regional Center Master Plan Review Draft that would be discussed by the Steering Committee at the meeting.
2. The minutes of the June 16, 1997 Steering Committee meeting were approved without any changes made.
3. Co-Chair Graham requested that the Committee address Agenda Item #5 (Ancillary Studies) before Agenda Item #3 (Review of the Draft Regional Center Master Plan). Paul asked Maggie to provide the Committee with some perspective about the two studies Community Development had commissioned, that had been sent out to Committee members the week before. Maggie explained that the *Economic Development Assessment for Milwaukie Regional Center Study Area* was done by E.D. Hovee & Company to get an outside professional analysis on what it would take for the City to market the Regional Center. It was intended to provide detailed background information in support of the Regional Center Master Plan. Paul Graham pointed out that pages 12 and 15 identify the predominant downtown ground floor business use as service sector related, but that a substantial proportion of the ground

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floor space is occupied by non-retail uses. The report says that 80% of local resident spending occurs elsewhere. Paul believes that the key is recruiting retail uses to replace non-retail in the Core Main Street area. Paul was concerned that “National Big Box Users” was listed as a target for Scenario A Comparison Retail in Figure 27 on page 35. He thought it would be necessary to revisit how recruitment might happen. Jean said she recollects that earlier the focus had been on supporting service with additional retail as opposed to retail with some services. Rob Kappa explained that he sees this Assessment as a guideline of what is possible for Milwaukie. He stated that a combination of retail/commercial may be successful; the question is, can it be sustained?

The Steering Committee did not make a formal motion to accept the *Economic Development Assessment for Milwaukie Regional Center Study Area*. They agreed by consensus that the report would serve as “adequate background”.

Maggie next discussed the *Zoning Ordinance Review of Obstacles* Project report (ZORO). She indicated that the Milwaukie Planning Commission has been a forum for this project. The Commission reviewed the final draft. She explained that staff was passing it on to the Steering Committee as a technical background piece and noted that it had been distributed at the Land Use Committee Chairs meeting for review. There was no further comment or review of this document by the Steering Committee.

4. Maggie introduced the Draft Regional Center Master Plan document prepared by W&H Pacific. She emphasized that the principle was to take all of the Regional Center material and synthesize it into this report. Chris Eaton of W&H Pacific noted that the reference to Table ES-1 mentioned on page ES-3 was actually meant for the Action Items and Results table found on pages 109-110. Maggie suggested to the Committee that they consider this table to be a blueprint for future phases of the Regional Center work program.

Paul Graham suggested that the Committee first share their comments about editorial and format issues and then address more substantive issues. The Committee concurred that this was a good approach. Over the course of the next hour there were many specific items mentioned that would improve the appearance and flow of the document. Chris Eaton took detailed chart-pack notes so that she could make the necessary revisions. Dan Pava also took detailed notes. In general, every one present from the Committee had concerns about the quality of the maps and suitability of the drawings throughout the document. Some of the building styles drawings were thought not to be appropriate for Milwaukie. Chris and Maggie made note of specific critiques. The Committee requested that a glossary of terms was needed. It was suggested that some of the Subarea icons be changed to be more representative of the vision for each. A color copy of the Calthorpe map, although more expensive, would be more effective, and it needed to be discussed more in the document text. There was

discussion about the year 2017 livability targets listed under item number 1 on page 23. It was suggested that perhaps a second complete table with information gleaned from Table ES-1 was warranted. The “Ten Essentials” Concept needs to be explained on page 31.

Mayor Lomnicki suggested that it would be more efficient for the Committee to also share their substantive comments since some were already being mentioned. Don Trotter asked if there was a better way for the document to summarize and present the key conclusions and the essence of the Working Group recommendations. Paul Graham requested that Table 2 on page 32 mention that ground floor retail uses in the Mixed Use Commercial/High land use type are required. Discussion ensued about where in the downtown it was appropriate and if Harrison Street served as a dividing line where ground floor retail was required to the south but not to the north. Maggie noted that block by block master planning was not the thrust of this document. On page 45 the phrase “to the south of Harrison Street” was deleted, and a statement that “Ground floor retail uses should be encouraged” was added as the seventh sentence in the last urban design paragraph on page 51. There was general agreement that more than one economic incentive could be listed on page 51 for Subarea 1. The sentence after the first Transportation check mark on page 61 needed to clarify that “placement” of a light rail station in Subarea 1 was important and not just light rail. There was some discussion about the transportation recommendation on page 72 to remove the Monroe/224 traffic signal. The Committee concluded that it would be best to permit only right turns if this was done. Mayor Lomnicki said that Subarea 5 contained a lot of the public and open space within the entire Regional Center, and that the area should be looked at closer during ensuing work phases to determine where and how higher densities could be accommodated. Craig excused himself as he had another commitment at 9 pm. Rob Kappa had also left before this time.

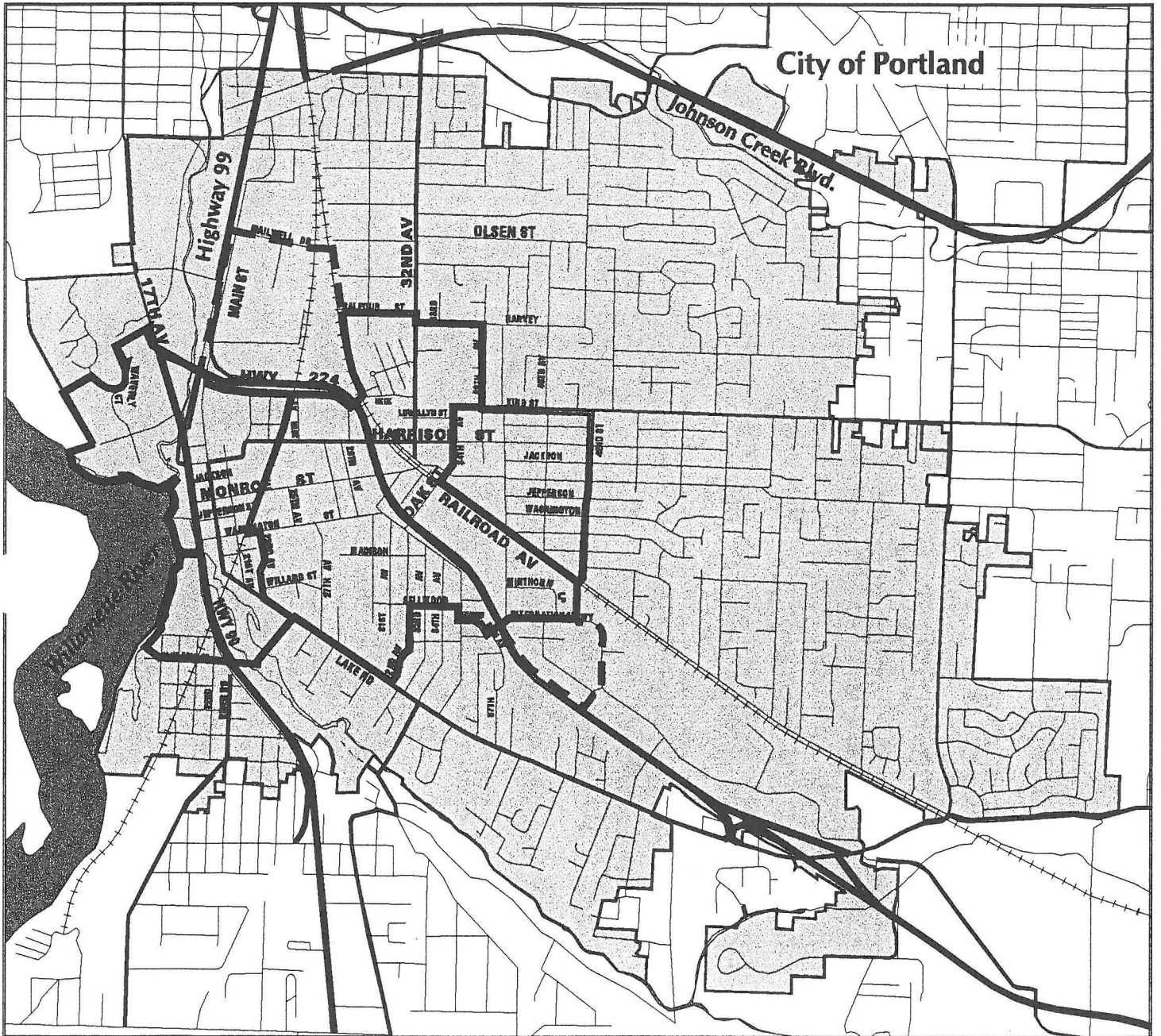
Brenda Bernards requested that language about opportunities for achieving higher density development on page 100 be revised and she offered to provide suggested wording to Chris Eaton. There was also some question about the current percentage of home-based employees in Milwaukee, and Brenda said that she would provide what information there was from Metro.

5. Discussion ensued about the proper course of action. Don Trotter related that the document does not mention Phase 2 and implementation anywhere. He wanted some explanation added to the Executive Summary that addressed the details presented in Table 9 on pages 109-110. Bryan Cosgrove added that there should be some general ideas presented about funding for implementation in the document. Carolyn Tomei said she would like to get the Regional Center planning process moving along but asked whether the Steering Committee would be needed in Phase 2. Maggie noted that the City’s legal counsel had advised that the Steering Committee distance itself more from specific crafting of the Regional Center Master Plan regulatory language given the potential for the appearance of impropriety. Maggie passed out a draft Community Development Workplan that included both a Vision and Comprehensive




Plan track. She also explained how the work correlated with the City Council's goals. She mentioned that staff was getting many inquiries about many of the redevelopment sites identified in the Regional Center Master Plan and that the right tools weren't yet in place to move forward. Dan Pava related how he had received several calls just in the past week, and that staff was concerned, given that the existing zoning on some of the sites was not conducive to the Regional Center Plan. Maggie presented a list of interim actions that would be required to produce guidelines for the Regional Center. These actions included amending the Planned Development Section of the Zoning Ordinance and revising the Comprehensive Plan policies text so that specific redevelopment sites are addressed. She reemphasized the need for the draft Regional Center document to be approved so that the City could be proactive given the level of interest in the McFarland, Proto-Tool, Murphy, Safeway, Dark Horse, Junior High, and Pendleton sites. Don Trotter noted that the Dark Horse site could be expanded to all of Subarea 1 and Maggie consented to look into the idea.

6. The Committee came to consensus that a final revised edition of the Regional Center Master Plan should be referred to the Planning Commission for consideration and recommendation to the City Council that it be adopted as an ancillary document to the Comprehensive Plan. The Committee also agreed at this time that their guidance function was essentially completed as part of the first phase of the Regional Center Master Plan project, and they decided to disband.
7. Co-Chair Graham expressed his appreciation to the staff for the high quality of assistance provided to help the Committee make better decisions. He also noted that the meals were really appreciated because they really helped the Committee get through lots of work over the course of the past 18 months.
8. The meeting concluded at 9:45 pm.

Prepared by Daniel Pava - August 22, 1997



**MILWAUKIE
REGIONAL CENTER
MASTER PLAN**

-  Milwaukie City Limits
-  Regional Center Area
-  Secondary Study Area



Map Date: 10/01/97